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COUNTRY AND INTERCOUNTRY PROGRAMMES AND PROJECTS

Consideration and approval of country programmes

THIRD COUNTRY PROGRAMME FOR BENIN

UNDP assistance requested by the Government of Benin
for the period 1984-1987

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* In accordance with decision 81/15, adopted by the Governing Council on 27 June 1981 (E/1981/61/Rev.1, annex I), the third country programme for Benin is being submitted to the Council without an accompanying note by the Administrator. The previous country programme for Benin and the accompanying notes by the Administrator were issued under the document symbols DP/GC/BEN/R.1-DP/GC/BEN/R.2 and DP/GC/BEN/R.1/RECOMMENDATION-DP/GC/BEN/R.2/RECOMMENDATION, respectively.

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INTRODUCTION

Duration and financial resources of the third country programme

1. The purpose of this document is to submit the third country programme for Benin, for the period 1 January 1984-31 December 1987. This programme is a follow-up to the second country programme, covering the years 1977-1981, approved by the Governing Council in June 1979, as well as the two successive extensions of that programme in 1982 and 1983. ^{1/} These two extensions of the second country programme were requested by the Government in order to: (a) take account of the continuation in 1981 and 1982 of the objectives of the first State Plan for 1978-1980; (b) make the timing of the third UNDP programming cycle coincide with that of the second State Plan for 1983-1987; (c) obtain information on the intentions of outside financing sources which emerged at the round table of funding agencies and economic and social development partners.
2. The indicative planning figure (IPF) for the third programming cycle (1984-1987) was calculated on the basis of the illustrative IPF for 1982-1986 of \$33.5 million, 80 per cent available for programming after deducting real 1982 expenses and the total amount authorized in 1983, with the addition of one fifth of the illustrative IPF for 1982-1986, 55 per cent available for programming for 1987; which gives a total programmable amount for 1984-1987 of \$22,654,000 (or approximately \$5.6 million per year) against the IPF of \$16,250,000 for the second cycle (1977-1981). The actual amount authorized at the time of the programming exercise is less than the programmable amount, since only up to 55 per cent of the illustrative IPF for 1982-1986 was authorized for expenditures.
3. In addition, Benin, which has the status of a least developed country (LDC) receives an annual allocation from the Special Measures Fund for Least Developed Countries. To date, Benin has already received \$3,313,000 from this Fund, of which \$318,000 are for 1984.
4. Assistance from the United Nations system includes, in addition to the IPF and the LDC allocation mentioned above, inputs from other funds administered by UNDP and from the regular programmes of various specialized agencies. From UNDP-administered funds, Benin will continue to receive assistance from the United Nations Capital Development Fund (UNCDF) through non-reimbursable financing of economic and social investments under a pilot programme for the most disadvantaged groups amounting to approximately \$1.8 million per year; from the United Nations Fund for Population Activities (UNFPA) through technical co-operation for the collection and analysis of basic demographic data and family health promotion (approximately \$0.5 million per year). Benin is already receiving assistance from the United Nations Revolving Fund for Natural Resources Exploration and the Voluntary Fund for the United Nations Decade for Women, and also hopes to receive assistance from the United Nations Financing System for Science and Technology for Development (FSSTD). In addition, there will be assistance financed by the UNDP regional programme (regional IPF) under several regional projects. Lastly, mention should be made of the substantial assistance from the United Nations Sahelian Office (UNSO), which has already identified several projects in northern Benin.

5. The specialized agencies of the United Nations system, in addition to their role as executing agencies for technical co-operation financed with UNDP, UNFPA or other funds, are participating directly, either in the financing of development projects from their own budgets or in the mobilization of resources in the form of funds in trust set up by external partners for specific activities. An example of the first type of assistance is that afforded by the World Health Organization (WHO), which provides Benin with approximately \$0.5 million per year, largely for primary health care under the expanded immunization and training programme. Similarly, other agencies (the Food and Agriculture Organization (FAO), the International Civil Aviation Organization (ICAO), the Department of Technical Co-operation for Development (DTCD), the United Nations Habitat and Human Settlements Foundation, and others) have provided funds from their regular budgets which, although modest, have had an appreciable impact on the start of new activities and on the analysis of selected problems. An example of the second type of assistance mentioned are the special programmes executed by FAO, the International Labour Organisation (ILO) and the International Trade Center (ITC), among others.

6. The United Nations Children's Fund (UNICEF), which provided a total of \$850,000 in 1981, is helping significantly in the field of health, education and rural water supply and to meet other essential needs of children and young people, through a combination of substantial inputs from its own resources and the mobilization of additional funds. Almost all the programmes mentioned above also receive considerable aid from the World Food Programme (WFP) in the form both of a direct contribution to local costs for project execution and of assistance in training and mobilizing the human resources needed for the projects. The value of foodstuffs supplied to Benin is close to \$2.1 million per year.

7. Since 1982 the International Fund for Agricultural Development (IFAD), a new source of investment financing on particularly favourable terms, has also been active in Benin and has already approved two contributions for integrated rural development in the north of the country totalling \$23 million.

8. In terms of the volume of financing, the World Bank group, whose pledged contributions already amount to several dozen million dollars, is the most important channel for the transfer of funds. Long-term loans from the Agency for International Development (AID) are granted on favourable terms and are earmarked mainly for investment programmes. In the case of the latter, the World Bank sometimes acts as lead agency in the consortia of funding agencies, as in the projects for the enlargement of the port of Cotonou and the Nangbéto dam and in the rural development programme.

9. At the time of preparation of this programme, most of the sources of external assistance other than United Nations and related sources were not able to give exact figures for their contributions, since only a few of them have medium-term assistance programmes. This means that it is impossible to obtain complete information for a four-year period. However, the indications are that the main sources of assistance such as the European Economic Community (EEC) and the Governments of China, France, the Federal Republic of Germany, the Netherlands,

Norway, Algeria and others, will continue to contribute substantially, as they have in the past, to the development of Benin.

Evaluation and features of UNDP assistance to Benin

10. Early in the first cycle, programmes were not executed rapidly because the Government was at that time engaged in drawing up a new development plan based on a new economic approach which called for several changes in priorities. The period of the second programming cycle was marked by the consolidation of projects identified and/or initiated during the first cycle. However, certain deficiencies that had already become apparent in the course of the first cycle were again encountered during the second cycle, although to a lesser degree. In this connection mention should be made of the high turn-over of national managerial staff assigned to projects and the difficulty in obtaining the release of counterpart funds.

11. The overall assessment of UNDP assistance to Benin during the past decade is positive. During the second programming cycle and its subsequent extensions, the following projects showed encouraging results: mineral surveys; development of forestry resources; assistance to the soil sciences laboratory; assistance to small-scale ocean fishing; assistance in co-ordinating external aid for the enlargement of the autonomous port of Cotonou; audits of enterprises and central planning.

12. UNDP assistance has thus acted as a catalyst in the economic and social development of the country and helped to improve development structures both qualitatively and quantitatively. UNDP assistance was also largely responsible for financing the preparation and organization of the Conference of funding agencies which was held at Cotonou in March 1983. An assistance project has even been planned under this third country programme to follow up this round table and help the Government to mobilize international assistance.

13. This country programme is therefore not an end in itself. It is only one means of helping to achieve Benin's development objectives. It should not be considered in isolation from the other sources of co-operation which, in fact, are quantitatively greater. In co-ordination with those sources, the programme aims to mobilize all available resources to bring about harmonious development in Benin.

14. Lastly, because of the apolitical nature of its assistance, UNDP will, at the Government's urging, continue its assistance in politically sensitive fields, such as national planning and co-ordination of external aid.

Programming methodology for the third cycle

15. The present programming takes account of the objectives of the second State Plan and the conclusions and lessons derived from the evaluation discussed earlier. The proposals contained in this document are the outcome of a continuous dialogue between the Government's technical services and UNDP. The Ministry of Planning, Statistics and Economic Analysis, the Ministry of Foreign Affairs and Co-operation and the UNDP representative in the People's Republic of Benin were jointly responsible for conducting that dialogue.

16. Programming for the third cycle began with the round table of funding agencies and economic and social development partners held at Cotonou in February-March 1983, at which the UNDP representatives informed the Government of the possibilities for UNDP action in the course of the third IPF cycle. The programming was subsequently followed up by exchanges of views between the UNDP mission at Cotonou and officials at the highest government level in July-August 1983. It should also be noted, with regard to the preparations for the round table, that the investment project identification missions and the evaluation missions of the specialized agencies of the United Nations system made a notable contribution to programming. All the recommendations and suggestions of those missions were taken into consideration by the Government in the programming exercise.

17. The actual elaboration of the third cycle programme began in September 1983 with a national review and evaluation of the second cycle programme for 1977-1981 and its subsequent extensions.

18. After that internal review, a series of tripartite meetings was held between the UNDP mission at Cotonou, the Ministry of Foreign Affairs and Co-operation and the Ministry of Planning, Statistics and Economic Analysis. The purpose of these tripartite meetings, attended by the particular ministry concerned with the subject under discussion, was to discuss and decide on the sectoral distribution of the IPF for 1984-1987 on the basis of the priorities set for the implementation of the national development strategy.

NATIONAL DEVELOPMENT OBJECTIVES AND PROGRAMMES TO BE SUPPORTED BY UNDP

A. Benin's development strategy

19. The Government of Benin, having learned from the experience of the past 10 years, is laying the necessary groundwork for the nation's economic and social development. It has therefore opted for a self-reliant and self-sustaining economic development strategy. The strategy aims to create a domestic market large enough to expand the national absorption capacity and permit the establishment of industrial enterprises producing consumer goods. This domestic market must also be broad enough to enable the national economy to be the centre of economic growth. This also means creating a surplus large enough to be mobilized for capital build-up purposes. The agricultural sector thus constitutes a development pole whose influence on demand and the generation of surpluses will depend on industrial and infrastructural support.

20. This strategy takes account of the overall priorities set in the Substantial New Programme of Action for the Least Developed Countries adopted in Paris in 1981. It also takes account of the Lagos Plan of Action for the Economic Development of Africa approved by the Heads of State and Government in April 1980.

21. The goals can be summarized as follows: (a) expanding the markets for agricultural products by increasing the means of production and developing the work

force; (b) reactivating the industrial sector by applying the surplus generated by the agricultural sector.

B. Main themes of the third country programme

22. With the foregoing considerations in mind, the assistance expected from the United Nations system during the third UNDP programming cycle will be attuned to the basic options, objectives and priorities for action contained in the second State Plan.

23. Under the third country programme for the People's Republic of Benin resources will be distributed among 10 sectors of activity and will focus particularly on the four following areas: (a) direct support for the activities of the rural population based on decentralization and community participation; (b) contribution to regional balance; (c) action to increase production; (d) contribution to the implementation of the investment programme submitted at the round table.

24. The indicative distribution of programmed resources is as follows, in decreasing order:

Rural development	41 %
Development planning and administration	17 %
Human resources	16 %
Natural resources	9 %
Infrastructure	9 %
Industry	6 %
Miscellaneous	2 %

C. Rural development sector

25. The rural sector employs 73 per cent of the active population and contributes 30 per cent to the gross domestic product (GDP). It is the source of almost all exports. It is the priority sector par excellence in the national economy and its object is to ensure self-sufficiency in food, develop the domestic market and help to finance growth. For the period 1984-1987, the UNDP input into this sector amounts to \$7,160,000 or 41 per cent of the programmed IPF funds. Projects can be divided into three categories: (a) production activities; (b) studies; (c) strengthening of the infrastructure.

1. Production activities

(a) Small-scale ocean fishing

26. The technical assistance provided by UNDP complements the assistance in the form of capital from UNCDF, which has made it possible to equip 240 coastal fishermen, working in 15 co-operative groups, with the material needed for better fishing production (pirogues, outboard motor boats, fishing gear, etc.).

27. A supplementary credit from the West African Development Bank (WADB) went to equip 25 other co-operatives. The project also made it possible to initiate, at the same time, a project to set up women's co-operatives and to process and market fish, financed by the Voluntary Fund for the United Nations Decade for Women. The UNCDF inputs have been expanded with the establishment of a machine shop and a study on supplementary assistance for river fishing. The Government would therefore like UNDP's technical supervisory assistance to continue, and \$150,000 have been set aside from the IPF for the purpose.

(b) Support for integrated rural development programmes

28. In order to provide a permanent framework within each region for direct intervention in rural communities, the Government has set up centres for regional action to promote rural development (CARDERS). All supervisory and extension activities - in short, all rural development activities - fall within the CARDER framework. It became apparent, however, that in order to carry out their functions properly, the CARDERS must have reliable statistical and economic data. Thus, the Government judged it necessary to build in a permanent capability for follow-up and evaluation of rural development projects, by strengthening the project follow-up and evaluation units (USEP) within the CARDERS, and strengthening the Research and Planning Directorate of the Ministry of Rural Development and Co-operative Action (DEP/MDRAC), which is responsible for co-ordination at the national level.

29. UNDP assistance from 1984 on will thus be directed towards strengthening the Government's capability for follow-up and evaluation of integrated rural development projects while continuing with the statistical data-gathering programme. This assistance is estimated at \$330,000. UNDP activities will complement the project to reorganize and strengthen DEP/MDRAC, financed by the World Bank.

(c) Forestry resources, management of upper catchment areas

30. This project, initiated in 1976, has successfully completed several feasibility studies which have made it possible to launch assistance programmes worth an estimated total of \$35million. For instance, a project for multi-use plantations is being started with funding from UNSO, the Arab Fund for Economic and Social Development (AFESD) and the Netherlands. UNCDF is planning to contribute in the field of charcoal production, and the African Development Bank (ADB) has recently approved a project for plantations covering 6000 hectares.

31. UNDP assistance places special emphasis on forestry development by the rural communities. It is also trying to continue its general technical support and assistance to the agencies executing forestry development programmes, and to carry on a training process begun in 1976. During this new phase, covering the period 1984-1987, UNDP assistance, estimated at \$540,000, will also involve erosion control through the development of techniques for the management of upper catchment areas.

(d) Assistance for animal husbandry involving the establishment of veterinary clinics

32. The purpose of this project is to set up veterinary clinics in order to ensure better herd health protection by the General Directorate of Animal Husbandry. A sum of \$300,000 has been set aside for the purpose, to enable the Directorate of Animal Husbandry adequately to supervise and monitor the development of animal resources throughout the country but especially in rural areas and areas of seasonal herd movements.

(e) Assistance for mechanization of agriculture

33. During the first programming cycle (1973-1976) UNDP assistance in promoting cultivation by animal traction had already been requested. The Government subsequently set up the Beninese Agricultural Equipment Co-operative (COBEMAG) which has thus far been manufacturing agricultural equipment for cultivation by animal traction that is suited to the needs of the country. UNDP assistance in this area is again requested for the period 1984-1987 to provide basic and advanced local training for COBEMAG staff responsible for operations and research, in co-operation with the African Regional Manufacturing and Technical Research Centre (ARCEDEM) at Ibadan (Nigeria). For this purpose, \$290,000 have been allocated from the third-cycle IPF.

(f) National seed production plan (Co-ordination of agronomical research programmes)

34. In view of the growing shortage of foodstuffs, the Government is trying to organize research on improved seed production. Several projects in this field have already been undertaken by regional rural development bodies and the Ministry of Higher Education and Scientific Research. Most of these projects are receiving contributions from external sources such as the Fund for Assistance and Co-operation (FAC), the European Development Fund (EDF), the International Fund for Agricultural Development (IFAD), the Central Economic Co-operation Fund (CCCE) and the World Bank. The Government will have to co-ordinate these various efforts in putting into effect a national seed production plan. UNDP assistance is requested to assist the Government in its co-ordination effort and in carrying out the national seed plan. A sum of \$460,000 has been allocated for the purpose.

(g) Inventory of lowlands and pilot studies and projects

35. In keeping with the national objectives of increasing agricultural production and making full use of arable land, the Government plans to make an exhaustive lowland inventory. It should be noted in this connection that only 15 per cent of the arable land is being cultivated at this point in Benin. UNDP assistance is requested in making this inventory and in the pilot studies and projects to develop certain lowlands, which will be carried out by the Beninese Rural Development Office (OBAR). A sum of \$400,000 for this purpose has been allocated from the IPF for the period 1984-1987.

(h) Promotion of rural co-operatives

36. Since 1975, the Government has chosen to follow a policy of merging rural producers with a view to increasing production and cutting costs. As part of this policy, several co-operatives have been established, and some of them have already received external inputs from such sources as UNDP, FAO and the Voluntary Fund for the United Nations Decade for Women. UNDP assistance is requested for 1984-1987 to help the Government to support the efforts of rural people's associations in setting up co-operatives, and a total appropriation of \$500,000 have been earmarked for the purpose.

(i) Fund to promote local initiatives for microprojects

37. To achieve the goal of directly supporting popular activities by promoting decentralization and community participation, the Government plans to establish a fund to promote local initiatives for microprojects. This fund will supplement the inputs from the WFP projects and the rural community infrastructure projects, whose facilities for contacts with the population can be used to advantage in identifying small-scale projects at the village level. It is also planned to encourage a dialogue between villages, which will highlight the needs of those primarily concerned, by creating regional sound recording libraries. The UNDP contribution to the establishment of this fund and related activities has been set at \$950,000.

2. Studies

(a) Pre-investment studies on integrated rural development

38. The purpose of this project is to finance pre-investment studies for the promotion of integrated rural development in certain areas. A sum of \$840,000 has been set aside, specifically, for pre-investment studies in preparation for new integrated rural development programmes, especially in the onchocerciasis-free areas (Borgou and Atacora) and in the south of the country (Ouémé and Mono), where the UNDP input will take the form of co-financing with the Arab Bank for Economic Development in Africa (BADEA) and/or the Fund for Assistance and Co-operation (FAC).

(b) Strengthening of the agro-meteorological service

39. Benin, like most other countries in the region, has set up a meteorological service to meet the needs of air navigation. The recent drought years have shown the need for precise data on rainfall and the climatic changes which could affect agricultural output. The meteorological service has therefore acquired an agro-meteorological component.

40. UNDP assistance requested for the period 1984-1987 is estimated at \$410,000 and mainly has to do with the training of agro-meteorological and climatological technical personnel, the establishment of agro-climatological stations, the strengthening of the meteorological observation network and, lastly, the strengthening of the existing agro-meteorological data collection, monitoring and analysis facilities.

(c) National Soil Science Centre

41. This project is a continuation of two previous phases (BEN/72/004 and BEN/78/006). These phases were designed to set up a soil service within the Agronomical Research Directorate of the Ministry of Higher Education and Scientific Research. The components involving training activities, studies of specific soil situations, the preparation of soil maps and laboratory analysis were carried out during the first and second programming cycles. This project will continue during the third IPF cycle with the consolidation of the sections already established and the development of new sections, dealing with soil fertilization and cartography. UNDP assistance for this period is estimated at \$430,000.

3. Strengthening of infrastructure

(a) Rural roads

42. In order to provide the rural population with better access roads and particularly in order to open up the rural areas in Atacora province, the Government, in conjunction with UNDP and the United Nations Capital Development Fund (UNCAF), initiated the construction of 220 kilometres of roads in 1981. IPF-financed technical assistance will continue during the period 1984-1987 with a total appropriation of \$270,000.

(b) Community infrastructures in rural areas

43. This project, which is designed to provide the rural masses with the largest possible number of community infrastructures at the lowest cost, will initially help the Government to set up the necessary specialized administrative and technical structures to ensure that simple community buildings in rural areas are of good quality. These include primary schools, health centres, small-scale civil engineering projects, etc. Subsequently, specific activities in the field will be carried out with the participation of other foreign partners, including the European Development Fund (EDF), the Netherlands Volunteer Organization, and the Rural Investment Fund (RIF), which will be supported by the communities and from the State budget. UNDP assistance for the period 1984-1987 is estimated at \$780,000.

(c) CARDER workshops

44. In order to provide the four provinces of Ouémé, Mono, Zou and Atacora with a maintenance and repair workshop for their rolling stock, the Government has requested UNCDF assistance amounting to \$815,000. This financing is to be supplemented by UNDP with third-cycle IPF funds amounting to \$250,000 in order to cover technical assistance needs.

(d) Support funds for UNCDF/WFP projects

45. The UNDP contribution will supplement the capital input of UNCDF in the projects emphasizing production activities and the strengthening of community infrastructures. An allocation of \$280,000 have been set aside for this purpose.

46. Food security is one of the Government's priorities since the well-being of the population depends on a healthy diet. In order to attain this goal, the Government wishes to strengthen its executing capacity by focusing particular attention on the administrative and logistic aspects of operations designed to ensure food security. For this period, \$230,000 have been set aside for the financing of these activities.

D. Human resources

47. The development and utilization of human resources is a major concern of the Government because of the following factors: (a) the lack of manpower and qualified supervisory staff in certain vital sectors of the Beninese economy; (b) the lack of rigorous human resource planning; (c) the fact that traditional education cannot meet development needs adequately.

48. In spite of the efforts made to ensure general school attendance, promote literacy and implement an employment strategy, there are still evident shortcomings in: (a) the promotion of employment in rural areas; (b) the vocational training of specialized manpower to ensure the smooth running of enterprises; and (c) the training of technical staff for the civil service. The Government therefore favours the continuation of UNDP assistance in this sector and has set aside \$2.93 million, or 16 per cent of the IPF appropriation for this purpose.

1. Promotion of employment in rural areas

Special pilot programme to promote labour-intensive public works (PSTP)

49. This project is designed to solve the problem of the underemployment of rural manpower in Ouémé province and to prevent the exodus of the rural population to the Federal Republic of Nigeria. The project involves activities in the fields of reforestation and construction of rural roads and reservoirs. These activities are being financed with a contribution from the Norwegian Government and a grant from the UNDP interregional funds. The Government is requesting UNDP assistance in order to carry out a socio-economic survey in Ouémé province, which would facilitate the implementation of the PSTP project. This ad hoc UNDP assistance is estimated at \$150,000.

2. Vocational training of specialized manpower to ensure the smooth running of enterprises

(a) Skills Upgrading Centre (CPPE)

50. In view of the importance of the tertiary sector and the increased proportion of industrial production in the gross domestic product, the vocational training of workers in enterprises and of executive personnel is of paramount importance. The CPPE was established for this purpose in 1975 with the assistance of the World Bank, UNDP and the International Labour Office (ILO). However, since the

construction of the Centre was not completed until 1981, activities for the training of future instructors could not begin until the second quarter of 1982.

51. An extension of UNDP assistance is requested in order to complete the training of the instructors and to continue the upgrading of skills and retraining of staff employed in enterprises.

(b) National Centre for Accountancy Training (CENAFOC)

52. Following the adoption of the Accountancy Plan of the Common African and Mauritian Organization (OCAM), this project was assigned the task of promoting and popularizing the constituent elements of the Plan at the national level. UNDP was involved in setting up the National Accountancy Council and also participated in the establishment of the National Centre for Accountancy Training in 1981.

53. At the present time the Centre is providing training to and retraining for accountants working in enterprises in the context of the implementation of the National Accountancy Plan. The Government is requesting the extension of UNDP assistance to finance the operations of the National Centre for Accountancy Training and the broadest possible dissemination of the new plan.

(c) Technical and professional education

54. This project is a continuation of the educational planning and reform project (BEN/75/006). The results achieved thus far - the establishment of the New School, the spread of basic education and training for national personnel engaged in implementing the education reform - have highlighted the need to identify a new assistance project for technical and professional education.

(d) Transfer of know-how through expatriot nationals (TOKTEN)

55. The Government of Benin is interested in this new UNDP activity, which was started in 1977 in approximately 12 countries. The objective of the project at the national level is to set up machinery enabling leading specialists who are expatriot nationals of Benin to make a voluntary professional contribution in key development sectors, such as health and higher education, during short-term missions. The project is due to begin in 1984.

3. Training of technical staff for the civil service

Strengthening of the secretariat of the President's office

56. This project was initiated in 1980 for the purpose of training five officials to strengthen the Government's secretariat. The training was provided over a period of two years in specialized institutions abroad. Since the objective has not been achieved, the extension of the project would make it possible to continue this training, and a sum of \$240,000 has been set aside for this purpose.

57. It should be stressed that these projects are mostly at the formulation stage and that the sums to be allocated for them still have to be determined in the light of the appropriation for this sector.

E. Natural resources

58. Government action in the natural resource sector continues to be directed towards obtaining a better knowledge of all national resources through geological prospecting and studying the water resource potential. The Government has thus been carrying out a number of mineral and hydrogeological research programmes for a decade or so in close co-operation with its traditional partners such as France, the Soviet Union, the EDF and UNDP. The Government would like UNDP assistance in this sector to continue during the period 1984-1987 and has allocated a sum of \$1,715,000 from the IPF, or 9 per cent of the total appropriation.

1. Mineral surveys

59. As a result of this project, which started in 1969 (BEN/73/006, BEN/74/009 and BEN/76/004), it has been possible during the three previous phases to identify and locate the main mineral reserves available throughout the national territory. The project also helped to identify a phosphate site and begin a small-scale pilot venture for the mining of alluvial gold.

60. Since 1982, UNDP assistance has concentrated on consolidating the results achieved during previous phases, with particular emphasis on the search for substances of potential economic value. Thus, reserves of marble, clay, gravel, limestone and kaolin have been discovered and studies will be carried out until 1985 in order to determine the feasibility of extracting them. A sum of \$650,000 has been set aside under the IPF for this purpose.

2. Master water resource plan

61. This project is a follow-up to the village water supply project (BEN/78/004), whose activities included the systematic inventorying of existing water points and identifying the water needs of the population. In the light of the results obtained, the Government intends to draw up a master water resource plan.

62. UNDP assistance is requested in this field for the period 1984-1987 in order to strengthen the Directorate of Water Resources and enable it to conduct an evaluation of its water resources. The evaluation will serve as the basis for the formulation of the master water resource plan. This strengthening will also promote improved co-ordination of the activities of the various external partners in the area of village water supply and the activities of the other national departments concerned with the water sector.

F. Industry

63. After encountering difficulties in establishing the industrial sector and maintaining operations, the Government undertook a number of co-ordinating measures at the national level and with its foreign partners in order to define an industrial development strategy better suited to the potential and the needs of the country. In this context, plans are being made to study the question of rehabilitating certain enterprises and to initiating some new pilot activities. UNDP assistance is requested in this sector both from the point of view of the co-ordination work already in progress as well as the conduct of pilot activities. The sum of \$1,030,000, or 6 per cent of the IPF for 1984-1987, has been set aside for this sector.

64. A national seminar on industrial strategy will be organized in co-operation with the United Nations Industrial Development Organization (UNIDO) and the sum of \$50,000 has been set aside for this purpose. Furthermore, activities relating to an inventory, studies and some pilot projects in the field of non-conventional energy sources will be undertaken in collaboration with the African Regional Technology Centre (CRAT) during the next programming cycle. Lastly, pre-investment studies are planned for the development of useful substances, that is, the extraction and processing of construction materials available in the national territory.

G. Infrastructure

65. The development strategy set forth in the second State Plan places particular emphasis on the development of the infrastructure sector. The predominant role of Benin as a transit country in the subregion justifies large-scale investments in this field. Consequently, UNDP-financed technical assistance has always been requested in this sector. Since several projects begun during the second programming cycle will be completed during the period 1984-1987 and since there are two new support activities requiring large-scale investments, the Government would like continued assistance in the amount of \$1,630,000 or 9 per cent of the IPF.

1. Assistance for civil aviation

66. This project, which began in 1978, helped to improve air safety as a result of the installation of some equipment at Cotonou and Parakou airports and the training of pilots and mechanics. The Government wishes to continue these efforts with UNDP assistance during the period 1984-1987 in order to upgrade the skills of aeronautical personnel and continue to improve air safety. A sum of \$200,000 has been set aside for this purpose.

2. Maritime administration and safety

67. This project, which has been in progress since 1980, is designed to train personnel engaged in maritime navigation (maritime administrators and inspectors)

and revise legislative texts. Several activities are also planned with a view to strengthening administrative structures and incorporating the regulations laid down in the international maritime convention into national legislation. These activities will be carried out during the third programming cycle and \$130,000 have been allocated against the IPF for the project.

3. Assistance to the Benin Maritime Navigation Company (COBENAM)

68. To date it has still not been possible to implement this project, which was initiated in 1980. It involves several consultation missions for the purpose of strengthening the analytical and administrative capabilities of COBENAM. These missions will be carried out during the period 1984-1987 and \$150,000 have been earmarked for this purpose.

4. Assistance for the Benin Electrical Community (CEB)

69. UNDP assistance is requested in order to achieve the following objectives: (a) to provide institutional support for CEB; (b) to strengthen the follow-up unit for the construction work on the Nangbéto dam; and (c) to strengthen the Abomey-Calavi Vocational Training Centre. A sum of \$400,000 has been set aside for this purpose.

5. Master telecommunications plan

70. The Government has been engaged for some time in carrying out large-scale programmes for the development of its telecommunications. These include the expansion of the long-distance circuit, the installation of an international transit telephone exchange and the installation of a ground station for satellite telecommunications. UNDP assistance is requested for the third programming cycle in order to help the departments concerned to draw up a long-term master plan (for 20 to 25 years) providing for an investment strategy in this field.

H. Development planning and administration

71. The Government considers this a priority sector in view of the need for developing countries effectively to programme the scant resources available to meet a wide variety of needs. UNDP assistance has always been required in this field, which is considered politically sensitive.

72. During the third programming cycle, the Government would like this assistance to continue in order to facilitate the follow-up and monitoring of the implementation of the second State Plan for the period 1983-1987. Furthermore, UNDP assistance will also make it possible to devise and introduce modern management methods in order to improve the productivity of the State enterprises. Lastly, in view of its intensified co-operation with its external partners, particularly since the round table, the Government would like to receive UNDP

assistance in co-ordinating external aid. A sum of \$3,050,000, or 17 per cent of the total appropriation, has been allocated to the sector for the purpose.

1. Enterprise audits

73. This project, which began in 1981, has already made it possible to train approximately 30 supervisory staff members of the Ministry for the Inspection of Public and Semi-Public Enterprises (MIEPSEP) in management auditing, to develop theoretical courses in financial analysis and to set up a programme to upgrade the skills of the managerial staff of enterprises. During the period 1984-1987 the project will continue its training activities so that the Ministry will have the necessary means to identify problems and give assistance and advice to enterprises. A sum of \$500,000 has been set aside against the IPF for this purpose.

2. National planning (including assistance for industrial planning and for the National Institute for Statistics and Economic Analysis (INSAE))

74. This project is a continuation of the central planning project (BEN/77/006), which set up the national system for the planning, execution and monitoring of projects contained in the State Plan, has trained the supervisory staff of the Directorate of State Planning, and has contributed to the formulation of the second State Plan for the period 1983-1987.

75. During this new phase activities in the fields of State planning, industrial planning, the strengthening of economic statistics, and national accounting will be consolidated. The last two activities began during the consecutive extensions of the second-cycle programme (BEN/79/003 and BEN/81/013) and had been identified during the execution of the central planning project in connection with assistance for the formulation of the second State Plan. During the third programming cycle this project will place particular emphasis on regional planning, and follow-up and monitoring of the implementation of the second State Plan.

3. Assistance for the co-ordination of external assistance

76. Since the national economic and social development programme is largely being financed by foreign loans and grants, it is essential to strengthen national machinery involved in the mobilization and co-ordination of such loans and grants. This project, therefore, will be designed to strengthen the offices of the Ministry of Planning and the Ministry of Foreign Affairs which maintain direct contacts with the country's external partners. Training activities for national supervisory staff and the elaboration of a follow-up system for the mobilization of foreign aid are planned for the period.

77. It should be noted that the last two projects are at the formulation stage and that the sums to be allocated for them will have to be determined on the basis of the appropriation for this sector.

I. Miscellaneous

78. This heading covers some support projects for United Nations co-operation programmes in Benin totalling \$460,000. These are: the UNDP support fund, the fund to support technical co-operation activities between developing countries (CTPD), and the intersectoral fund for national participation in conferences organized within the framework of the United Nations.

Notes

1/ See documents DP/CP/BEN/EXTENSION of 28 October 1982 and DP/CP/BEN/EXTENSION of 24 May 1983.

Annex

FINANCIAL SUMMARY

A. Resources

<u>IPF and other resources</u>	<u>Dollars</u>
(i) Illustrative IPF for 1982-1986	33 500 000
(ii) Less unprogrammed balance <u>a/</u>	(6 700 000)
(iii) Less expenditures for 1982 and authorized level of the 1983 budget	<u>(7 831 000)</u>
Total resources available for programming for 1984-1986	18 969 000
(iv) Resources set aside for 1987 <u>b/</u>	3 685 000
(v) Other resources: Special Measures Fund for the Least Developed Countries	<u>318 000</u>
Total resources available for programming	22 972 000

B. Use of resources

(a) <u>Programmed</u>	
(i) Ongoing projects	5 045 000
(ii) New projects and new phases of ongoing projects included in the country programme	<u>13 390 000</u>
Partial total	18 435 000
(b) <u>Reserve</u>	4 537 000
Total programmed plus reserve	<u>22 972 000</u>

C. Financial distribution of programme, by sector

<u>Sector</u>	<u>Ongoing projects</u>	<u>New projects</u>	<u>Total</u>
Rural development	1 610 000	6 000 000	7 610 000
Human resources	1 665 000	1 275 000	2 940 000
Natural resources	650 000	1 065 000	1 715 000
Industry		1 030 000	1 030 000
Infrastructure	480 000	1 150 000	1 630 000
Development planning and administration	500 000	2 550 000	3 050 000
Miscellaneous	140 000	320 000	460 000
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TOTAL	5 045 000	13 390 000	18 435 000

a/ Representing 20 per cent of the illustrative IPF which has not been taken into account for programming.

b/ One fifth of the illustrative IPF for 1982-1986 at 55 per cent.
