



STAKEHOLDER AND POLITICAL ECONOMY ANALYSIS FOR BENIN

BENIN SPEA REPORT

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ACRONYMS

ABeGIEF	Agence Béninoise de Gestion Intégrée des Espaces Frontaliers
AfDB	African Development Bank
AGETIP	National Agency of Works of Public Interest
AGETUR	Agence d'exécution des travaux urbains
AIP	Aninver InfraPPP Partners S.L. / the consultants
ALCRER	Association de Lutte Contre l'Ethnocentrisme, le Racisme et le Régionalisme (NGO)
ANPC	Agence Nationale de Protection Civile
BADEA	Banque Arabe pour le Développement Economique en Afrique
BEA	Benin Environmental Agency
BEES	Benin Environment & Education Society (NGO)
BOAD	Banque Ouest Africaine de Développement
BPLP	Brigade de Protection du Littoral et de la Lutte Anti-Pollution
BT	Benin Terminal
CAP	Cotonou Port Authority
CNDO	Centre National de Données Océanographiques du Bénin
CFA	Central Africa Franc
CCIB	Chambre de Commerce et d'Industrie du Bénin
CONAHB	Conseil National des Hôteliers du Bénin
CSO	Civil Society Organizations
DG	Director General / Managing Director / Direction Générale
DGE	Benin's General Direction for Water
DP	Direction du Ports
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FBO-TRS	Fédération Béninoise des Organisations du Tourisme Responsable et Solidaire
FONAC	Front des Organisations Nationales Anti-Corruption (NGO)
FULAM	Front Uni de Lutte contre l'Avancée de la Mer (NGO)
GDP	Gross Domestic Product
GIZ	German International Cooperation Agency
HO	Hunt Oil
IsDB	Islamic Development Bank
IFC	International Finance Corporation
IRHOB	Institute de Recherches Halieutiques et Océanologiques du Benin
IMF	International Monetary Fund
J-R	Jak-Rehab (NGO)
KFAED	Kuwait Fund for Arab Economic Development
LG	Local governments
LOCAL	Local Climate Adaptive Living Facility (UN)
MAEP	Ministère de l'Agriculture, de l'Élevage et de la Pêche
MCAT	Ministère de la Culture de l'Artisanat et du Tourisme
MCVDD	Ministère du Cadre de Vie et du Développement Durable
MEEM	Ministère de l'Energie, l'Eau et des Mines
METEO	Agence Nationale de la Météorologie
NGO	Non-Governmental Organizations
NS	Norda Stelo (company)
NT	Nature Tropical (NGO)

ODA	Official Development Assistance
ODI	Overseas Development Institute
OECD	Organization for Economic Co-operation and Development
OFID	OPEc Fund for International Development
PEA	Political Economy Analysis
RB	Royal Boskalis (company)
SAPETRO	South Atlantic Petroleum
SCRIP	Stratégie de Croissance pour la Réduction de la Pauvreté
SDAL	Schéma Directeur de l'Aménagement du Littoral
SFD	Saudi Fund for Development
SIDA	Swedish International Development Cooperation Agency
SPEA	Stakeholders and Political Economy Analysis
SSA	Sub-Saharan Africa
SUCO	Supermaritime Cotonou
TA	Technical Assistance
TEUs	Twenty-foot Equivalent Unit
ToR	Terms of Reference
UAC	University of Abomey-Calavi
UCN	Union des Collectifs de Structures du Grand Nokoué pour la Gestion des Déchets et la Protection de l'Environnement
UEMOA/WAEMU	West Africa Economic and Monetary Union
UN	United Nations
UNAPE	Union NAtionale des PÊcheurs Continentaux et Assimilés du Bénin (UNAPE CAB) and Union NAtionale des PÊcheurs Marins et Assimilés du Bénin (UNAPE MAB)
UNCDF	United Nations' Local Climate Adaptive Living Facility
UNDP	United Nations Development Program
UNEP	United Nations Environmental Program
UNFCCC	United Nations Framework convention on Climate Change
US/USA	United Sates of America
USAID	United Sates Agency for International Development
USD	American dollars
WACA	West Africa Coastal Areas Project
WB	World Bank

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1. Executive Summary

- 1.1. The World Bank awarded the contract to perform the “Stakeholders and Political Economy Analysis for Côte d’Ivoire, Ghana, Togo and Benin”, to Aninver InfraPPP Partners S.L. The contract was signed on June 10, 2016 and the start date set for that same day.
- 1.2. The study covers three main issues: (i) Stakeholders’ identification: main stakeholders related to coastal erosion and flooding in each country (distinguishing actors within the private sector, public sector, civil society, research and education, and technical and financial partners), who are the key stakeholders and map them to have a better understanding of the “playing field” in each country; (ii) Political economy analysis: understand which are the main challenges related to the problem in each country, the barriers to coordination, the agents of change and potential actions needed; and (iii) potential investments associated to coastal protection for each country. This document is the Final Report summarizing the main findings, conclusions and recommendations of the study and was improved and completed based on the feedback from the different participants in the study (a national workshop was held at Cotonou to validate these findings, conclusions and recommendations – see Appendix 2).
- 1.3. Benin’s growth has decelerated lately but forecasts for GDP’s growth in 2016 are still at 5.5-6.0%. The country’s economy mainly depends on trade with Nigeria, cotton production and exports and the role of the port in regional trade. Benin’s economy is therefore continuously affected by external shocks. Inflation is under control and the country keeps good relationships with the international community. The new President, Mr. Talon, shall continue with the decentralization and privatization processes initiated with the previous government. Benin is one the most stable francophone democracies in Africa, and there are high levels of respect towards the constitution and democratic institutions. Civil society organizations and trade unions play a significant role in Benin, and the environment is present in the political agenda (although some lack of implementation capabilities by the public sector was mentioned in the interviews).
- 1.4. This study identifies, based on a series of interviews and field visits (see Appendix 1), the stakeholders related to the problem of coastal erosion and flooding in Benin. The key stakeholders are then identified according to their levels of legitimacy, resources and interconnections, and all the actors are mapped in a visual graph, marking those with higher influence in relation to the issue at stake. The main agents of change¹ were also identified. The key stakeholders are:
 - 1.4.1. Central government: Benin Environmental Agency, Ministry of Quality of Life and Sustainable Development, Ministry of Agriculture, Livestock and Fisheries, AGETIP, AGETUR, Direction of Ports and Cotonou Port Authority
 - 1.4.2. Private sector: Benin Terminal (Bolloré).
 - 1.4.3. Research and academics: INHROB and the University of Abomey-Calavi.
 - 1.4.4. Civil society: Fulam, Jak-Rehab, Alcrer, Nature Tropical and Eco-Benin,
 - 1.4.5. Technical and financial partners: UEMOA, World Bank and UN system.
- 1.5. The main challenges that the country faces related to coastal protection are: (i) how to manage the severe loss of soil and infrastructure; (ii) poor coordination among the stakeholders involved, especially regarding execution of planned measures; (iii) insufficient information, research and analysis to inform decision-makers; (iv) resilience of local communities and their loss of income; (v) weak institutional capacity in public institutions to implement the proposed measures and solutions; (vi) a need of implementing sustainable protection measures on coastal areas; (vii) urban planning processes in coastal villages and towns clearly needs to improve; and (viii) need to establish a mechanism for the involvement of local communities in the design and implementation of coastal protection initiatives.
- 1.6. There are significant barriers to coordinated action against coastal erosion and flooding in Benin, such as: (i) related to the action of the Government (absence of prevention, not involving local communities, conflicts of interest...); (ii) presence of many different stakeholders in the public side; (iii) budgetary constraints and lack of reliable scientific knowledge, on a smaller scale.
- 1.7. Considering the list of main actions needed and the potential investments to combat coastal erosion and flooding in Benin, the study concludes on the following recommendations:

¹ Agents of change defined as the leaders of the key stakeholders. This identification is based on the data from the interviews.

- 1.7.1. Support the central government in: (i) creating a national coordination mechanism related to coastal protection planning and investment; (ii) capacity building programs; (iii) regional cooperation and coordination; and (iv) executing the planned protection infrastructure works.
- 1.7.2. Empower INHROB and UAC's laboratories to foster coordinated research and develop early warning systems for flooding prevention.
- 1.7.3. Support the development of hospitality and recreational facilities, study the potential support to integrated large tourism projects, ensuring local communities are considered.
- 1.7.4. Foster soft engineering measures: vegetation planting efforts, beach nourishment, beach cleaning, and construction setbacks.
- 1.7.5. Invest in public awareness and sensitization collaborating with local governments, traditional chiefs and NGOs in these fields.

2. Introduction

2.1. The World Bank awarded the contract to perform the “Stakeholders and Political Economy Analysis for Côte d’Ivoire, Ghana, Togo and Benin”, to Aninver InfraPPP Partners S.L. The contract was signed on June 10, 2016 and the start date set for that same day. During the last weeks the consultants did some field trips, performed interviews to key stakeholders, compiled data and examined the existing literature related to both Political Economy Analysis and coastal issues in Western Africa. This report is part of the final set of deliverables of the study (SPEA reports for Ghana, Togo, Benin and Côte d’Ivoire).

Methodological aspects

2.2. The methodology for the four SPEA reports was defined in the Inception Report of the assignment. Basically, the report covers three main issues:

- Stakeholders' identification: main stakeholders related to coastal erosion and flooding in each country, distinguishing actors within the private sector, public sector, civil society, research and education, and technical and financial partners; who are the key stakeholders; and map them to have a better understanding of the “playing field” in each country.
- Political economy analysis: understand which are the main challenges related to the problem in each country, the barriers to coordination, the agents of change and potential actions needed.
- Additionally, the reports will cover potential investments associated to coastal protection for each country.

2.3. In order to ensure that knowledge and experience is leveraged at national level, the consultants travelled to Benin in July and September 2016 (joint missions to Togo and Benin during the weeks of July 10th and September 26th). They interviewed different stakeholders and collected valuable opinions through a standard questionnaire.

2.4. The team completed and validated the main findings and conclusions of this report, in a national workshop held in Cotonou on September 29th 2016. 28 participants attended this workshop that was very useful to collect new views, refine the findings and preliminary conclusions and overall complete and validate the consultants' work. With this feedback and the client's comments, the consultants prepared this final version of the report in English and French. After finishing the four SPEA reports, the consultants prepared a regional report for Western Africa aggregating the findings and extracting conclusions and recommendations at that regional level.

2.5. The final edition of all the reports of the assignment has been prepared in June 2017, after receiving the final comments from the different stakeholders. Since all the field work took place during 2016, there could have happened changes, appointments or the creation of new governmental bodies that are not completely reflected in the final version of the reports.

2.6. This report prepared for Benin has the same structure than the reports prepared for Ghana, Togo and Côte d’Ivoire. Furthermore, this structure follows the index proposed and approved by the client in the inception report, which was prepared by the consultants at the beginning of the project in 2016.

3. Benin: macroeconomics

3.1. The Republic of Benin (in French: République du Bénin) was formerly known as Dahomey, a powerful kingdom in West Africa. It became a French colony in the late 1800s and gained independency in 1960, adopting its current

name in 1975. Benin has an estimated population of 10.9 million inhabitants as of 2015, and is bordered by Togo to the West, Nigeria to the East and Burkina Faso and Niger to the North. CFA Franc is the official currency and French is the official language.

3.2. The Beninese economy has decelerated its growth during the last years: GDP growth was 6.9% in 2013, 6.5% in 2014 and 5.2% in 2015. GDP per capita in 2015 (current USD) was 779. Agriculture and trade with Nigeria drive the Beninese economy. The primary sector represents 36% of GDP, with cotton production as the main commodity, and employs 70% of the population. Cotton production has increased during the last years from approx. 240,000 Tons in 2012-13 to 400,000 Tons in 2014-15. The Port of Cotonou also plays a very relevant role in the economy and together with the ramping telecommunications and transport sectors have supported the growth of the country during the last years.

3.3. Growth is highly dependent on external factors, such as cotton prices globally, adverse weather conditions or developments in Nigerian economy (e.g. oil crisis affect Benin indirectly). Public debt is no major concern (the IMF expects the debt to GDP ratio to remain under the 30% mark). Overall the level of economic performance is still poor due to limited industrialization, trade relationship with Nigeria, a high degree of social inequality and extreme vulnerability to external factors.

3.4. Cotton accounts for 40% of GDP and roughly 80% of export revenues. Exports have developed lately to include other agricultural products, such as shea nut butter, maize, yams, cassava, peanuts, rice and palm oil. Gold mining has attracted investments from eight foreign companies. And there are proven reserves of iron and phosphates.

3.5. GDP growth is projected at 5.5-6.0% for 2016. Despite former President Yayi's privatization efforts in the banking, telecommunications and energy sectors, the general economic framework continues to be very weak and the informal sector dominates the economy. The government controls the crucial cotton and port industries and there is limited market competition in those sectors. Development of public-private partnerships and leveraging more public, private and donor investments in the country are key to ensure further sustainable growth.

3.6. Inflation in Benin is significantly under control. It was -0.5% in 2015 and is projected to remain under the objective of the West African Economic and Monetary Union (WAEMU) of 3%. This limited inflation is mainly due to the unofficial imports of oil from Nigeria (estimated at 85%).

3.7. Net ODA has been stable during the last years at around USD 600 million (approx. USD 60 per capita). IDA (International Development Association), EU institutions and the African Development Fund (AfDB) have been the main donors to the country. Balanced and sustainable development of the country is one of the top priorities of the ongoing strategy for growth and poverty reduction ("Stratégie de croissance pour la réduction de la pauvreté – SCRP). Promoting regional business cluster in rural areas and manage better the urbanization process necessary to accommodate the population growth remain a big challenge, given the rapid urban development of Cotonou.

4. Political situation

4.1. Benin is a presidential democratic republic and is widely recognized as one of the most stable democracies in Western Africa. Since the approval of the country's constitution in 1990 and the first free and fair elections in 1991, Benin has held five more presidential elections, seven legislative elections and three local elections, all of them, run peacefully. The country is a trendsetter for democratization processes in Francophone Africa.

4.2. Still today the unaltered constitution provides a legitimate legal framework and the Constitutional Court is respected by all political actors as the last recourse to solve political conflicts. There is no dominant ethnic group and government's action does not discriminate on ethnic, religion or cultural groups. Despite socioeconomic challenges, there is national consensus on the relevance of democratic values, such as non-violence and the legitimacy of the republic.

4.3. Benin got its independency from France in 1960. During the period 1960-1990 different instable regimes and a series of military interventions happened, resulting in a long period (17 years) from the last coup to the instauration of the constitution and a new multi-party electoral system in 1990. During that long period of military dominance, Benin run one of the few formal Marxist-Leninist regimes in SSA, under the presidency of Mr. Kérékou. Mr. Kérékou won the elections back in 1996 and 2001. In 2006 the outsider Mr. Boni Yayi, former long-time president of the West African Development Bank (BOAD), was elected president under big hopes of a political change that ended with corruption and foster the economic development of the country.

- 4.4. The Beninese party system is characterized by a low degree of institutionalization, high fragmentation, frequently changing coalitions and a large number of small parties.
- 4.5. Benin has started a decentralization process fostered by international donors and the previous government. There exists a legal framework for territorial administrative reform and the transfer of competencies and resources from the central government to regional and local authorities. Two municipal elections have already taken place and a Ministry of Decentralization is coordinating the process with the direct cooperation of donors such as the German Cooperation (GIZ). Although there are still many challenges in this process, the decentralization reform is moving forward much better than in other SSA countries.
- 4.6. Trade unions have a relatively strong position in Benin since the Marxist-Leninist period. Most formal employees represented by them work for the public sector. The Civil Society Organizations are present all over the country but they are highly dependent of foreign funds. Urban civil society has a significant representation and active role in the political processes. Most NGOs in Benin work pursuing their own interests, and are a good lever to design impactful interventions from donors.
- 4.7. Freedom of speech and press in Benin is protected by the constitution and generally respected by the government in practice. The judiciary is institutionally distinct and operates independently of the legislative power, but legal standards are not well enforced and corruption and mismanagement of public resources remain a serious problem. During the last years Benin has made progresses consolidating its political transformation and successful liberalization and privatizations processes took place.

5. Stakeholders analysis

- 5.1. Throughout our research, we identified the different stakeholders related to coastal erosion and flooding in Benin. This list was completed and validated in a national workshop. The stakeholders are grouped as: public sector, private sector or economic operators, civil society, research and education, and technical and financial partners. Over this list, the study signals the key stakeholders, and finally map them in a more visual scheme. Local population, not being considered as a stakeholder in itself (apart from CSOs representing local communities), are the true victims of coastal erosion and must occupy a very relevant position in any further plan or action. They need to be taken into account for any initiative that will be carried out in relation to coastal protection.

Public sector

- 5.2. The public sector stakeholders identified are the following:
 - 5.2.1. **Benin Environmental Agency** (“Agence Béninoise pour l’Environnement” – ABE): the agency was created by Law No. 98-030 of February 12, 1999, to act as a support institution to the national policy of environmental protection. The decree No. 95-47 (1995) establishes the organization, competences and functioning of the agency. Its current General Manager (appointed on January 2016) is Mr. Simplice A. Gnancadja. The new president Mr. Talon promised in his electoral program “to rehabilitate the ABE to ensure that it accomplishes its mission in the field of environmental governance”. The budget of the agency for 2016 has already been approved in the Ministries Board of June 2016, a clear signal of political will of the new government to act in environmental matters.
 - 5.2.2. **Beninese Agency for the Integrated Management of Border Areas** (“Agence Béninoise de Gestion Intégrée des Espaces Frontaliers” – ABeGIEF): the agency is led by Professor Marcel Ayité Baglo, who was the first General Manager of the ABE during fourteen years. He is an Ecology and Rural Development expert. In 2007 the border areas of Benin are defined as strategic by the “Orientations Stratégiques de Développement (OSD 2006-11)” and in 2012 this agency is created under the supervision of the “Secrétariat Permanent de la Commission Nationale des Frontières”, which depends of the Ministry of Interior and Public Security. The agency has responsibilities on areas like the border with Togo, very relevant on coastal matters.
 - 5.2.3. **Ministry of Quality of Life and Sustainable Development** (“Ministère du Cadre de Vie et du Développement Durable” - MCVDD): the new ministry is Mr. José Didier Tonato, appointed in 2016 with the new government of Mr. Talon. This is a new ministry that re-shuffles the previous “Ministère de l’Environnement, de l’Habitat et de l’Urbanisme”. Mr. Tonato was deputy director and director of cabinet of this ministry before, and there are big expectations after his appointment, given the relevant challenges

that Benin faces in environmental issues, including coastal erosion and flooding. The focal point for the WACa program within the ministry is Mr. Moussa Bio Djara. Engineer and oceanographer, he is also the Project coordinator for the coastal protection between Hillacondji and Grand-Popo. There are three key general directions under the new formed ministry: “Direction Generale de l'Environnement et du Climat”, “Direction Generale du Developpement Urbaine” and “Direction Générale des Eaux, Forêts et de la Chasse”. [delected]. Finally, the “Fond National pour l'Environnement et le Climat” (FNE) is an institution that can play a role in financing actions to combat coastal erosion.

- 5.2.4. **General Direction for Water** (“Direction Générale de l'Eau” – DGE): this department is on charge of the integrated management of water resources in the country. It depends of the “Ministère de l'Energie, l'Eau et des Mines”. The department has developed several alert systems related to flooding and river level rises with support of UNDP and the Global Environment Fund.
- 5.2.5. **Ministry of Agriculture, Livestock and Fisheries** (“Ministère de l'Agriculture, de l'Élevage et de la Pêche” - MAEP): Delphin Kouzandé is the new ministry. The ministry includes two key general directions for coastal issues: “Direction General de l'amenagement et de l'equipment rural” and the “Direction des Pêches”. Fishing is a very traditional activity in Benin, but an important source of food for the population. It was mainly developed by Ghanaian fishermen who introduced motorized boats. Production is close to 40,000 tonnes per year.
- 5.2.6. **Ministry of Tourism and Culture** (“Ministère du Tourisme et de la Culture”): tourism in Benin is concentrated along the coast. There are approximately fifty resorts among Cotonou, Grand-Popo, Ouidah and Sèmè. The Route of Fisheries project (“Route des Pêches”) is a multi-million investment project that intends to transform the coastal area of West Benin, from Cotonou up to Ouidah (a strip of land of 40 km and 800 m width). The idea was to set a new road between the beach and the villages, but the project did not get funding and raised high controversy because of the impact in local communities. The project was revived by the Roundtable on Financing for Development of Benin organized in June 2014 in Paris. The idea is to involve Public-Private Partnerships to develop the corridor, envisaging the creation of a new tourism development area totaling more than 6,000 hotel rooms and including residential and tertiary developments. There is a public body created for the development of this project (ADTRP) and its general manager is Mr. Victorien Kouglénou. Additionally, in the interviews it was mentioned the “Agence Nationale de Promotion des Patrimoines et de Développement du Tourisme » (AMPT) – a new agency created by the new President Talon to protect Benin’s historic legacy and assets and nurture tourism developments.
- 5.2.7. **Brigade for Coastal Protection and Anti-Pollution Fight** (“Brigade de Protection du littoral et de la Lutte anti-Pollution” - BPLP): this brigade depends of the “Agence Nationale de la Protection Civile” (ANPC), a department of the “Ministère de l'Interieur et de la Sécurité”. The Deputy head of the brigade is Mr. Anicet Kouagou. The General Director of the ANPC is Mr. Cesar Agbossaga. The BPLP works under the law No. 98-03 of February 12, 1999 and the decree No. 2011-294 of August 8, 2001. This brigade, although with limited means (it mainly acts in Cotonou), shall be an adequate resource to enforce environmental regulations. There is also a national policy on prevention and integrated management of catastrophes, but the ANPC seems not to be able to efficiently act in cases of coastal emergencies.
- 5.2.8. **AGETIP and AGETUR**: Agetip-Benin SA is the National Agency of Works of Public Interest (“Agence d'Execution des Travaux d'Intérêt Public au Bénin”) and Agetur is the National Agency of Urban Works (“Agence d'Execution des Travaux Urbains”). Both agencies are companies owned by the state that replicate the successful model developed in other African countries of executing donor-financed construction works through a parallel public structure. Both agencies are very active and participate in strategic and development discussions with the government and donors. Their management procedures are solid and they are expanding, for example Agetip is developing a project in Congo. These companies keep obtaining construction contracts with the Government of Benin for public works.
- 5.2.9. **Ministry of Decentralization and Local Governance** (“Ministère de la Décentralization et de la Gouvernance Locale” – MDLG): this ministry is responsible for defining the strategic guidelines for the implementation of the Government's decentralization policy. It is led by Mr. Barnabé Dassigli (Minister).
- 5.2.10. **Direction of Ports** (“Direction du Ports” – DP): part of the Ministry of Infrastructure and Transports, this direction was mentioned in the workshop as a key stakeholder. Other institutions related to this direction are the “Prefecture Maritime” and the “Direction Generale de la Marine Marchande”. The presence of this stakeholder is additional to the Cotonou Port Authority (see 5.2.13 below). It is important to remark that the

new government is re-organizing some of the ministries and this could affect to the hierarchical dependence of some of these departments. Mr. Solion Boukari is the current Deputy Director of Ports.

- 5.2.11. **Ministry of Energy, Water and Mining** (“Ministère de l’Energie, l’Eau et des Mines” – MEWM): additionally to the stakeholder mentioned above in 5.2.4 (General Direction for Water), the Ministry of Energy, Water and Mining was mentioned in the workshop as a new stakeholder, given the relevant additional competences that it covers. The Ministry is Mr. Jean-Claude Houssou.
- 5.2.12. **Meteo Benin** (“Agence Nationale de la Météorologie” – METEO): representative of this agency attended the workshop and explained the relevance of their work. The agency is working in predictive models on storm surges and flooding but the work is still in its infancy. More resources in this line of research are needed. The Head of Meteorological Forecast, Assistance and Supervision is Mr. Boris Polynice Anato.
- 5.2.13. **Cotonou Port Authority (CAP)**: it is under the Ministry of Infrastructure and Transport. It not only supports Benin but also is an important gateway for the trade traffic of some landlocked countries in West Africa (Mali, Burkina Faso and Niger). Although it is not one of the biggest ports in the area, well located between Lagos (115 km) and Lomé (135 km), it is growing rapidly with regional aspirations. Mr. Kassim Traoré is the Director-General of the Cotonou port. It was originally built in 1965 and allows that 90% of Benin’s trade is achieved by the sea. Several years ago the port embarked on a modernization process, with some donors as key partners. Apart from the expansion via Public-Private Partnerships (new Bolloré terminal), several other improvement projects have been developed, such as the Port One-Stop window, the Integrated Management System and the Imports Verification Program.
- 5.2.14. **Local governments** of Cotonou, Grand-Popo, Sèmè-Kpodji, Ouidah, Abomey-Calavi and Kpomassè: although Benin is a highly centralized state, the local governments have more activity and resources than in neighbor Togo. Cotonou is the main city with the country and its major is Mr. Léhady Soglo. The major of Grand-Popo, a village located between Lomé and Cotonou, and one of the main affected villages by coastal erosion is Mr. Benjamin C. Ablo. Grand-Popo is next to the border with Togo. Sèmè-Kpodji is located between Cotonou and Porto-Novo, has grown strongly during the last years (from 115,238 inhabitants in 2002 to 224,207 in 2013). Its major is Charlemagne Honfo. Ouidah is located at 38 km West of Cotonou, in the coastline, and has 76,555 inhabitants, its major is Mr. Sévérin Adjovi. Abomey-Calavi is a city mainly suburban to the city of Cotonou. At the May 2013 Census it had a population of 655,965 people Abomey-Calavi. Its current major is Mr. George Bada. Kpomassè is a commune in South West Benin with 57,190 inhabitants and Mr. Kenam Mensah is its major.

Private sector / Economic operators

5.3. The private sector stakeholders identified are the following:

- 5.3.1. **Benin Terminal (Bolloré Africa Logistics)**: through a public-private partnership, the company Bolloré Africa Logistics was awarded a concession to build and operate for 25 years a new container terminal at the Port of Cotonou. Total wharf length is 540 meters. The project started in September 2011 and has created 350 new jobs. The container yard has nearly 20 hectares. Annual capacity of the terminal is 225,000 TEUs² with full container storage capacity over 15,000 TEUs. The project was highly criticized since the construction of the new yard was believed to cause more coastal erosion. Given the relevance of the Port of Cotonou in Benin’s economy and coastline, this terminal shall be considered for integrated and coordinated measures related to coastal erosion.
- 5.3.2. **Royal Boskalis Westminster N.V.**: Royal Boskalis is global dredging and offshore contractor and maritime services provider. Originally from the Netherlands, the company acted as contractor for the “Ministère de l’Urbanisme, de l’Habitat et de l’Assainissement”, Benin from June 2012 to July 2014 for the project “Coastline fixation to prevent coastal erosion in East Cotonou”. The project³ was developed to arrest coastline erosion in a densely populated area and had a budget of approximately 35 million Euro. The project scope encompassed the re-construction of an existing breakwater and the construction of seven new groins and a revetment into the sea to prevent further erosion of the coastline. The construction was executed with

² The twenty-foot equivalent unit (often TEU or teu) is an inexact unit of cargo capacity often used to describe the capacity of container ships and container terminals. It is based on the volume of a 20-foot-long (6.1 m) intermodal container, a standard-sized metal box which can be easily transferred between different modes of transportation, such as ships, trains and trucks (source: wikipedia).

³ According to the company’s Project Data Sheet.

dry earth moving equipment. The groins were constructed using 530,000 tonnes of rock sourced from local quarries, 2,441 Xblocs⁴ and over 32,000 m² of geotextile. In total 7.5 km of coastline were fixated. Due to the large number of stakeholders involved, information management was essential. The company designed and executed a tailored information strategy and timely notification to local communities.

- 5.3.3. **Norda Stello** (former Roche Ltd.): it is a Canadian consulting engineering firm operating at global scale. The firm acted as consultant to the Government of Benin for the project of coastal protection in the East area of Cotonou (the project described above).
- 5.3.4. **Hotel associations:** there are different hospitality associations in Benin like CONAHB, ANAPROBAR, ANOPRITOB, and other⁵. Overall the sector is not well organized, but CONHAB (“Conseil National des Hôteliers du Bénin”) seems to be the main stakeholder. Tourism is not very developed in Benin due to factors such as lack of cooperation and synergy between the public and private sector, absence of a consultation framework between operators or low levels of professionalism of private operators.
- 5.3.5. **Chamber of Commerce of Benin** (“Chambre de Commerce et d’Industrie de Bénin” - CCIB): it was established on April 12, 1908. During its evolution, it has undergone different institutional changes but on its current organization it is public institution which enjoys legal personality and financial autonomy. It is placed under the supervision of the Ministry of Commerce and its jurisdiction covers the entire national territory. The statutes currently in force are defined in the Decree 2011-502 of 25 July 2011. Its mission is to ensure representation, protection and promotion of the common interests of economic operators of the Republic of Benin in the areas of Trade, Industry and Services benefits. The current President is Mr. Jean-Baptiste Satchivi.
- 5.3.6. **UNAPECAB and UNAPEMAB** (“Union NAtionale des PÊcheurs Continentaux et Assimilés du Bénin” and “Union NAtionale des PÊcheurs Marins et Assimilés du Bénin”): these two professional associations represent the fishermen of Benin at national scale. They collaborate in different programs funded by donors representing the fisheries sector.
- 5.3.7. **South Atlantic Petroleum (SAPETRO)** is a privately held Nigerian oil & gas exploration and production company with a portfolio of assets in West, Central and East Africa. The company has 100% operating interest in the Sèmè oilfield, offshore Benin. Sèmè field is a brownfield asset which has a long and proven production history stretching back 30 years. The company, which has offices in Cotonou (Lot H27 Les Cocotiers 01 B. P. 327), is currently re-evaluating its options in Benin.
- 5.3.8. **Hunt Oil (HO):** is a privately held exploration and production company with operations in North America, South America, Europe and the Middle East. The company signed an exploration permit for the 1095km² block in 2013 alongside previous operator Archean Benin Energy, a subsidiary of Century International Oil & Gas Corporation, and Société Beninoise des Hydrocarbures. In 2014, the company awarded AGR provision of full Well Management, including rig sourcing, drilling engineering, planning, procurement, regulatory requirements and operational support for its well located offshore Benin.
- 5.3.9. **Supermaritime Cotonou (SUCO)** is a company that provides vessel & port agencies and logistics / supply chain services. The company also offers offshore logistics services to the West-African Offshore / Oil & Gas industry. Supported by its Oil & Gas / Project division in the Netherlands, the firm provides yard management and mobilization / demobilization management services for Oil & Gas Support Vessel operators and drilling contractors. The company has offices in Cotonou (Lot 137 Villa Vignon Face Ecole Primaire Camp Guézo 01BP 489).

Civil society

5.4. The civil society stakeholders identified are the following:

- 5.4.1. **Front United Against Coastal Erosion** (“Front Uni de Lutte contre l’Avancée de la Mer” - FULAM): Fulam is one of the most relevant and oldest Benin-based non-profits combating coastal erosion. The NGOs is led by Mr. Gilbert Medjeh, Mrs. Do Rego and Dr. Moise Aklé, and has Mr. Stanislas Pognon, Benin’s former finance minister as honorary president. According to Fulam the sea has advanced more than 400 meters

⁴ Xblocs are an interlocking concrete block (or “armour unit”) designed to protect shores, harbour walls, seawalls, breakwaters and other coastal structures from the direct impact of incoming waves. The Xbloc model was designed and developed by Delta Marine Consultants in 2001 and they give licenses to use them (source: wikipedia).

⁵ Source: La contribution du secteur du tourisme à l’économie béninoise. La République du benin. Conseil économique et social. Quatrième mandature. Commission de l’économie et des finances

since 1963 in the East area of Cotonou, destroying 47 houses and threatening more than 1,000 properties only in –Cotonou.

- 5.4.2. **Jak-Rehab**: it is a NGO represented by Mr. René Kpomalegni. The objectives of this association are ensuring sanitation, cleaning and security of some villages located to the West of Cotonou. Every three months they organize meetings with the residents. In 2015 there was a large flooding and they decided to organize themselves given the lack of action of the government. They work together with other CSOs like Fulam. They believe that the West coast has been seriously affected by the new terminal built and operated by Bolloré.
- 5.4.3. **Alcrer NGO** (“Association de Lutte Contre l’Ethnocentrisme, le Racisme et le Régionalisme”): Alcrer was created in Cotonou in 1994. This NGO has a decentralized structure and covers the whole country. Its objectives are: promote good governance in the public sector, protect and preserve human rights in Benin and fight against all forms of discrimination. To accomplish those objectives, the organization undertakes research, studies and other activities. Its president is Mr. Martin Assogba, who was constantly referred in our interviews as a key person in the CSO field in Benin.
- 5.4.4. **FONAC** (“Front des Organisations Nationales Anti-Corruption”): its president is Jean-Baptiste Elias. This NGO, together with Alcrer, are now trying to force audits of the public finances during the Yayi’s period. Fonac is another of the most mentioned NGOs playing a relevant role in different fields of Beninese society and has collaborated in the past with different donors.
- 5.4.5. **Action Plus NGO**: this association was officially registered at the Ministry of Interior Security and Territorial Administration (MISAT) in July 1996. Its mission is to promote, through a participatory approach and to benefit local communities, sustainable management of natural resources, protection of the environment and ecosystems in Benin to fight significantly against poverty through information, education, training and technology transfer. They develop training, research, support for economic activities, social welfare and environmental protection measures in Benin.
- 5.4.6. **Beninese Federation of Organizations of Sustainable and Responsible Tourism** (“Fédération Béninoise des Organisations du Tourisme Responsable et Solidaire” - FBO-TRS): this organization brings together the actors involved in responsible and sustainable tourism in Benin. FBO-TRS fights for the appropriation of common guidelines to serve as a reference for responsible tourism initiatives in a consistent mode of action at the national level. The organizations ECO-BENIN, SANDOTOUR, CPN Butterflies, CIDEV, CREDI and TDS Travel-Benin were the six founding members. Eco-tourism was broadly mentioned in the interviews and during the workshop as a key tool to nurture further development in affected coastal areas.
- 5.4.7. **Traditional chiefs of coastal areas**: as in other neighbor countries in Western Africa, traditional leaders (“chiefs”) play a relevant, and sometimes increasing, role in local political life. During the workshop held in Cotonou this role was discussed and the figure of the “Chiefs” added as stakeholders, to be considered specially in sensitization and awareness campaigns that could address local communities.
- 5.4.8. **Eco-Benin NGO**: Eco-Benin is a nongovernmental organization established in Benin in 1999. It works for the promotion of eco-tourism projects and local development through Benin. Eco-Benin uses ecotourism as an economic pillar for the development of local communities, specially in areas where traditional income due to fishing or agriculture is declining or in localities with cultural and natural heritage under threat disappearance or poorly exploited. The NGO is developing different projects and initiatives such as planting mangroves, building ecolodges, rehabilitation of farms, development of a museum, construction of a campsite and many others. All projects led by Eco-Benin are managed by host communities, with the aim to become autonomous. A share of revenue (between 10 and 25% depending on the activities and projects) is for the realization of projects for the community’s interest (refurbishment of a school, building latrines, etc.) or to help the poorest families. All these projects allowed to host 6,322 tourists in 2011. The NGO partners with many other institutions to execute projects, such as the French Fund for Global Environment and Planète Urgence or IUCN Netherlands. Mr. Gautier K. AMOUSSOU is its National Coordinator.
- 5.4.9. **UCN** (“Union des Collectifs de Structures du Grand Nokoué pour la Gestion des Déchets et la Protection de l’Environnement”): this organization deals with projects relative to waste in coastal areas, quality of life sensitization and protection of natural resources. It represents the interests of all the communities surrounding the Lake Nokoué, the largest lake in Benin (20 km wide and 11 km long), located in the Southern part of the country, North of Cotonou.

- 5.4.10. **Nature Tropicale NGO**: this NGO intends to promote conservation and sustainable use of the biodiversity and the environment through information sharing, education and communication to the population especially youth. Nature Tropical NGO was created in 1995 thanks to the will of young Beninese naturalists worried by the threat to biodiversity, in particular endangered species. In May 1996, in accordance with the goal of educating the population to achieve an appreciation of the natural world, Nature Tropical NGO installed in Cotonou the first Museum of Natural Sciences in Benin and the West Africa. In this Museum, there are zoological collections in five specialized departments: aquariology, zoology, entomology, library and conservation of endangered species (sea turtles, African manatee, cetaceans...). Since 2004 it has been a member of IUCN (International Union for the conservation of Nature), the first Beninese NGO to achieve that membership. Mr. Joséa Dossou-Bodjrénou is the Managing Director.
- 5.4.11. **BEES NGO** (“Benin Environment & Education Society”): it is a non-governmental organization established in 2005. In 2009 it was recognized for the implementation of community programs for sustainable development and sustainable management of biodiversity in Benin. The organization also has experience in advocacy, local planning and project management. Its mission is to promote sustainable development of natural resources in humid areas, the development of eco-tourism and environmental education. It is led by Mr. Maximin Djondo.

Research and education

5.5. In Benin two stakeholders were identified in the education and research community:

- 5.5.1. **University of Abomey-Calavi** (“Université d’Abomey-Calavi” - UAC): the main professors and researchers related to coastal erosion are Prof. Edmond Sossoukpe (heading together with Prof. Fiogbe Emile the “Laboratoire de Recherche sur les Zones Humides”), who was previously Executive Manager of Benin Environment Agency, a biologist and coastal resources manager; and Prof. Raoul Laibi, who leads the Department of Coastal Dynamics and Morphology. Other professors of this university that were interviewed and/or attended the workshop were Prof. Boko Michel and Prof. Dossou-Yoro Adrien (“Laboratoire Climat, Eau, Ecosystème et Développement” – LACEED) and Prof. Oyede Lucien Marc (“Laboratoire de Géologie, Mines et environnement” - Labogme). During the workshop, that was attended by different members of this institution, it was clear that UAC’s research and educational teams play a very relevant role in the issue of coastal erosion and flooding in the country.
- 5.5.2. **Institute of Fisheries and Oceanology Research - INHROB** (“Institute de Recherches Halieutiques et Océanologiques du Bénin”): led by Prof. Zacharie Sohou, INHROB is the National Observatory on Coastal Issues. Created in 2001, the center plays a key role in all coastal matters and is a reference for neighbor countries, some of which do not have a similar center. The center has financing for some fish stock assessments from WAEMU and from UNDP for other programs. Every two months they measure coastal erosion along all the Benin coastline (since 2011). They are focal point of FAO for fisheries programs and studies. Prof. Sohou believes that the regional reach of some programs need to be reinforced. The center has sensors for collecting real time data for meteorological and oceanographic information. INHROB also hosts the “Centre National de Données Océanographiques du Bénin” (CNDO-Bénin), an active member of the international program of exchange of oceanographic data of UNESCO. CNDO has as objectives: i) To ensure the exchange of oceanographic data among partners; (ii) To keep national data on the marine and coastal areas of Benin. Based on our research the center is very well-known and plays a very relevant role in relation to coastal erosion in Benin.

Technical and Financial Partners⁶

5.6. The main stakeholders identified in this category are the following:

- 5.6.1. **Islamic Development Bank**: the Islamic Development Bank is an international financial institution established in pursuance of the Declaration of Intent issued by the Conference of Finance Ministers of Muslim Countries held in December 1973, and was formally opened on 20 October 1975. The Republic of Benin, which joined ISDB in 1984, maintains a solid cooperation with ISDB. Since that date, the total financings of the ISDB Group for Benin reached \$375 million inclusive of contributions to several development projects in the fields of agriculture, education, power, roads, health and water supply, as well as to trade operations. The purpose of the Bank is to foster the economic development and social progress

⁶ The name of this category was changed (previously «Donors community») as suggested in the discussions with stakeholders

of member countries and Muslim communities individually as well as jointly in accordance with the principles of Shari'ah i.e., Islamic Law. ISDB helped to finance the protection infrastructure in the East area of Cotonou and is currently financing several projects⁷ in the fields of micro-financing / supporting entrepreneurs, power generation (USD 148 million of financing as contribution to the first phase of the Maria-Gleta 120 megawatt Power Plant Phase I Project, (USD 44 million financing contribution for the road connecting the town of Banikoara to the border of Burkina Faso) and a Waqf mixed-use project in Central Cotonou co-funded by the Islamic Solidarity Fund.

- 5.6.2. **West Africa Economic and Monetary Union** (“Union Économique et Monétaire Ouest - Africaine” - UEMOA): the Union is an organization of eight, mainly francophone West African states within the ECOWAS (that is dominated otherwise by Anglo-phone heavyweights like Nigeria and Ghana). It was established to promote economic integration among countries that share the CFA franc as a common currency and created by a treaty signed at Dakar, Senegal, on 10 January 1994. Their objectives include achieving greater economic competitiveness, through open markets, in addition to the rationalization and harmonization of the legal environment, macro-economic and fiscal policies. UEMOA also finances development projects in its state members. In Benin for example, they collaborate with the INHROB, financing a program on assessing fish stocks. The center has done several campaigns under this program and acts as focal point for UEMOA in these matters. The key representative for UEMOA for coastal issues is Mrs. Zourata Ouedraogo Lompo, director of Environment and Water Resources.
- 5.6.3. **United Nations system:** UN is very active in Benin through several programs: UNCDF, UNDP and UNEP among others. Mr. Siaka Coulibaly is the Chief Coordinator of the United Nations system in Benin and Country Manager for UNDP. UNDP has been very active in Benin during the last years sponsoring climate change-related initiatives such as the “Elaboration of the National Program of Adaptation for Climate Change (NAPA)”, “Integrated Adaptation Program to combat the effects of climate change in agricultural production and food security” or “Strengthening climate information and early warning systems in Western and Central Africa for climate resilient development and adaptation to climate change”. UNEP, through the Global Environment Facility (GEF) supported the preparation of Benin’s update reports to UNFCCC. UNCDF is the UN’s capital investment agency for the world’s 48 least developed countries and acts within its two core areas of expertise: Inclusive Finance and Local Development Finance with concept-proven pilot projects and programmes that are later replicated and brought to scale with the help and the add-on financing of other development partners with different and complementary mandates⁸. Benin was selected as a pilot country for its program Local Climate Adaptive Living (LoCAL) Facility, including investment projects related to coastal protection management. They have an investment menu of Climate Change Adaptation measures that can be financed and executed by local governments, including water and sanitation, and marine ecosystem and coastal zone infrastructure actions. Mr. Cossoba Nanako is the National Project Coordinator, for the Local Climate Adaptive Living (LoCAL) Facility.
- 5.6.4. **Arab Bank for Economic Development in Africa** (BADEA): BADEA, OFID, KFAED and SFD, jointly with the ISDB financed the coastal protection infrastructure in East Cotonou. 7.5 km of coast were stabilized with the rehabilitation of the old groyne of Sifato and the construction of seven new groynes and some revetments. The objective was halting the erosion of beaches in East Cotonou and protecting the area’s 200,000 inhabitants and vital socio-economic infrastructure. BADEA was established pursuant to the resolution of the 6th Arab Summit Conference at Algiers (28th November 1973) and the Bank began operations in March 1975. BADEA is a financial institution owned by eighteen Arab countries members of the League of Arab States (LAS) and it is an independent International Institution enjoying full international legal status and complete autonomy in administrative and financial matters. The Bank was created for the purpose of strengthening economic, financial and technical cooperation between the Arab and African regions.
- 5.6.5. **The OPEC Fund for International Development** (OFID): OFID is the development finance institution established by the Member States of OPEC in 1976 as a collective channel of aid to the developing countries. OFID cooperates closely with the bilateral and multilateral agencies of its Member Countries, the World Bank Group, the regional development banks and the specialized agencies of the United Nations, as well as a host of non-governmental and other organizations. It does this by providing financing to build essential

⁷ According to information from the website of the Bank

⁸ www.uncdf.org and marketing materials of the program

infrastructure, strengthen social services delivery and promote productivity, competitiveness and trade. OFID contributed to finance the coastal protection infrastructure in East Cotonou and is in conversations with Benin’s government for more future contributions.

- 5.6.6. **Kuwait Fund for Arab Economic Development (KFAED):** the Kuwait Fund is the State of Kuwait’s agency for the provision of financial and technical assistance to developing countries. It was founded in 1961 and since its inception it has given a total of 719 loans to 101 beneficiary countries. The fund contributed USD 10.2 million to the mentioned project to protect the East coast of Cotonou, and as the rest of Islamic financial development institutions described in this report, is in continuous conversations with the Government of Benin to finance more interventions in this field of action.
- 5.6.7. **Saudi Fund for Development (SFD):** the Saudi Fund was established in 1974 and has contributed to finance 3,750 projects in 71 countries (41 African). The fund is also active in Benin and can leverage more resources for future investments in coastal protection.
- 5.6.8. **African Development Bank (AfDB):** the AfDB is a multilateral development finance institution established to contribute to the economic development and social progress of African countries. The AfDB Group was founded in 1964 and currently comprises three different entities: the African Development Bank, the African Development Fund and the Nigeria Trust Fund. AfDB provides financial resources to African governments and private companies investing the Regional Member Countries. The Bank is headquartered in Abidjan (Côte d’Ivoire) and governed by a Board of Executive Directors and a Board of Governors, both made up of representatives of its member countries. The voting power corresponds 60% to African or “regional” countries and 40% to “non-regional” member countries (“donors”). The President of the Bank is Mr. Akinwumi Ayodeji Adesina, elected on September 2015, and a Nigerian citizen. The AfDB is in advanced conversations with the Government of Benin to finance specific coastal protection works in the West coast of the country.
- 5.6.9. **World Bank (WB):** is a global partnership fighting poverty worldwide through sustainable solutions. Benin joined this organization on July 10, 1963. At the moment, the World Bank portfolio for Benin comprises 15 national active operations for a total commitment of US\$643.34 million, and is supplemented by three trust funds totaling US\$63.3 million. In 2016, the World Bank and West African Economic and Monetary Union (WAEMU), with financial support from the Nordic Development Fund, began the implementation of erosion and adaptation project in the coastal areas of West Africa under the Technical Assistance Programme to the management of West Africa’s coast (WACA - West Africa coastal Areas) including Togo, Ghana, Côte d’Ivoire and Benin.

Key stakeholders

- 5.7. To assess which are the main stakeholders related to the problem of coastal erosion and flooding in Benin we followed a combined approach of asking the interviewees and our own assessment based on the following key questions⁹:
- 5.7.1. Legitimacy: does the actor hold an influential position with strong legitimacy?
- 5.7.2. Resources: does the actor dispose of specific material and immaterial resources that allow him to shape the issue at stake?
- 5.7.3. Network: is the actor well interconnected with other influential actors?
- 5.7.4. Overall, is the actor a key stakeholder related to the issue at stake?

The results of this assessment are shown in Figure 1. Next section 6.5 details which are the people leading these organizations. These should be the change agents to consider for designing and implementing effective actions in Benin related to this problem.

⁹ We followed for sections 5.7 and 5.8 (partially) the ideas and graphic figures from the Federal Department of Foreign Affairs, Swiss Agency for Development and Cooperation. East Asia Division, Focal Point and Network, Political Economy and Development PED Network, tool 1: stakeholder analysis (2011).

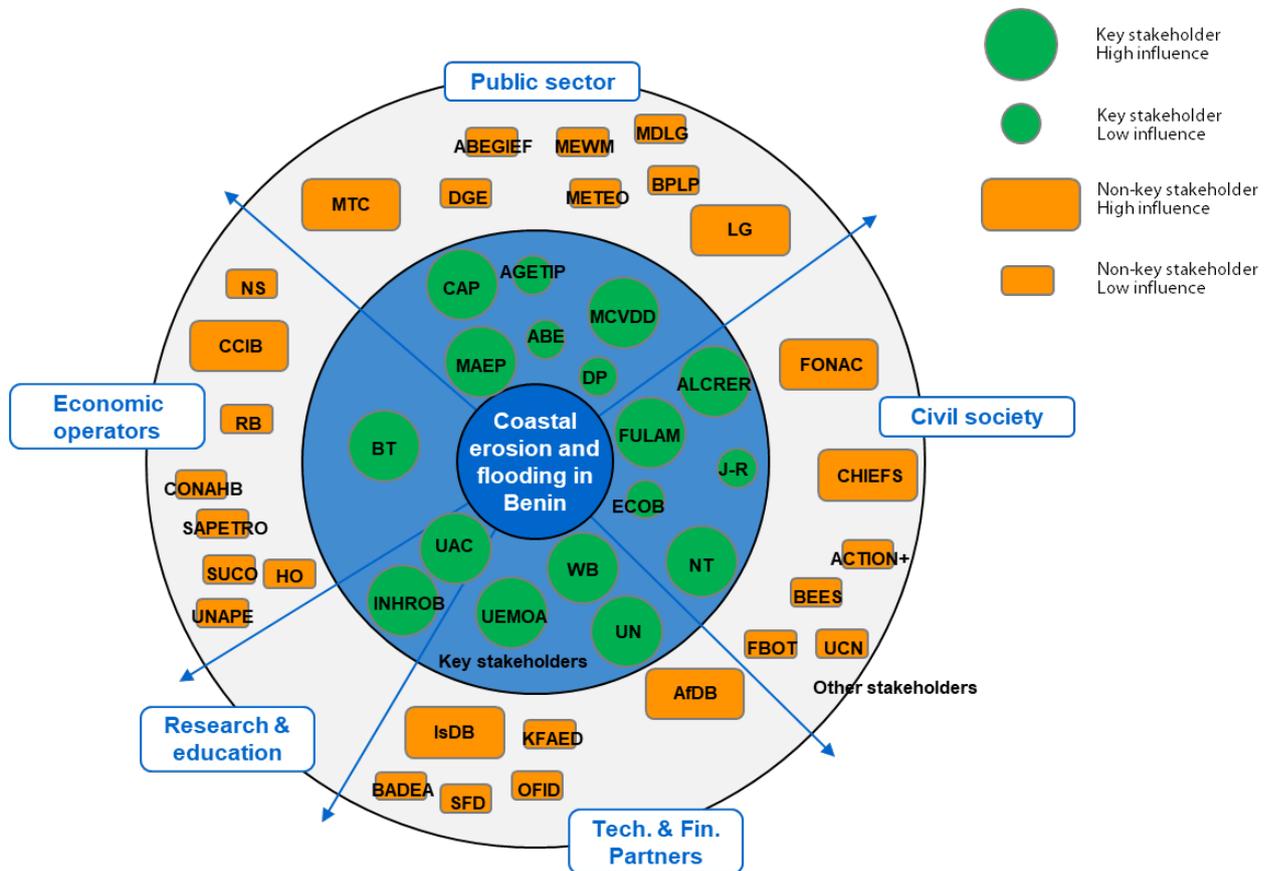
Figure 1. Identification of key stakeholders – Benin

Group	Stakeholder	Acronym	Legitimacy?	Resources?	Network?	Key stakeholder?
PUBLIC SECTOR	Benin Environmental Agency	ABE	✓		✓	YES
	Beninese Agency for the Integrated Management of Border Areas	ABEGIEF	✓			
	Ministry of Quality of Life and Sustainable Development	MCVDD	✓		✓	YES
	General Direction for Water	DGE			✓	
	Ministry of Agriculture, Livestock and Fisheries	MAEP	✓		✓	YES
	Ministry of Tourism and Culture	MTC			✓	
	Brigade for Coastal Protection and Anti-Pollution Fight	BPLP	✓			
	AGETIP and AGETUR	AGETIP	✓	✓	✓	YES
	Ministry of Decentralization and Local Governance	MDLG			✓	
	Direction of Ports	DP	✓		✓	YES
	Ministry of Energy, Water and Mining	MEWM			✓	
	Meteo Benin	METEO	✓			
	Cotonou Port Authority	CAP	✓	✓	✓	YES
	Local governments (Cotonou, Grand-Popo, Sèmè-Kpodji and Ouidah)	LG	✓			
PRIVATE SECTOR/ ECONOMIC OPERATORS	Benin Terminal	BT	✓	✓	✓	YES
	Royal Boskalis	RB		✓		
	Norda Stello	NS		✓		
	Hotel associations	CONAHB			✓	
	Chamber of Commerce of Benin	CCIB			✓	
	UNAPECAB and UNAPEMAB (fishermen associations)	UNAPE			✓	
	South Atlantic Petroleum	SAPETRO		✓		
	Hunt Oil	HO		✓		
	Supermaritime Cotonou	SUCO			✓	
CIVIL SOCIETY	Front United Against Coastal Erosion	FULAM	✓		✓	YES
	Jak-Rehab	J-R	✓		✓	YES
	Alcrer NGO	ALCRER	✓		✓	YES
	Fonac NGO	FONAC			✓	
	Action Plus NGO	ACTION+				
	Fédération Béninoise des Organisations du Tourisme Responsable et Solidaire	FBOT			✓	
	Traditional chiefs of coastal areas	CHIEFS	✓			
	Eco-Benin	ECOB	✓		✓	YES
	Union of Collectivities in Grand Nokou	UCN			✓	
	Nature Tropical NGO	NT	✓	✓	✓	YES
	BEESNGO	BEES			✓	
RESEARCH & EDUCATION	University of Abomey-Calavi	UAC	✓		✓	YES
	Institute of Fisheries and Oceanology Research	INHROB	✓	✓	✓	YES
TECHNICAL AND FINANCIAL PARTNERS	United Nations	UN	✓	✓	✓	YES
	Islamic Development Bank	ISDB	✓			
	Arab Bank for Economic Development in Africa	BADEA		✓		
	The OPEC fund for International Development	OFID		✓		
	Kuwait Fund for Arab Economic Development	KFAED		✓		
	Saudi Fund for Development	SFD		✓		
	African Development Bank	AfDB		✓	✓	
	West Africa Economic and Monetary Union	UEMOA	✓	✓	✓	YES
	World Bank	WB	✓	✓	✓	YES

Mapping of stakeholders

5.8. The visual representation of the stakeholders in Benin, which are the key stakeholders and those with estimated stronger influence in relation to coastal erosion and flooding are shown in Figure 2.

Figure 2. Stakeholders map – Benin



6. Main challenges, barriers and governance issues

Context

6.1. Based on our analysis, there are some key aspects that frame the problem of coastal erosion and flooding in Benin:

6.1.1. Benin is one of the most stable democracies of Western Africa. The recent presidential elections put Mr. Patrice Talon, a well-known businessman as President. There is strong social pressure for more decentralization, less corruption and new socioeconomic improvements. Mr. Talon has publicly declared his commitment with the protection of the environment, making a priority the reform of the Environmental public administrations, such as the Benines Agency for Environment. This agency got his budget approved in one of the first ministries’ meetings of the new government. We expect that more changes in the different public stakeholders related to coastal erosion are still to come through this year 2016.

6.1.2. The country has a short coast line, with 125 km, but includes relevant geographic elements. There are a number of rivers (Ouémé, Couffo and Mono) and coastal lagoons. The cities of Porto-Novo and Cotonou are under water level and both surround a large lagoon. The coast includes the stretch

of land between Grand-Popo and the border with Togo (23 km) and the “Bouche du roi” (the mouth of the Mono River and the lagoon Ahémé with the Atlantic).

- 6.1.3. Cotonou drives most of Benin's economy and it is a regional trade hub. Its port brings in most of the country's customs revenue and its Danktopa market earns over 750 USD Million annually¹⁰. The city has approximately 800,000 inhabitants and it is rapidly growing. The urbanization process is out of control, with strong growth of construction activity in new neighborhoods in the outskirts of the city. The lack of sanitation, respect to land zoning and the increasingly high population density in the coastal zones of Cotonou put more pressure on the coastal areas.
- 6.1.4. Sand mining is forbidden in Benin. The government started to act in 2007, opening new sand quarrels inland, in river areas. This process has had some opposition, but the weight of the public construction and the public companies like Agetur or Agetip, has helped to achieve better improvements in sand mining than in neighbor countries like Togo or Ghana.
- 6.1.5. The scientific community in Benin is well developed and relevant centers like INHROB, NDOC and other laboratories of UAC exist. On-time information on marine and meteorological physical parameters is collected and shared among the scientific community. We interviewed different academic personalities and checked a good level of understanding and knowledge on the coastal issues, thanks to funding by institutions like FAO or WAEMU. Benin's key scientifics recognized the need of acting at regional level for activities such as data collection, coastal protection or fisheries programs.
- 6.1.6. The role of NGOs in Benin is very relevant and we believe they are a key level to work on local communities' sensitization and involvement measures. The perceived lack of activity by the government, in relation to the size of the problem for coastal communities, has pushed some NGOs like Jak-Rehab or Fulam to organize and work out their own measures to combat the problem.
- 6.1.7. Given the limited length of Beninese's coastline, there exist some border conflicts with neighbors Togo and Nigeria in relation to coastal erosion. With Benin, there are been several meetings at the highest political level, and the two countries have set ground for coordinated action on coastal issues. The border stretch of Aneho (Togo) – Grand-Popo (Benin) is one of the most affected sections by coastal erosion in the region, and a good example of how urgent and necessary is regional coordination in these matters.
- 6.1.8. During the last years many studies related to coastal issues have been commissioned. One of the most relevant is the Management Scheme for Coastal Areas (SDAL - Schéma Directeur d'Aménagement du Littoral), prepared in 2010. The SDAL allowed to improve the knowledge on the coastal areas, the different zones, the problems and gave orientations to protect the coastal spaces. Some stakeholders complained that the SDAL has not been updated, losing its potential as a management scheme. Other programs considered conservation and management of coastal biodiversity, combating coastal erosion, national strategy on managing humid areas, new law on coastal issues (Loi-littoral) and the creation of a new commission on coastal protection and management of coastal issues (“Cellule Nationale de Protection et de Gestion du Littoral”). Furthermore, the country has developed the following initiatives to fight againsts the coastal erosion:
- Le Programme de Conservation et de Gestion de la Biodiversité Côtière
 - Le Programme de lutte contre l'érosion côtière
 - La Stratégie Nationale de Gestion des Zones Humides
- 6.1.9. Numerous action plans and policy documents have been formulated by the Government of Benin on climate change issues as well¹¹. The priority projects as submitted to the UNFCCC¹² included the protection of coastal areas against sea level rise.
- 6.1.10. The country has plans to develop several projects on the coastal area, including:
- Cotonou Port zone: expansion of the infrastructure, rehabilitation of the rail network (including the train station and the Cotonú - Parakou – Niamey and Cotonú – Lomé rail lines

¹⁰ According to Institute for Environment and Economic Development (IIED, an UK-based NGO), quoted in irinnews.org

¹¹ MER. Netherlands Commission for Environmental Assessment. Dutch sustainability unit. Climate Change Profile BENIN. July 2015.

¹² United Nations Framework Convention on Climate Change. NAPA priorities database Benin (2012).

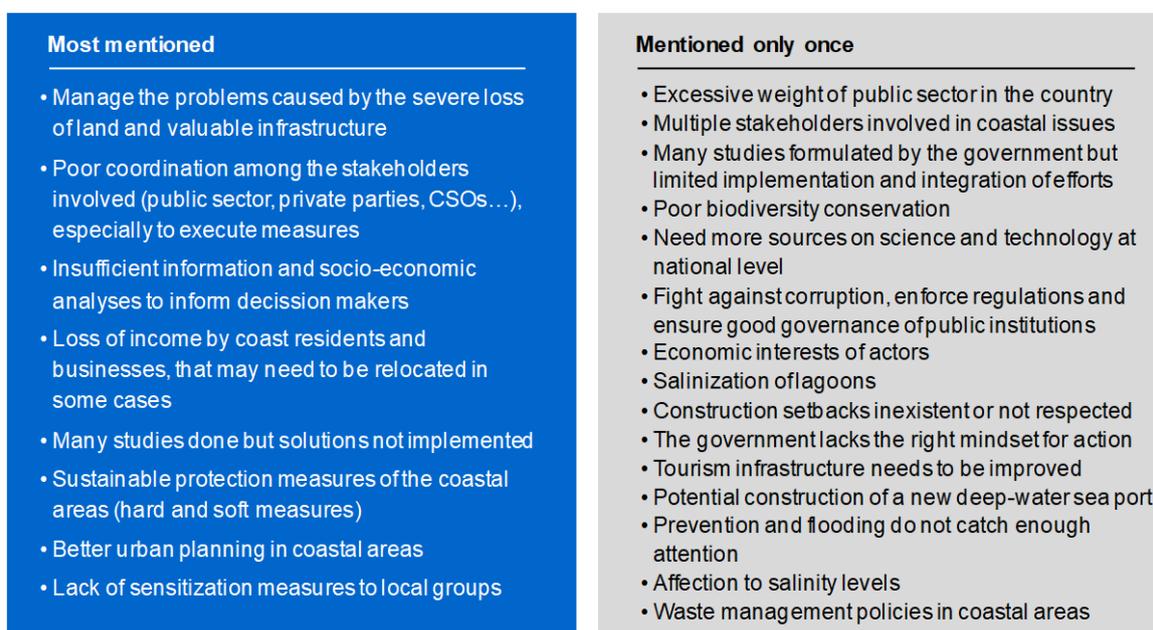
- West coast of the port of Cotonou: construction of a 100 hectares residential area, construction of three 5* hotels, twenty-one 3* hotels, two 2* hotels and a tourist complex.
- East coast of the port of Cotonou: development of Cotonou – Ouidah highway, axis of Ouidah - Hillacondji (border with Togo) and axis Lokossa - Athiémé (border with Togo).

Challenges

- 6.2. The main challenges related to coastal erosion and flooding in Benin, based on our research are:
- 6.2.1. How to manage the severe loss of soil and infrastructure happening in the country given the strong rates of coastal erosion. In Cotonou, several hotels and private residences have been destroyed and there are many other threatened, including some recently built roads.
 - 6.2.2. Poor coordination among the stakeholders involved in the problem of coastal erosion and flooding (public sector agencies, private parties, CSOs...), especially regarding execution of planned measures.
 - 6.2.3. Insufficient research, information and solid socio-economic analyses to inform decision makers.
 - 6.2.4. Resilience of local communities affected by coastal erosion and flooding, how to counteract the loss of income of these groups and, when finally necessary, how to cope with the relocation problem: who, where, how...
 - 6.2.5. Weak institutional capacity in the public institutions, at district and national level, to implement the proposed measures and solutions. This matter was extensively raised in our interviews: there seems to be a strong tendency to planning and analyses in Benin that sometimes conceals a lack of implementation will and/or capabilities. Overall the impression is that many studies are formulated by the government and donors but not many solutions really implemented.
 - 6.2.6. The need of implementing sustainable protection measures on coastal areas, either protection infrastructure or soft engineering measures.
 - 6.2.7. Urban planning processes in coastal villages and towns clearly needs to improve.
 - 6.2.8. The need of involving local communities in the design and implementation of coastal protection programs or initiatives.
- 6.3. Curiously, the lack of funds or financial resources, that was perceived as a clear challenge in other countries of the study, was not mainly addressed for Benin. The challenges as mentioned by the interviewees are shown in the following figure:

Figure 3. Main challenges related to Coastal Management in Benin

Main challenges related to Coastal Erosion and Adaptation - Benin



Source: consultants' survey to stakeholders

Barriers to coordination

- 6.4. Based on the interviews and our own analysis, the main barriers to coordinated action within Benin in relation to the coastal erosion problem that were identified are the following:
- 6.4.1. The main barriers identified refer to the action of the Government of Benin. There is much criticism, based on a perceived lack of action during the last years on protecting the coastline (apart from the big intervention on the East coast of Cotonou). Some more specific complaints referred to:
- Lack of a national institution coordinating all coastal issues
 - Government acting without considering local communities
 - Absence of prevention plans and measures, to avoid emergencies
 - Absence of integrated planning and policies on coastal issues
- 6.4.2. The presence of many different stakeholders in relation to the management of coastal issues, with different interests and motivations, and not clear synergies among them, complicated the coordination of all parties involved. Lack of coordination was also mentioned in relation to regional scale, being perceived that Benin cannot act independently of its neighbor countries in this problem.
- 6.4.3. On a smaller scale, budgetary constraints and absence of reliable scientific knowledge at national level were mentioned as the reasons behind the lack of integrated coastal management policies and coordination bodies/forums.

Agents of change

- 6.5. Based on the interviews and the identification of key stakeholders, the study concludes that the following people are the key agents of change for any further initiative in the field of coastal erosion and flooding in Benin¹³:
- 6.5.1. Central government:
- Mr. José Didier Tonato, Minister of Quality of Life and Sustainable Development

¹³ Following the same methodology for the four countries of study, approved by the client, individual agents of change are mentioned in each country report.

- Mr. Delphin Kouzandé, Minister of Agriculture, Livestock and Fisheries
- Mr. Martin Pepin AINA, Ministry of Quality of Life and Sustainable Development, Directorate-General for Environment and Climate
- Mr. Simplicie A. Gnancadja, General Manager Benin Environmental Agency
- Mr. Raymond Adékambi, DG / AGETIP
- Mr. Lambert Koty, DG / AGETUR
- Mr. Moussa Bio Djara, Point Focal WACA - Benin. Ministry of Quality of Life and Sustainable Development, Directorate-General for Environment and Climate
- Mr Boukari Saliou, Deputy Director of Ports
- Mr. Kassim Traoré, MD CAP

6.5.2. Private sector:

- Mr. Philippe Alexandre, DG Benin Terminal - Bolloré

6.5.3. Research and academics:

- Prof. OYEDE Lucien Marc, UAC;
- Prof. KAKI Christophe, UAC
- Doc. LAIBI Raoul; UAC
- Doc. Zacharie Sohoun, Director of INHROB
- Doc. Edmond Sossoukpé, UAC

6.5.4. NGOs:

- Mr. Gilbert Medjè, Fulam
- Mr. René Kpomalegni, Jak-Rehab
- Mr. Martin Assogba, Alcrer
- Mr. Gautier K. AMOUSSOU, Eco-Benin
- Mr. Joséa Dossou-Bodjrènou, MD Nature Tropical NGO

6.5.5. Technical and Financial Partners:

- Mr Siaka Coulibaly, UNDP
- Mr. Cossova Nanako, UNCDF
- Mrs. Béatrice Zourata Ouedraogo Lompo, UEMOA

Actions needed

- 6.6. Our research investigated what actions are needed from the different stakeholders in order to mitigate coastal erosion and flooding in Benin in a more coordinated way. Figure 4 collects the different proposed actions (raised through the interviews and meetings) and what should be the stakeholders involved in each.

Figure 4. List of main actions to combat coastal erosion and flooding in Benin and stakeholders involved

Main actions needed - Benin

No.	Initiative	Stakeholders involved
1	Build protection infrastructure for coastal areas, especially in the Western coast	CENTRAL GOVT.
2	Enforce prohibition extracting sand from the coast line	CENTRAL GOVT.
3	Better social and environmental evaluation of investment projects	CENTRAL GOVT.
4	Improve the regulatory and legal framework related to coastal issues and ensure there is a public inter-ministerial agency coordinating all activities and investments in coastal areas	CENTRAL GOVT.
5	Support the development of profitable private leisure investments in coastal areas, like hotels, marinas, leisure projects	CENTRAL GOVT. AND PRIVATE SECTOR
6	Improve implementation: monitoring and evaluation programs, capacity building in public institutions	CENTRAL AND LOCAL GOVT.
7	Foster involvement and activities of private sector and CSOs in relation to coastal protection	PRIVATE SECTOR AND NGOs
8	Create incentives to support eco-tourism initiatives, develop joint communication campaigns – e.g. promote responsible travel to natural areas conserving the environment and improving the well-being of the local people	CENTRAL GOVT., PRIVATE SECTOR AND NGOs
9	Sensitization and awareness measures: as in other countries, working with local communities is key to teach good practices and ensure buying-in of the initiatives and ensure better prevention	NGOs AND LOCAL GOVT.
10	Early alerts system for flooding prevention	RESEARCH AND ACADEMICS AND CENTRAL GOVT.
11	Foster integrated research and give more resources and visibility to the researchers' views and opinions	RESEARCH AND ACADEMICS
12	Create communication mechanisms among involved stakeholders and take advantage of synergies between existing actions (e.g. programs of different NGOs)	ALL
13	Restoration programs of natural barriers such as sand, mangroves, etc. e.g. support the reforestation of mangroves areas	CENTRAL GOVT. AND NGOs
14	Develop specific support programs to traditional fishermen	CENTRAL GOVT. AND NGOs

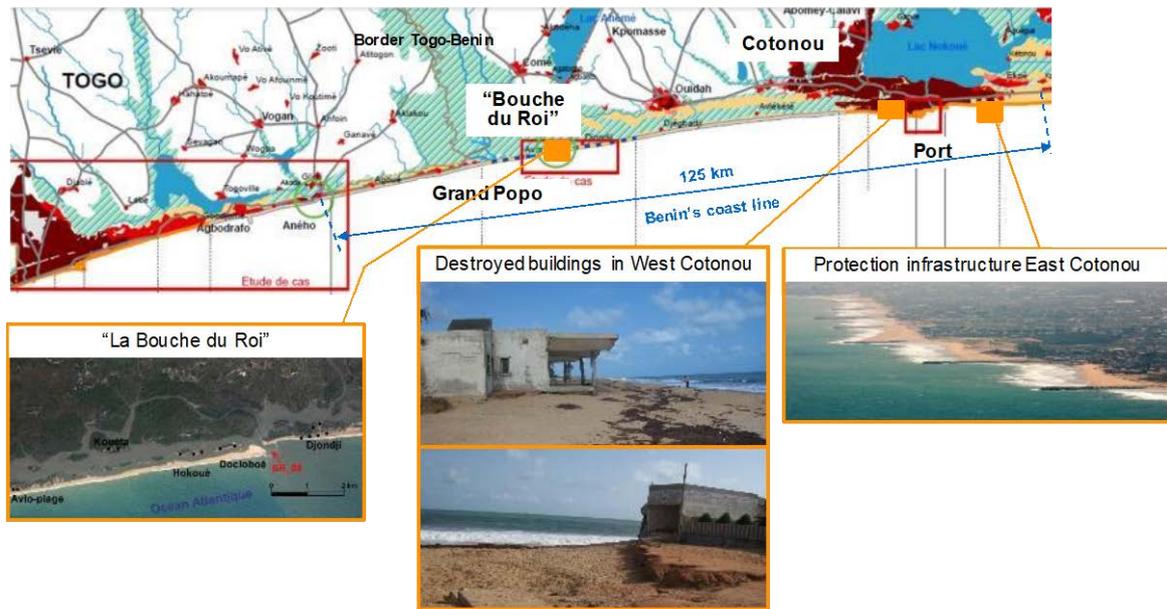
7. Investments related to coastal protection

- 7.1. Benin has been active analyzing the problem of coastal erosion and identifying solutions. The preparation of the SDAL (“Schéma Directeur d’Amenagement du Littoral”) in 2010 was a key milestone, since it allowed to establish priorities and define clear action areas and projects. We collected some complaints through the interviews on keeping this management tool updated. The projects identified in this study are divided in East coast, West coast and Port area. The main projects developed up to date are those in the East area, as previously stated in this report.
- 7.2. In the East coast, 7.5 km were stabilized with the rehabilitation of the old groyne of Sifato and the construction of seven new groynes and some revetments. The aim of this project was to halt the erosion of beaches in East Cotonou and adjacent commune Seme Kpodji. This project helped to protect the area’s 200,000 inhabitants and vital socio-economic infrastructure. The investment was funded by the Government of Benin and several Islamic Development institutions such as BADEA (Arab Bank For Development in Africa), KFAED (Kuwait Fund for Arab Economic Development), OFID (OPEC’s fund for International Development) and SFD (Saudi Fund for Development).
- 7.3. In the Western coast, there are several initiatives in planning stage. The studies regard the protection of 32 km of coast length, with the construction of different hard infrastructure elements and improvement of infrastructure in some lagoon areas, like Hillacondji (a village in the commune of Grand-Popo, right in the border with Togo). The planned governmental interventions in the Western coast include the already mentioned tourism project “Route des Pêches”, with the construction of a new resort city (hotels, residential developments, commercial space, aquatic parks and park areas). Improving the road from Hillacondji to Cotonou is also being considered. The stretch of 23 km between Hillacondji and Grand-Popo is one of the key areas where protection infrastructure is needed. Acting in this area clearly needs to be discussed and agreed at regional level and both governments are already in conversations.

- 7.4. The port is the most important infrastructure in the country and as such, there is a significant catalogue of initiatives regarding this asset, such as a dry port construction, rehabilitation of railways station and accesses, including the rail connections to Lomé and Niamey, and a future expansion of the port. Future interventions in the port shall be associated to in-depth social and environmental impact studies regarding the problem of coastal erosion and flooding.
- 7.5. During the World Bank mission to Benin in May 2015¹⁴, the different studies regarding coastal erosion were compiled. This technical note describes also some solutions, grouped in (first four blocks to be financed by NDF):
- Component 1. Reinforce ownership and sensitization
 - Component 2. Improve the knowledge base
 - Component 3. Analysis of economics of climate change
 - Governance
 - GIZ-financed: resources mobilization and sectorial investment plans
- 7.6. Some relevant initiatives of specific investment projects are those funded by the UNCDF-LOCAL program. There are already pilot projects running in three communes and plans to act in all 77 communes of the country. Their catalog of investment projects includes sanitation and coastal protection infrastructure.
- 7.7. Overall, considering the four countries analyzed, we found Benin to be one the countries where solutions to coastal erosion and flooding problems are more developed and present in the political agenda. The Government needs to balance this “hard” approach with more “soft” initiatives. In our interviews there were frequent complaints from local communities’ representatives of not being consulted on the hard engineering solutions. Potential social and cultural values’ losses are not always fully considered when relocations are discussed. Beach nourishment and other urgent measures such as construction setbacks, enforcing sand mining prohibition, improving the existing environmental data hubs and research projects or supporting regional cooperation, are also necessary interventions to stem the degradation of the coast in Benin.
- 7.8. Based on our research the most commented types of investments were the following:
- Coastal protection infrastructure, especially in the Western coast. Consider also protection of lagoons and their ecosystems
 - Tourism: hospitality sector and recreational facilities; support to this industry, including specific support to ecotourism projects
 - Other profitable leisure investments, such as marinas, spas, activities in the lagoons...
 - Large tourism projects, like the proposed “Route des “Pêches” or other PPP schemes
 - Information and early warning systems
 - Capacity building measures, at both national and local levels
 - Restoration of livelihoods of affected population and potentially (temporary or final) relocations
 - Measures to support the fishing industry.

¹⁴ Aide memoire – Mission d’identification du Programme d’Assistance Technique à la Gestion du Littoral de l’Afrique de l’Ouest (P152518). May 11-15 2015. La République du Benin.

Figure 5. Erosion hot spots along Benin's coast



Source: ETAT DES LIEUX DE LA COTE BENINOISE. Presentation by Mr. Moussa BLO DJARA. Coordonateur du Projet de Protection de la Cote entre Hillacondji et Grand Popo. Ministère du Cadre de Vie et du Développement Durable, La République du Bénin

8. Conclusions and recommendations

- 8.1. Benin's growth has decelerated lately but forecasts for GDP's growth in 2016 are still at 5.5-6.0%. The country's economy mainly depends on trade with Nigeria, cotton production and exports and the role of the port in regional trade. Benin's economy is therefore continuously affected by external shocks. Inflation is under control and the country keeps good relationships with the international community. The new President, Mr. Talon, is expected to continue with the decentralization and privatization processes initiated with the previous government. Benin is one of the most stable francophone democracies in Africa, and there are high levels of respect towards the constitution and democratic institutions. Civil society organizations and trade unions play a significant role in Benin, and the environment is present in the political agenda (although lack of implementation by the public sector was identified).
- 8.2. This study identifies, based on a series of interviews and field visits, the stakeholders related to the problem of coastal erosion and flooding in Benin. The key stakeholders are then identified according to their levels of legitimacy, resources and interconnections, and all the actors are mapped in a visual graph, marking those with higher influence in relation to the issue at stake. The research identified the main agents of change, as people leading the key stakeholders (see section 6.5).
- 8.3. The main challenges that the country faces related to coastal protection are: (i) how to manage the severe loss of soil and infrastructure; (ii) poor coordination among the stakeholders involved, especially regarding execution of planned measures; (iii) insufficient information, research and analysis to inform decision-makers; (iv) resilience of local communities and their loss of income; (v) weak institutional capacity in public institutions to implement the proposed measures and solutions; (vi) a need of implementing sustainable protection measures on coastal areas; (vii) urban planning processes in coastal villages and towns clearly needs to improve; and (viii) local communities are frequently left apart when designing and implementing coastal protection initiatives.
- 8.4. The barriers to more coordinated actions are: (i) related to the action of the Government (corruption, absence of prevention, not involving local communities, conflicts of interest...); (ii) presence of many different stakeholders in the public side; (iii) budgetary constraints and lack of reliable scientific knowledge, on a smaller scale.
- 8.5. Considering the list of main actions needed and the potential investments to combat coastal erosion and flooding in Benin, the study concludes on the following recommendations:

- 8.5.1. Support the central government in: (i) creating a national forum or coordination mechanism related to coastal protection planning and investment. This body or committee should ensure the sound socio-economic assessment of all protection measures and compile lessons learnt and best practices on integrated coastal management in Benin; (ii) capacity building programs, especially focused on improving implementing capabilities and the socio-environmental analysis of investment projects; (iii) regional cooperation and coordination; and (iv) executing the planned protection infrastructure works necessary in the Western coast.
- 8.5.2. Empower INHROB and other research centers of UAC to foster coordinated research, develop early warning systems for flooding prevention in coastal and lagoon areas and socio-economic analysis of investment projects.
- 8.5.3. Support the development of hospitality and recreational facilities, study the potential support to integrated large tourism projects, ensuring local communities are considered.
- 8.5.4. Foster soft engineering measures, such as tree and other vegetation planting efforts, beach nourishment, beach cleaning, and including construction setbacks within urban planning exercises.
- 8.5.5. Invest in public awareness and sensitization to combat beach pollution, sand mining and set and respect construction setbacks – work with local governments, traditional chiefs and NGOs in these fields. Ensure consultation to local communities is incorporated to all investment projects. Make use of audio-visual media materials in local languages.

Appendix 1. List of people interviewed for this study

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3	Mousse M. Moutcharaf	AGETIP
4	Zannou Oladelé	Direction des Eaux, Forêts et Chasse
5	René Kpomalegni	Jak-Rehab
6	Prof. Edmond Sossoukpe	Laboratoire de Recherche sur les zones humides / University of Abomey-Calavi
7	Moussa Bio Djara	WACa focal point – Benin / Min. Cadre du Vie et de Développement Durable
8	Melkior Kouchade	Direction Générale des Forêts
9	Anato Boris Polynice	Meteo Benin
10	Tanda Yessoufou	Direction Programmation et Prospective / MCVDD
11	Djivoh Célestin	1 st Adjoint au Mairie Seme-Podji
12	Akle Moisse Marcellin	FULAM / ABARTDD
13	Dossou-Yoro Adrien	Enseignant - UAC
14	Akambi Isdeen	Eco-Benin ONG
15	Soyinou Kokou	UCN
16	Boukari Salion	Direction Adjoint Ports / DP / MIT
17	Prof. Lucien Marc Oyede	Laboratoire de Géologie, Mines et environnement / UAC
18	Badio El-Kei Mondadiron	Ministère du Tourisme et de la Culture
19	Madogotchat T. Josias	Nature Tropicale ONG

Appendix 2. Participants in the workshop

(held in Cotonou on September 29, 2016)

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