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# EKN Exploration mission for a potential nutrition programme in Benin

Cotonou, 25 January – 2 February 2018

Authors:



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# 1 Introduction

## *1.1 Background on the Government of The Netherlands' policies and strategies on nutrition in development cooperation*

The main reference document on the Netherlands' contribution to global food security is a letter sent by the Minister for Foreign Trade and Development Cooperation and the Minister for Agriculture to the President of the House of Representatives in the Netherlands on 18 November 2014<sup>1</sup>. The Netherlands strategy on agricultural development and food security is a combination of aid, trade and investment. Knowledge, capacity and enterprise are the main priorities that are pursued through top sector policies on agri-food, horticulture and propagation materials and water. Preference is for inclusive and transparent partnerships which link public, private and civil society strengths, interests and concerns, as much as possible based on locally policy frameworks and institutions. Specific targets have been set out for sustainable farming and food security, focused on all dimensions of food security: people, planet, profit. Key areas of focus are as follows:

### **1) Eradication of existing hunger and malnutrition**

Efforts centre on vulnerable people who are experiencing hunger due to poverty, natural disasters, armed conflicts and other crises. Next to giving food aid where required, the focus is on providing permanent access to adequate sources of nutritious food. This area of work is based on the human right to adequate, good-quality food in order to ensure healthy and active lives. There is particular focus on preventing malnutrition in young children, as this leads to irreversible underdevelopment which affects capacity for learning and productivity later in life. There is a direct connection with the difficulties of mothers, often young and with poor health at the stages of pregnancy and birth. In order to eradicate this problem within one generation, there is need to combat malnutrition in the short term, especially in mothers and infants. Long-term solutions are needed for the underlying causes of malnutrition, which should address issues such as land rights, water and basic sanitation, reproductive health, peace and security, and equality.

### **2) Promotion of inclusive and sustainable growth in the agricultural sector**

Efforts focus on small and medium-sized farms and other agricultural enterprises that are potentially capable of responding to market demand. Increasing their earnings capacity is an effective way to combat hunger and poverty and stimulate economic growth. The focus is on developing the supply chain as a whole rather than concentrating only on primary production, as this will generate employment, income and added value in rural areas. It is seen as essential to make the agricultural sector attractive to young people, including women. Strong farmers' associations and cooperatives can play a key role in this. A focus on good nutrition continues to be important given the persistently high prevalence of stunting and malnutrition, even in places where food is generally available and accessible. Efforts will be made to organise and improve cooperation in the agri-food chain in order to identify efficient, commercially viable solutions to food processing and logistics in low- and middle-income countries, and to develop local, urban, and above all regional markets.

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<sup>1</sup> Ref: <https://www.government.nl/.../2014/.../letter.../letter-to-parliament->

### 3) Creation of ecologically sustainable food systems

Efforts concentrate on the sustainable management of environment global public goods such as water, soil, energy and biodiversity, taking into account the effects of climate change on food systems and vice versa. The agricultural sector plays a pivotal role, often referred to as the nexus between food security and the complex of global public goods: soil-water-energy-climate-biodiversity. This nexus is at work in the entire process, from micro to macro level. At local level, farmers will be responsible for choosing the most suitable agricultural practices and farming systems, which must be matched by complementary efforts to make consumption patterns more sustainable. Pilot projects will be implemented in various countries based on a 'landscape approach', where the focus is on area-based, participatory development of agriculture, nature and the rural economy. Another area of focus is the sustainable development of livestock farming against a background of limited natural resources, climate change and risks to human and animal health.

**Table 1: Results Framework for Food Security**

Result Areas	Indicators
1) Reduction of hunger and malnutrition	1. Prevalence of undernourishment
	2. Prevalence of moderate/severe food insecurity (FIES scale)
	3. Prevalence of stunting among children under five years
	4. Prevalence of malnutrition among children under five years (wasting and overweight)
2) Realisation of inclusive and sustainable growth	1. Volume of production per labour unit
	2. Average income of small-scale food producers (by sex and indigenous status)
3) Creation of ecologically sustainable food systems	1. Proportion of agricultural area under productive and sustainable agriculture
	2. Number of plant and genetic resources for food and agriculture secured in either medium or long-term conservation facilities
	3. Proportion of local breeds, classified as being at-risk, not at-risk or unknown level of extinction
Strengthening of enabling conditions for food and nutrition security (incl. private sector development)	<i>(set of country specific indicators that do not fit under the three indicators above)</i>

## 1.2 MASP of the Netherlands Embassy in Benin

The Multi-Annual Strategic Plan (MASP) 2014-2017 of the Netherlands Embassy in Benin<sup>2</sup> is focused on attaining improved food and nutrition security by establishing an environment in which agriculture, agribusinesses and access to quality food can thrive for both men and women. This requires improvement of a number of preconditions in order to gradually move from a subsistence-based model to a market-based model, with well-functioning markets where demand and supply meet, backed by appropriate institutions and investments. Key areas of work are private sector development, infrastructure and land rights. A stronger role for markets and private partners (business, knowledge institutes) is encouraged, including stronger links between partners in The Netherlands and Benin. The longer-term outlook assumes a gradual reduction of aid in favour of trade, with increased exploitation of the potential for Dutch commercial investment in Benin.

For 2014-2017, the following cooperation programmes have been undertaken (some still on-going):

<sup>2</sup> <https://www.rijksoverheid.nl/documenten/rapporten/2014/02/05/meerjarige-strategische-plannen-mjssp-2014-2017>

### 1. Food Security

- *market development at communal level*, with focus on food products with good nutritional value
- *improved road transport infrastructure* ("pistes rurales")
- *access to land*: support for implementation of the new Land Code adopted in 2013
- *agro-business development*: set of activities to support private sector initiatives (involving SNV through the Agro Business Centre project, the Agri-Hub project implemented by AgriProFocus)
- *linking research and innovation* to improve access to knowledge and expertise at farm level
- *agro-statistics* for support to food security and nutrition surveys
- *The Hunger Project* which is based on the 'epicentre' approach where gender, food security and nutrition, and maternal health care are integrated in one package of village-level interventions.

### 2. Water and sanitation

This element comprises a contract with the Government of Benin (sector budget support), for integrated water resources management; water for food security; rural drinking water, hygiene and basic sanitation; and urban water supply and sanitation.

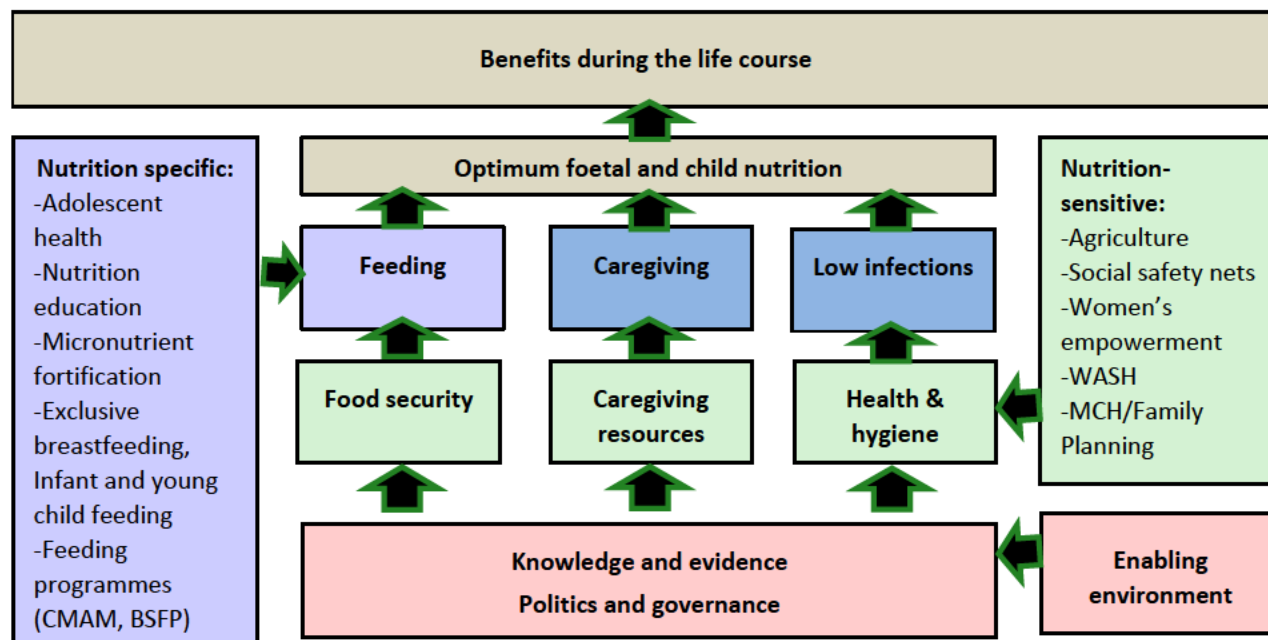
### 3. Sexual and reproductive health and rights

This theme is aligned with policy documents of the Government of Benin that underline the importance of fertility reduction, and the improvement of maternal and neonatal health.

## 1.3 Objectives and methodology for the mission

The Netherlands Embassy in Benin requested the Wageningen Centre for Development and Innovation (WCIDI) to field a mission for exploration of potential options for financing of a nutrition programme in Benin. The results of the mission are meant to provide input for the development of the next multi-annual strategic plan for Benin which the Embassy expects to develop in course of 2018. As stated in the Terms of Reference (ToR, attached in Annex A), the objective for the mission is:

*"To explore the possibility to develop or co-fund a programme that improves the nutritional status of children and young women in Benin".*



For nutrition programming, the core reference nowadays is the **Lancet Framework on nutrition<sup>3</sup> (the '1000 days approach')**, which has a strong evidence base<sup>4</sup> and is modelled on the UNICEF conceptual framework on nutrition that was developed in the nineties of the past century. The Lancet framework also builds on the concept of food security that involves the dimensions of production and food supply, access to food, stability of food supply, and food uses and nutrition. The Lancet framework contains the following main elements (also see diagram above):

- Nutrition-specific interventions (essential nutrition actions within community health care)
- Nutrition-sensitive interventions (nutrition and agriculture, social protection, gender, WASH, MCH and family planning)
- Strengthening of the 'enabling environment' (knowledge, evidence, governance aspects)

The ToR specifies that the programme to be developed or co-funded should centre around a scalable and sustainable business model or models for nutritious food product delivery (by the private sector). Also, it is stated that the programme should contain a component that focuses on a campaign that leads to behavioural change for healthy living and tackling cultural aspects of nutrition. Within the Lancet Framework on nutrition that means there is an interest to combine a focus on 'nutrition-sensitive' food production / processing, with elements of nutrition education that form part of the 'nutrition-specific' interventions block.

The work undertaken prior, during and after the mission to Benin which took place from 25 January to 2 February 2018, consisted of the following elements (also refer to Annex B and Annex C for more details):

1. Initial literature search and briefing by the Netherlands Embassy by Skype.
2. Briefing at the Netherland Embassy in Benin on the first day of the mission.
3. Literature review and a set of meetings with selected resource persons and stakeholders with the aim to collect information and insights in order to obtain good understanding of:
  - a) The outlines and perspectives of the Netherlands Food and Nutrition Security policy
  - b) The Benin country context including national policies and strategies relevant for nutrition
  - c) The main problems and constraints in relation to nutrition in Benin, including the direct and intermediate underlying causal factors
  - d) The characteristics of the main on-going initiatives on nutrition in Benin
4. Presentation of the interim mission results to the Netherlands Embassy in Benin in the form of a Mid-Term restitution meeting on 30 January 2018. The focus during this meeting was on a joint review of / reflection on the results obtained thus far. It was decided that the team would use the second half of the mission to further explore the various initiatives on nutrition that are present in Benin, and would also generate one or more options for potential new programmes on nutrition.
5. The last three days of the mission were used for further literature review, some remaining meetings and visits to private sector agencies engaged in small-scale food processing.
6. Reporting started during the second half of the mission and was completed after the mission was finished. The report has been structured around the key elements that are mentioned in the ToR: a recap of the Netherland Food and Nutrition Security policy framework, a review of the policy frameworks on nutrition in Benin, description of the main problems and constraints around nutrition in Benin, a structured quick-scan of on-going initiatives on nutrition in Benin, and some further analysis / formulation of options that can serve as basis for decision-making for financing of a new nutrition programme in Benin.

<sup>3</sup> Black RE, CD Victora, P Walker et al (2013), 'Maternal and child undernutrition and overweight in low-income and middle-income countries', *Lancet* 382 (9880): p. 427-451. Ref: <http://www.thelancet.com/series/maternal-and-child-nutrition> and [http://www.thelancet.com/pdfs/journals/lancet/PIIS0140-6736\(13\)60937-X.pdf](http://www.thelancet.com/pdfs/journals/lancet/PIIS0140-6736(13)60937-X.pdf).

<sup>4</sup> See: <https://thousanddays.org/resource/the-2013-lancet-series-on-maternal-and-child-nutrition/>

## 2 Nutrition in Benin - situation analysis

### 2.1 Government of Benin policies and strategies on nutrition

The heart of the government policy framework in Benin is the focus on reduction of poverty. After an initial 'Strategy for Poverty Reduction (SRP 1, 2003-2005)', a second strategy called 'Growth Strategy for Poverty Reduction (SCRIP)' was formulated (SRP 2, 2007-2009). The most recent document is the **Growth and Poverty Reduction Strategy 2011-2015 (GPRS)** that focuses on economic, social and human development<sup>5</sup>. Within this document, food security and sustainable agriculture are considered vital to poverty alleviation.

In 2008, the '**Strategic Plan of Agricultural Sector Revival**' (**PSRSA**) was launched. The challenge of this plan was to make Benin an agricultural power and to achieve food security by 2015. Within this agricultural modernization plan, the focus is on introducing changes in the cropping system in Benin through widespread use of machines and fertilizers, and a shift to large-scale exploitation of farmland. The PSRSA builds on the National Policy for Trade Development that was elaborated in 2004. Through this policy the government intended to provide quality local food products at lower costs to consumers, increase agricultural exports, replace imports with local products, protect local businesses by tariff barriers to food imports. In 2005, a National Seed Policy was developed with the aim of producing 200 000 MT of maize seed by 2015. Around the same period, the Fisheries Development Policy (PDSSP) was elaborated with the objective to significantly increase the availability of locally produced fish.

The policy framework on food and nutrition in Benin is provided by the "**Strategic Plan for Food and Nutrition Development**" (**PSDAN**) published in 2009<sup>6</sup>. The PSDAN is meant to play a catalytic and coordination role, with two main approaches for tackling of nutrition problems: the 'long route' and the 'short route'. The 'long route' aims to address issues within two strategic axes: the availability and accessibility of food. Under the 'short route', the focus is on food utilisation aspects, in particular food and nutrition for vulnerable groups. More details on the PSDAN are given in box 1 below.

The Strategic Plan for Food and Nutrition Development (PSDAN, ref. section 2.1 in this report) is accompanied by the **National Food and Nutrition Programme (PNAR)**. In the PNAR, a description is provided on the principles and approaches for the implementation of the short route for nutrition improvement through a community-based model. The set of sub-programmes mentioned in the PSDAN are further described, together with an M&E system and a costing overview. Main strategies underpinning the PNAR are:

- 1) Institutional strengthening on food and nutrition
- 2) Life cycle approach
- 3) Action-based learning
- 4) Behaviour Change Communication (BCC)
- 5) The grandmother strategy
- 6) The care group model

<sup>5</sup> Ref: <https://www.imf.org/external/pubs/ft/scr/2011/cr11307.pdf>

<sup>6</sup> Ref: <https://extranet.who.int/nutrition/gina/fr/node/7977>

### Box 1: PSDAN Goals and objectives

The set of strategies and activities for the '**long route**' consists of:

1. Improving food availability
  - a) *Intensification of agricultural production* through capacity development of producers in appropriate and high-yielding agricultural techniques and practices; improved soil management, including development of agroforestry; assistance for production and distribution of improved seeds; assistance for provisioning of chemical inputs and agricultural production equipment; assistance for agricultural works; and assistance for mechanised farming
  - b) *Diversification of agricultural production* through promotion and improvement of livestock rearing, fishery/pisciculture, and (peri-)urban agriculture
  - c) *Management of food vulnerability* through the establishment of an Early Warning System
2. Improving access to food
  - a) *Value addition for agricultural products* through capacity development of producers on stocking and conservation techniques; appropriate food processing techniques; quality norms for agricultural products and derivatives; support to the national quality control system; support to the commercialisation of staple products and their derivatives through strengthening of the internal market, training of producers and traders on price setting techniques, quality norms for food products, and support to the establishment of consultation mechanisms and networks for producers and traders; and support to trading equipment and road networks.
  - b) *Management of food vulnerability* through monitoring of the food security situation within the communes and improvement of the nutritional status of the population. This entails a system for prevention and management of food crises, monitoring of food markets with regards to supplies and price levels, community-level food security monitoring and emergency stocks, together with nutrition surveillance, a nutrition education system, home gardens and school gardens, and strengthening of the school meals system. Thirdly, it entails the improved provision of drinking water and establishment of a community education programme on water hygiene and sanitation.

The main activities that are foreseen under the '**short route**' focus on children 0-24 months of age, pregnant and lactating women, and adolescent girls:

- a) Infant and young child feeding ("*ANJE*") including promotion of exclusive breastfeeding ("*AME*")
- b) Nutrition for adolescent girls, and pregnant and lactating women ("*AFAFEFA*")
- c) Promotion of hygiene and sanitation ("*PHA*")
- d) Community-based management of acute malnutrition ("*PCMS*")



Reference should also be made here to the **Strategic Plan for the Agricultural Sector Development 2025 (PSDSA)** published in May 2017, which also encompasses a **National Agricultural investment and Food and Nutrition Security Plan 2017-2021 (PNIASAN)**<sup>7</sup>. Alongside elements on piloting of new activities, sector development, and M&E, the plan's main focus is on the following strategic axes:

- Axe 1: Improvement of the productivity and production within selected priority value chains
- Axe 2: Promotion and structuring of selected priority added-value chains
- Axe 3: Strengthening of resilience to climate change and improvement of food and nutrition security
- Axe 4: Improved governance and information systems on agriculture and food and nutrition security
- Axe 5: Establish an agriculture financing and insurance mechanism

The main crops and species that the plan focuses on are as follows: a) Agriculture: cotton, pineapple, cashew, rice, maize, cassava, Irish potato, tomatoes, onions, gombo, and leafy vegetables; b) livestock: cattle, goats/sheep, pigs, and local chicken; and c) fisheries: sea fish and pisciculture.

## 2.2 Main nutrition problems and constraints in Benin<sup>8</sup>

Under-five mortality is very high at a rate of 98 per 1000 (2016), with Benin ranking 7<sup>th</sup> highest worldwide<sup>9</sup>. One of the main factors behind this key public health problem is the country's profile of persistent malnutrition, in various forms (see Table 1 below) As indicated in section 1.3, there is wide evidence that the **main vulnerable groups are women of reproductive age (WRA) and children under 6 years or age**. It was demonstrated in the Demographic Health Study for 2006 that considerable differences exist between the regions, for both acute and chronic malnutrition. In Benin, also the double burden is a phenomenon that requires attention: the prevalence of obesity is on the rise, in particular in urban areas like Cotonou. Anthropometric data for school children and adolescents is not available. The main type of micronutrient deficiency still present in Benin is iron deficiency anaemia, both among young children, and women of reproductive age. Vitamin A deficiency and iodine deficiency disorders are more or less under control, thanks to mass supplementation campaigns for the first, and effective salt iodisation for the second (see section 3.1).

**Table 2: Nutritional status in Benin<sup>10</sup>**

	Global Acute Malnutrition children 6-59 months	Stunting children 6-59 months	Anaemia children 6-59 months	Anaemia women reproductive age
DHS 2006 <sup>11</sup>	8.4%	43.1%	78.1%	61%
DHS 2012 <sup>12</sup>	(NA)	(NA)	58.3%	41.4%
MICS 2014 <sup>13</sup>	4.5%	34.0%	NA	NA

<sup>7</sup> Ref: [http://www.agriculture.gouv.bj/IMG/pdf/psdsa\\_2025\\_et\\_pniasan\\_2017\\_-\\_2021\\_version\\_finale\\_adoptee.pdf](http://www.agriculture.gouv.bj/IMG/pdf/psdsa_2025_et_pniasan_2017_-_2021_version_finale_adoptee.pdf)

<sup>8</sup> Large parts of this sub-chapter build on the PSDAN Part A, with addition of information from more recent sources and surveys like the DHS 2012.

<sup>9</sup> UNICEF (2017), *The State of the World's Children 2017; Children in a Digital World*; New York, December 2017.

<sup>10</sup> More details are provided in Annex E

<sup>11</sup> INSAE, PNSA & ORC Macro (2007), *Enquête Démographique et de Santé (EDSB-III)*, Benin, 2006, Calverton, November 2007; <https://dhsprogram.com/what-we-do/survey/survey-display-289.cfm>

<sup>12</sup> INSAE & ICF International (2013), *Enquête Démographique et de Santé (EDSB-IV)*, Benin, 2012, Calverton, October 2013; <https://dhsprogram.com/what-we-do/survey/survey-display-420.cfm>

<sup>13</sup> UNICEF (2014), *Bénin, Enquête par grappes à Indicateurs Multiples (MICS5) 2014*; <http://mics.unicef.org/surveys>

The Strategic Plan PSDAN that was adopted in 2009 provides a causal analysis based on the UNICEF logical framework on nutrition. This analysis is summarised in the table below:

**Table 3: Causal analysis of malnutrition in Benin (PSDAN; 2009)**

Level	Issues
Impact level	Medium level of acute malnutrition (wasting) High chronic malnutrition (stunting) High level of micronutrient deficiencies (anaemia)
Immediate causes	Repeated bouts of illness among children Inadequate dietary intake among children
Underlying causes	Inadequate hygiene and sanitation practices Inadequate infant and young child feeding practices Unavailability or lack of access to enough diversified foods of high nutrient value throughout the year Teenage pregnancy and motherhood, and short child spacing

The PSDAN document underlines that, next to health and agriculture, both sectors traditionally associated with nutrition, there also is a need to look at gender aspects, and the economic and political conditions, including impacts of corruption and eroding policy environment<sup>14</sup>. Also, it is mentioned that beyond the direct country context, there are other causes like the influence of climate change and the international trade agenda.

The ultimate consequences of malnutrition are that it affects economic growth and perpetuates poverty in Benin. Nutrition thus should be a key issue within economic development, social protection, and human rights. It has been estimated that the Gross Domestic Product (GDP) for Benin is 2 to 3% less than what it could be when the public health problem of malnutrition would have been solved. The high impact of malnutrition presents itself as a combination of three factors:

- 1) Direct losses in productivity due to less optimal physical status
- 2) Indirect losses due to less optimal cognitive capacities and school drop-out
- 3) Increased costs for health care

Subsistence farming in combination with small-scale trading remains the main livelihood for most of the population in Benin<sup>15</sup>. While food consumption patterns largely vary between agro-ecological zones, the common denominator is that family meals are primarily based on maize and other staple foods, with little diversification in terms of foods and food groups, and low levels of micronutrient intakes. The 2017 Food Security Vulnerability Analysis that was undertaken in Benin by the World Food Programme<sup>16</sup>, provides the following information: 61 out of the 77 communes are marked by food deficits, and about 14% of households don't have acceptable levels of dietary diversity<sup>17</sup>. The main risk groups for food insecurity are smallholder farmers in the south of the country, the population involved in fishery, and poor households in urban and peri-urban areas. A key issue highlighted in this study is that the consumption of fruit and vegetables is not very frequent. This is not just a matter of availability and access, as it primarily relates to limited knowledge on good nutrition practices and strong cultural traditions in relation to food consumption which includes the

<sup>14</sup> These last elements are also highlighted in the Project Appraisal Document prepared by the World Bank for the PMASN credit that has been issued to the Government of Benin. Ref: <http://documents.worldbank.org/curated/en/637581468013200619/Benin-Multisectoral-Food-Health-Nutrition-Project>

<sup>15</sup> The national economy to large extent depends on export of cotton, but this generates employment for small part of population.

<sup>16</sup> PAM (2017), *Résultats Préliminaires Analyse Globale de la Vulnérabilité et de la Sécurité Alimentaire au Bénin*, 13 octobre 2017

<sup>17</sup> This is based on the Food Consumption Score.

existence of food taboos. It is concluded in the report that these observations among others point to the persisting need to improve on exclusive breastfeeding, promote adequate nutrition for young children (including the introduction of complementary foods from six months of age onwards), and improved food habits for pregnant and lactating women.

### 3 Quick-scan of on-going initiatives in Benin on nutrition

The institutional framework for nutrition and food security in Benin involves a range of actors (both strategic and operational), with various roles, interrelations, and specific sets of actions. The main stakeholders involved in food security and nutrition strategies and programmes in Benin can be grouped into:

- **Government institutions:** they generate data and information on the status of food security and nutrition in their areas of expertise; identify and formulate priority issues at local level, and are often responsible for the programs including their implementation on the ground. At the strategic level, the Benin government intervenes through the Ministries of Agriculture, Livestock and Fisheries (MAEP), Health, Trade and Small and Medium Enterprises, and the ministry in charge of Family. Special mention is required of the Food and Nutrition Council ("CAN"), which is situated directly under the Office of the President and has the mandate to serve as platform for the multi-sectoral policy dialogue on food and nutrition in Benin. From an operational perspective, the implementation of activities is done by various technical departments and national offices of the different line Ministries.
- **Representations of the United Nations agencies, bilateral and multilateral cooperation agencies** through analysis and policy advice, the provision of financial and material resources for programs related to food security and nutrition, and technical assistance.
- **Non-Governmental and international Organizations (NGOs)** make their contribution in the following areas: advocacy and mobilization of public opinion on food security and nutrition, mobilization and provision of material resources, technical assistance, training and capacity building, community mobilization.
- **Private sector actors** involved in the food value chain.
- **National and international research actors** are responsible for developing and implementing appropriate technology on food security and nutrition that are accessible and responsive to people's needs (e.g., nutrient rich local varieties).

In the following sections, a description is given of the main on-going initiative in Benin on food and nutrition, which has been structured into three main categories: government programmes, programmes and projects implemented by UN agencies, and programmes and projects undertaken and/or supported by donor partners.

#### *3.1 Government food and nutrition programmes and projects*

The main nutrition project currently implemented by Benin Government is the '**Multisectoral Project on Food and Nutrition' (PMASN)**<sup>18</sup>. This project builds on the results of the World Bank supported **Community Nutrition Project (CNP) 2011-2013** which Plan Benin implemented on behalf of the Government in ten selected communes in Benin<sup>19</sup>. The CNP was the operationalization of the PSDAN and PNAR. The project achieved a considerable reduction of severe acute malnutrition and stunting (respectively from 14.7% to 5.6%, and from 39.6% to 32.5%, within a four year period)<sup>20</sup>. The project was based on the multi-actor

<sup>18</sup> Ref: <http://projects.worldbank.org/P143652?lang=en>

<sup>19</sup> See: World Bank, Benin Community Nutrition (P124191), Implementation status & Results Report, 05/10/2016;

<http://documents.worldbank.org/curated/en/886111468012652214/pdf/ISR-Disclosable-P124191-05-10-2016-1462922237130.pdf>

<sup>20</sup> Traoré Y & M Traoré (2016), Rapport d'Évaluation Final Projet de Nutrition Communautaire (PNC), Cotonou, Janvier 2016.

approach with implication of five local NGOs ("*approche faire faire*") and strong accent on the participation of commune-level actors like the population, existing institutions and the '*services techniques gouvernementaux*'<sup>21</sup>. Best practices that were identified through this project include the Grandmother Approach, the Positive Deviance Approach and the **community risk pooling mechanism for severely malnourished children and community-level nutrition rehabilitation home ('FARN')**.

The current PMASN project has a duration of 6 years (2014-2019), with a total budget of US\$ 28 million (credit basis). The project is implemented by the Food and Nutrition Council of Benin ("CAN"), which is the institution in Benin for multisectoral policy dialogue on the themes of food and nutrition established in 2009 when the PSDAN was adopted. Day-to-day management is assured by the SP-CAN (Permanent Secretary of the CAN), also established in 2009. A key feature of the PMASN is that, next to the line ministries and commune administrations, NGOs are playing a key role for delivery of services.

In short, the objective of the PMASN is to increase the coverage and intensity of community-based interventions related to nutrition and child growth in targeted areas. The PMASN project contains two main components (also see **Table 4** below):

1. Policy and programme development, management and coordination

This component focuses on the enabling environment within a variety of sectors, including Decentralisation (communes administration), Education (incorporation of nutrition in the curricula), Industry (food fortification), Hydraulics (water infrastructure), together with the three key sectors Agriculture, Health, and Family/Social Affairs. Other elements of work under this component are the strengthening of the SP-CAN; establishment and strengthening of joint planning and coordination mechanisms; monitoring, surveillance and reporting on food and nutrition; and advocacy and strategic communication.

2. Community mobilisation and service delivery strengthening

This component is the operational core of the project, and is about the implementation of community-based interventions implemented by NGOs through commune-level sub-project. The sub-objectives of this component are: *i*) the improvement of feeding practices for infants and young children; *ii*) the prevention and management of childhood illnesses in the household; and *iii*) the strengthening of food diversification through the production, processing and consumption by households of diversified foods. The projects may have a more food security or public health connotation and use different community mobilisation strategies. The scope of services and minimum requirements are laid down in the Terms of Reference for the sub-projects. The geographical scope has been progressively scaled to, currently, 42 communes (out of 77 communes in total), in all of the 12 departments of Benin<sup>22</sup>. Main target groups are women of reproductive age (non-pregnant, non-lactating, pregnant and lactating); adolescent girls; infant and young children under five years-old; smallholders (<2 ha).

**Table 4: Overview of the multisectoral project on food, nutrition and health (PMASN)**

Projects	Multisectoral project on food, nutrition and health
Agency	Conseil de l'Alimentation et de la Nutrition (SP-CAN)
Geographical scope	40 districts out of the 77 districts of Benin
Donor partner(s)	World Bank
Implementing partner(s)	<ul style="list-style-type: none"> <li>- 15 NGOs for community activities</li> <li>- ANCB (40 communes) and local municipalities</li> <li>- CCC: Community consultation framework (technical services of the main ministries)</li> <li>- University partners: capacity building; graduates employment</li> <li>- Agrofood companies</li> </ul>
Total budget	USD 20.8 millions

<sup>21</sup> Plan International Benin (n.d), Expériences d'un projet de nutrition communautaire genre transformateur

<sup>22</sup> Local Government is consulted to identify priority communes, based on the guidance provided by SP-CAN.

Projects	Multisectoral project on food, nutrition and health
Duration	2014-2019
Objective(s)	Community mobilisation and service delivering
Target group(s)	- children < 5yrs-old - Adolescent girls - Pregnant women
Main activities	- community-based intervention nutrition (improving infant and young child feeding practices, prevention and management of childhood illnesses at household level; bcc on diet diversification through household production, processing and consumption of diversified foods) - decentralized multi-sectoral platform

Next to the PMASN, there are two other on-going national programmes on nutrition: **Fortification of foods with micronutrients**: this nationwide initiative is led by the Ministry of Public Health (MSP), following the engagement of Benin in the fortification of largely consumed foods. A food fortification commission chaired by the Ministry of Health is in charge of the monitoring the programme. UNICEF and SP-CAN are the main partners of this programme. Three foods are mandatory for fortification:

- industrial vegetable oils**: 100% of industrial oils produced in Benin for human consumption are fortified with vitamin A (private sector partners: l'Industrie Béninoise des corps gras, Fluidor-Benin, and 'la Société des Huileries du Bénin-Bohicon') ;
- iodized salt**: artisanal salt producers (mostly women) are equipped with mobile device for rapid salt iodization (69% of households consuming salt with iodine; 2011-2016<sup>23</sup>);
- Industrial wheat flour and maize flours**: The majority of wheat flour produced in Benin by the '*Grands Moulins de Bénin*' is fortified with Vitamin B complex and iron. Industrial maize flour fortification is also supported by the West African Economic and Monetary Union (UEMOA).

The Benin Commission on Food Fortification has been established through a Ministerial Decree, and also defines the norms for fortification of wheat flour and vegetable oil, in line with the regional OAMOA and international standards. The regional food fortification logo figures on the packaging of fortified oils and flours in Benin. A quick analysis of the fortification program showed that issues of compliance need to be properly addressed to achieve a high utilization rate of the fortified products<sup>24</sup>.

Biofortification is being tested in pilot intervention by the national agronomic research institute of Benin, mainly for orange flesh sweet potato and yellow maize fortified with pro-vitamin A.

**Micronutrient supplementation** (iron tablets for pregnant and lactating women and Vitamin A for children aged 6-59 months, including deworming) is part of the regular programmes on nutrition managed by the Ministry of Public Health (MSP), with the support of UNICEF. The coverage of Vitamin A Supplementation is high (95% in 2015), which is an important achievement<sup>25</sup>. A pilot project for supplementation of household food with micronutrient powders (sprinkles) was conducted with UNICEF and recently evaluated. The results were found to be good, and an extension of the project is envisaged.

The main programme on food security that currently is implemented by Benin Government is the **Support Project for Agricultural Diversification (PADA)**: coordinated by the Ministry of Agriculture, Livestock and Fisheries (MAEP), and implemented through agricultural development pole (PDAs; figure 2). PADA is a nutrition sensitive programme developed by Benin Government that first was implemented in 2012-2016, and was extended for the period 2017-2020. It mainly supports integrated value chains and interprofessional capacity building.

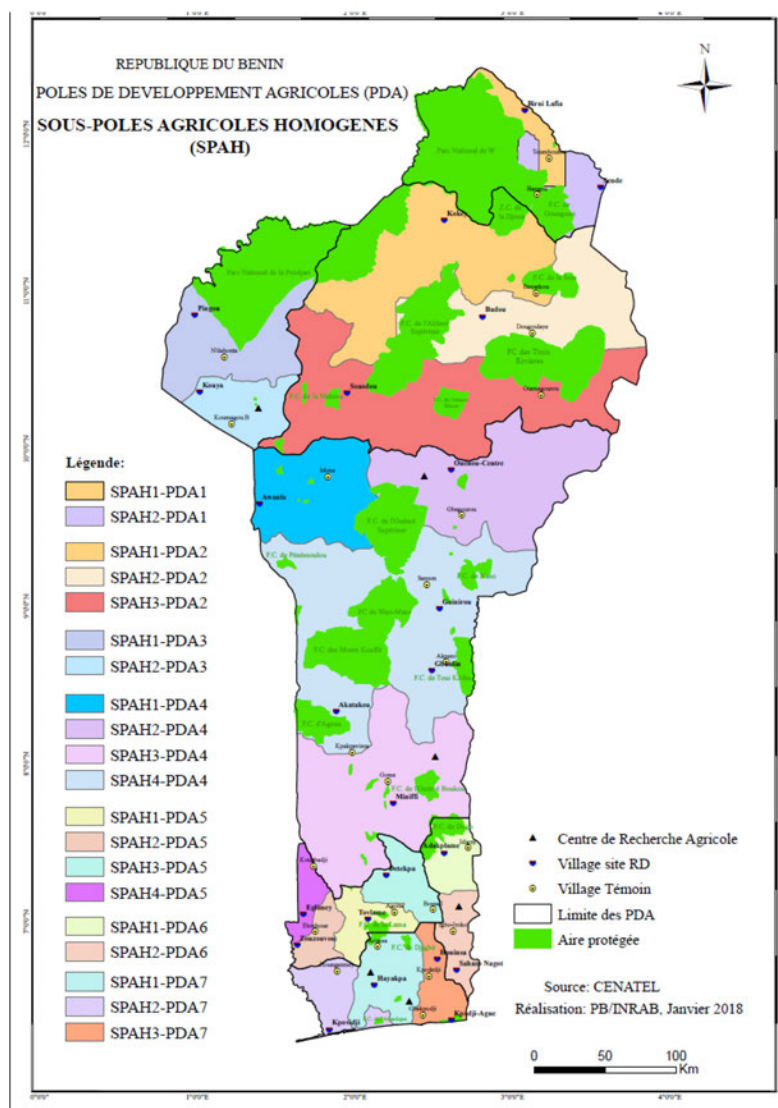
PADA focuses on the promotion of nutrition sensitive value chains, among small holders through four components:

<sup>23</sup> UNICEF (2017), The State of the World's Children 2017, Children in a Digital World; New York, December 2017.

<sup>24</sup> UNICEF (2009), Fortification des aliments : la situation au Bénin.  
[https://www.unicef.org/wcaro/wcaro\\_BEN\\_factsheet\\_fortification\\_dec2009.pdf](https://www.unicef.org/wcaro/wcaro_BEN_factsheet_fortification_dec2009.pdf)

<sup>25</sup> UNICEF (2017), The State of the World's Children 2017, Children in a Digital World; New York, December 2017.

- i) improving crop productivity and diversification;
- ii) nutrition education (balanced diets);
- iii) Reducing workload and hardness for women
- iv) supporting food processing and preservation.



PDA 1: Rice and horticulture  
PDA 2: Cotton, breeding, livestock  
PDA 3: Rice and short cycle species breeding  
PDA4: Cashew nuts  
PDA5: Citrus species  
PDA6: Maize and oil palm  
PDA7: Aquaculture and pineapple

**Figure 1: Network of Agricultural Development Poles in Benin**

### 3.2 Key UN programmes and projects on food and nutrition

Like in other countries, the UN organisations active in Benin coordinate their programmes of work through the UN Development Assistance Framework (UNDAF). The core choices that are made for Benin are to concentrate field-level activities in the Allibori region in the north of the country, in the Malanville and Karimama 'départements'). In this 'Zone de Convergence' a set of activities are implemented around food security and

nutrition, with WFP, FAO and UNICEF as key actors. At national level, the UN agencies all provide support to the Government of Benin on policy development, system strengthening, and support to national surveys for progress monitoring. Key programmes are summarised in table 5 below.

- The **United Nations Development Program (UNDP)** supports Benin on designing policies and strategies and for monitoring of achievements on the Sustainable Development Goals through advisory support services, advocacy and implementation of pro-poor and pro-growth policies and development strategies. The programming framework of UNDP focuses on poverty reduction, democratic governance; and the environment and sustainable development. Cross-cutting themes such as human rights, gender and HIV / AIDS support these strategic objectives in formulating national policies and strategies.
- The **United Nations Organization for Agriculture and Food (FAO)** provides supports and assistance for achieving efficient institutional framework and capacity building in the areas of competitiveness of the agricultural and rural sector, sustainable management of renewable natural resources, availability and dissemination of agricultural knowledge and innovations.
- The **World Food Programme (WFP)** is the food assistance agency of the United Nations System. Its mission is to fight against hunger and poverty in the world. The agency intervenes in emergencies and development actions.
  - a) School feeding programme<sup>26</sup>: The national school meals programme is the nutrition sensitive programme consuming the largest part of WFP's portfolio in Benin aimed at providing support and inputs to Benin Government for achieving universal primary education. From 2013, the school meals programme is co-funded by Benin Government and the WFP which is currently acting as sub-contractor to the Government. The programme is based on a multi-sector approach linking education, nutrition-sensitive intervention, health, agriculture, hygiene and sanitation. Implementation is done with local community involvement and partnerships with other organizations (FAO, UNICEF, and local NGOs in particular). The ingredients mainly come from small local farmers ('Home Grown School Feeding'<sup>27</sup>), encouraging community development (see Figure 2 below).
 

In Benin, WFP provides school meals to over 100,000 children in 364 public primary schools, in particular focusing on districts with high rates of poverty and chronic malnutrition, and where school enrolment rates are below the national average. Pupils receive a daily hot meal of local maize, beans, rice, vegetable oil fortified with vitamin D and iodized salt. To increase dietary diversity, parents are expected to contribute vegetables, meat, fish and condiments, and are encouraged to participate in the development of school gardens and community farms.
  - b) Emergency assistance (in nutrition and health): Next to their own programmes, all UN partners in Benin provide emergency response in zones affected by natural disasters, food/nutrition crisis, disease outbreaks (Table 5). The core choices that are made for Benin are to concentrate field-level activities in the Alibori department in the north of the country, particular in the districts of Malanville and Karimama. In this '*Zone de Convergence*' a set of activities are implemented around food security and nutrition, with WFP, FAO and UNICEF as key actors. Nutrition interventions in the ZdC include supporting the Community-based Management of Acute Malnutrition (CMAM) programme including an element of prevention of malnutrition through a blanket feeding programme during the lean months aimed at young children (UNICEF), improving drought resilience through the implementation

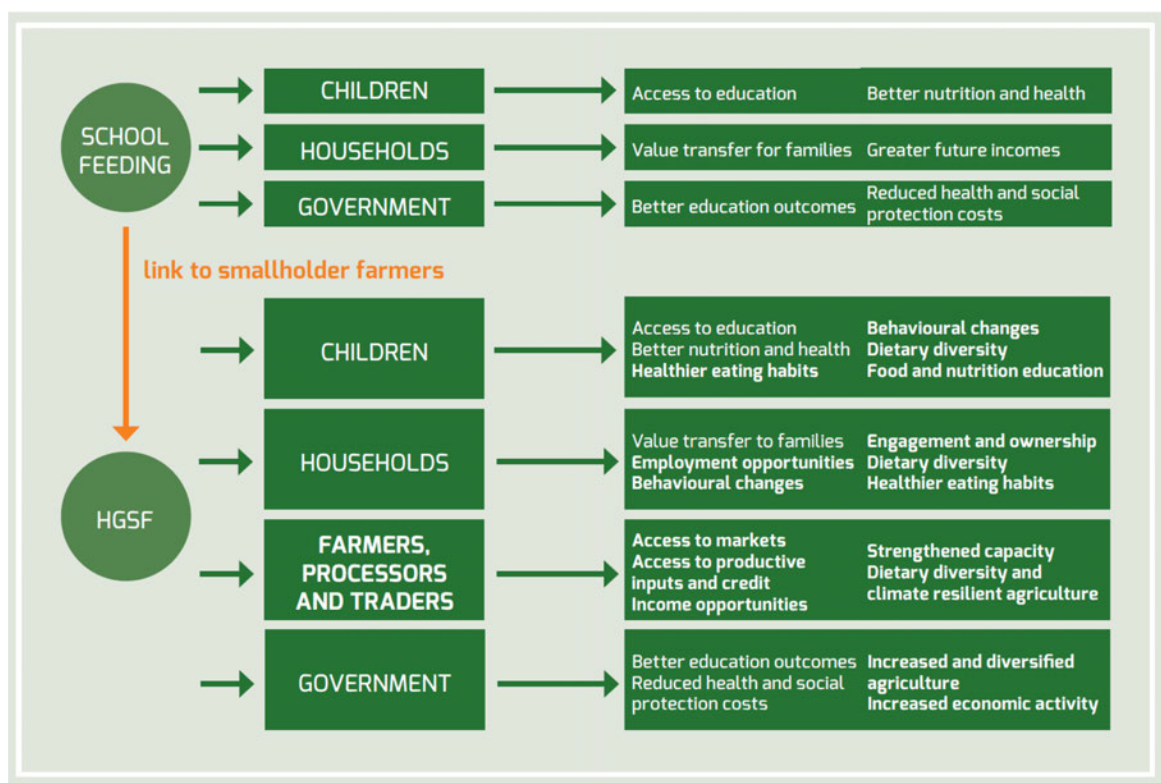
<sup>26</sup> See: [http://one.wfp.org/operations/current\\_operations/project\\_docs/200721.pdf?\\_ga=2.143698165.1541911525.1524217669-1766785721.1524217669](http://one.wfp.org/operations/current_operations/project_docs/200721.pdf?_ga=2.143698165.1541911525.1524217669-1766785721.1524217669), [https://docs.wfp.org/api/documents/76f885b6424d4fad820667cf72e6c432/download/?\\_ga=2.29005375.2099477745.1524219295-1640457734.1524219295](https://docs.wfp.org/api/documents/76f885b6424d4fad820667cf72e6c432/download/?_ga=2.29005375.2099477745.1524219295-1640457734.1524219295), and <http://www1.wfp.org/countries/benin>.

<sup>27</sup> See: <http://documents.wfp.org/stellent/groups/public/documents/resources/wfp290721.pdf>



of community works projects (Food-for-Assets), cash transfer (WFP and UNICEF), capacity building (UNDP, FAO).

- The **United Nations Children's Fund (UNICEF)** works in partnership with the Government of Benin on the effective implementation of the Convention on the Rights of the Child (CRC) and the UN Plan of Action "A world fit for children". It also supports Benin in its efforts to achieve the 'Sustainable Development Goals. Activities include capacity building, providing inputs, supplies and equipment, and monitoring. In Benin, UNICEF intervenes in the following areas:



**Figure 2: Beneficiaries and Benefits of Home Grown School Feeding**

- Survival and development of young children (package of high quality impact interventions in nutrition and health: WASH, nutrition including Community-based Management of Acute Malnutrition (CMAM), Behavioural Change Communication (BCC), which are both supported throughout the country, and distribution of MicroNutrient Powder (MNPs) and an income generation project on food-to-food fortification in the 'Zone de Convergence');
- Education (support at national level on early child development and girls education);
- Protection against violence; abuse and exploitation; HIV / AIDS; social policies and partnerships.

**Table 5: Main UN programmes and projects on food and nutrition in Benin**

Projects	School feeding	Emergency assistance	1000 first days window of opportunity (Nationwide / Convergence Zone)
<b>Institution</b>	WFP / MoE	WFP and UNICEF	UNICEF
<b>Geographical scope</b>	All departments/ in south and north except Collines and littoral 1574 schools in 19 districts	Zone de convergence Malanville and Karimama (Extreme North East)	Sanitary zones
<b>Donor partner(s)</b>	World Food Programme	UNICEF; WB, Enabel (ex Belgium technical cooperation), EU, USAID, WHO, PAM, FAO, ROTARY, GAVI, PLAN Benin, BASICS, UNIDEA and Hellen Keller International.	UNICEF
<b>Implementing partner(s)</b>	- Ministries of Education, Health, Families, Agriculture and Development - local NGO for social mobilisation to provide vegetables as supplement to the basket	- Ministry of Public Health, WB, Enabel (formerly called Belgium Technical Cooperation), EU, USAID, WHO, PAM, FAO, Rotary, GAVI, Plan Benin, BASICS, UNIDEA and Helen Keller International	Ministry of Health -WFP
<b>Total budget</b>	USD 16.1 million	(Not available)	
<b>Duration</b>	2015-2018	2015-2018	2015-2018 Extension (2019 - 2023)
<b>Objective(s)</b>	- Support a National Integrated School Feeding Approach - Provide Nutrition Support for Vulnerable Groups - Enhance Resilience of Communities in Vulnerable and Disaster-Prone Areas	Humanitarian assistance to nutrition crisis	Capacity building BCC Provide inputs and equipment to sanitary system
<b>Target group(s)</b>	- girls/women - boys/men	Vulnerable families and persons	- children < 5 yrs-old, - pregnant women - Adolescent girls - women of reproductive age
<b>Main activities</b>	- Community-based intervention (school feeding programmes, bcc in WASH and Nutrition - build national partnership capacities for mobilisation - Build and enhance the resilience of the most vulnerable communities to natural disasters in Karimama and Malanville districts	- capacity building of health agents in management of acute malnutrition, - Training of community actors ( <i>relais communautaires</i> ) in active screening of acute malnutrition - Distribution of RUTF (F75, F100) and antibiotics - Cash transfer	-Capacity building : in IYCF counselling techniques - Vitamin A supplements providing for the national immunisation day + deworming - Iron and folate supplementation - WASH : providing hand wash devices, drinking water treatment devices, building modern latrines ; -BCC in WASH

### *3.3 Externally funded food and nutrition interventions*

In Benin, various external partners are involved in projects and programmes on food and nutrition. they can be grouped into community-oriented, market-oriented and research-oriented interventions.

- a) Most community-oriented interventions within the landscape of nutrition and food security in Benin include the German cooperation (GIZ-Benin), Belgium cooperation Enabel (Ex-CTB), Care International Benin-Togo, Catholic Relief Services, Plan International Benin (**Table 6**). They usually develop their activities in consultation / collaboration with local and national NGOs, universities and research institutions. Mainly, targeted goal is the promotion of sustainable development and poverty reduction among the target groups (farmers' organizations, women, households, young farmers, infants and young children). Projects varied in nature, but focus generally on women's empowerment through agricultural income generating activities, microcredit, reproductive health, WASH, emergency responses, access to land, improving crop and livestock productivity; market access; community management nutrition of malnutrition. Usual implementation strategy include training, capacity building, supplying with inputs, providing equipment, behavior change communication.

Table 6: Externally funded community-oriented programmes and projects in Benin on food and nutrition

Projects	Integrated Nutrition Programme	Improving Food and Nutrition security	Nutrition at the center (N@C)	ProSAR	Social mobilisation
<b>Agency</b>					
<b>Geographical scope</b>	Department of Atacora; Commune Kouande (1 arrondissement; 10 villages)	Department of Atacora; 5 communes; 65 villages; 8000 households	2 communes (Dangbo - Bonou); 32 villages; (206 VSLA of 30 people)	Atacora (5 communes)	- Zou (Djidja) - Collines (Savalou, Bantè) - Zone de convergence
<b>Donor partner(s)</b>					
<b>Implementing partner(s) if any</b>	Health service; medical centre; community agents;	5 International NGO (Croix rouge, Protos - IDP - Louvain - Enabel)	Family planning - Local leaders (catalyst) - Health agents	- Plan International Benin - Enabel (Ex-CTB) - BUPDOS ONG - University of Abomey-Calavi - Municipalities of intervention areas	- VSLA (village saving and loan association ; NGO implementing nutrition programmes
<b>Total budget</b>		Euros 12.000.000	USD 1.600.000	5.800.000 euros	
<b>duration</b>	2016-2018	2015 - 2020	2013 - 2017 with extension for P4P project	2016 -2020	2016-2017
<b>Objective(s)</b>	- Promotion of Exclusive Breastfeeding - Emergency Response and Recovery - Health - Malaria - Education - Microfinance - Justice and Peacebuilding	- Promotion of Champion households in food and nutrition security - Agroforestry: PAPA (Plante Alimentaire Pluri Annuelle) - Post-production and connecting value chain actors - Integrated fishery - water cycle - garden - food preservation	- Nutrition sensible Agriculture: - Production - Fortification - Availability - Stability: Aflatoxin and food preservation - Environmental enteropathy : breeding, sanitation, health - Access to nutritious foods: promotion of high nutritive value food crops (yellow and red sweet potato)	- Improve food and nutrition security- Management of severe acute malnutrition	- Experience sharing - knowledge transfer to the municipalities - Assistance to national NGOs providing nutrition intervention services '- BCC: diet diversification; processing nutrient rich food;
<b>Target group(s)</b>	- women (lactating)/adolescent girls	- smallholders/women - Children < 5 yrs-old	- pregnant women and local leaders - vulnerable households	- 4500 Children (6 - 23 months) - women of reproductive age (13500)	- Adolescent girls - pregnant and lactating women and adolescent girls - pregnant schoolgirls - school drop-out
<b>Main activities</b>	- Microfinance - WASH; - Improving availability and accessibility of products - Capacity building - Food supplement distribution (plumpy nut + RUTF F100 et F75) Strategy: Synergy of actions with UNICEF Nutrition Programme officer - Food complement distribution to lactating women - Approach 'Model household'	- Availability: Improve productivity of food crops (Maize; cassava; fonio; vegetables - Accessibility: microfinance and market - Stability: food preservation; water cycle - Utilisation: WASH; nutrition management - Institutional assistance	- Savings and loan with women (VSLA) - Garden, agro-food processing, short cycle breeding (snail, fish, aquaculture, poultry) - Integrated poultry - fish breeding - Fish farming: promotion of ponds and tank for fishing - Capacity Building for - P4P - Agri-Food Transformation - ASSA SAN: gender and norms for early childhood - " basket approach " - Reproductive health: Family Planning	- Home garden promotion; home fortification (food-to-food); resilience in Atacora (5 districts) - Women and girls' education - BCC on nutrition and hygiene, household food production and processing (for consumption); - food preservation; - water cycle; WASH; - Acute malnutrition management	- Training and assistance to VSLA - Support to NGO involved in CMAM through FARN approach '- assistance and cash transfer to malnourished children's mothers '- assistance to fathers club (Club des Papas)

- b) **Market-oriented interventions:** the main goal of this kind of intervention is to help solve financial, physical and geographical access to nutritious or food products. Implementation includes linking different stakeholders of the same value chain, or different value chains. AgriProFocus and (most recently) Technoserve Benin are examples of such programmes.

**Table 7: Externally funded market-oriented programmes and projects in Benin on food and nutrition**

Projects	Benibiz	Connecting value chain
<b>Agency</b>	Technoserve Benin	AgriProFocus Benin
<b>Geographical scope</b>	Atacora - Mono (Lokossa); 115 SME	National and regional
<b>Donor partner(s)</b>	- NL Cooperation - SWISS Cooperation	NL Embassy
<b>Implementing partner(s) if any</b>	BoPInc International (training of the marketing agents)	
<b>Total budget</b>	(not available)	(not available)
<b>Duration</b>	2017 - 2021	Start 2011
<b>Objective(s)</b>	- Assistance and capacity building of youth and women agribusiness - Improve accessibility of households to nutritious product through proximity marketing	Facilitate dialogue between actors around agribusiness
<b>Target group(s)</b>	young entrepreneurs; 115 SME	
<b>Main activities</b>	-BCC in nutrition for marketing agents - food ingredients and complement distribution through marketing agents - BCC in nutrition for households by marketing agents - Follow-up impact of the products (3 technical advisors; 10 consultants)	- Workshop ; cocktail; learning - Organized debate - Agri-finance show (annual) - assistance to private companies

- c) **Research-oriented interventions:** they include applied research projects for improving food value chains, through innovative processing, fair market access, increasing demand, BCC, etc. This programmes are jointly implemented by research partner and private companies. Example of well-known researcher partner is the Faculty of Agronomic Sciences of the University of Abomey-Calavi, currently, in partnership with companies such as Biskara (baby foods), Sojagnon (soybean product value chain), Pépité d'Or (baby foods, food complements and food ingredients). Value chains products include soybean (soya milk, soya meat, soya cheese); moringa leaf powder, baobab pulp, fish and shrimp powder, snails, leafy vegetables, sorghum, fonio, Kersting's groundnut.

### 3.4 SWOT analysis of food and nutrition interventions in Benin

Overall, the main elements within the various food security programmes and projects implemented in Benin can be grouped into:

- a) **Securing food supply**, through the promotion of agricultural production, food processing, quality of processed and consumed products, stockpiling food security, management of an information system to monitor the evolution of food production, food prices in the markets, and the flow of food and food prospects. This component is provided by the MAEP and its sub-structures (e.g. DANA, UBETA, SONAPRA, ONASA), and also forms part of many externally supported projects and programmes in Benin.
- b) **Income Generating Activities (IGA)**: the aim is to establish a web of micro-economic businesses conducted by groups or by individuals (agri-business stakeholders), with benefits on both the supply and demand sides for food and nutrition products. Social intermediation of NGOs is required for identification of beneficiaries, business ideas and management counseling. NGOs involved in these actions are: The Hunger Project (THP-Benin), CARE International Benin, Plan International Benin, RAPDA-Benin, Network for Development of Sustainable Agriculture (REDAD), Alliance for food Security and Nutrition (SAN), PARESoc.
- c) **Rural Financing (FR)**: as a pillar for the IGA and involving a direct support component managed by the Financial Services Associations (ASF), a "loan facility", and a "risk fund" components are managed by the Federation of Savings and Mutual Agricultural Loans (FECECAM).

It is a positive finding that the set of interventions takes into account all the components of food security, but the level of coverage of each of these components however is rather variable. In fact, most of the strategies focus on food availability, and issues of accessibility, stability and use/consumption often are taken into account with a much lighter touch. That means that the 'nutrition sensitivity' is not yet getting the importance it deserves. Especially food utilization stands out as an issue which should be considered to be strengthened in order to achieve a better value-addition (contribution to development goals) for the available food products.

Apart from the agricultural research programme that investigates the most suitable and efficient technologies for products conservation, few programs address the issues of preservation, storage (stability of access to food<sup>28</sup>) and the long-term availability of products on the market. This is shown by the high availability of some agricultural products during harvest periods, and scarcity (and therefore increasing price) of these products during the shortage periods. It is common to purchase a kilogram of cowpea at 250 FCFA (local currency) on the local markets of the Department of Zou during harvest period, and at 500 FCFA two to three months later, because of the decreases in the stocks. This is due to several factors including high post-harvest losses, and the selling off of crops during availability periods, to gain cash for meeting the other needs of the household.

Strengths of these programs and projects include the fact that they aimed at poverty reduction and economic empowerment of people in the intervention areas. In addition, the involvement of local leaders in the implementation of these policies and programs is a great asset to better achieve the objectives and a high percentage of the expected results. However, it should be noted that target groups on the ground regularly report the existence of large gaps between the projects/programmes/strategies and actual implementation.

Most of the programs and projects show weaknesses regarding their interventions areas and their ability to solve communities' problems. In fact, most programmes usually target the areas classified as critical food insecurity zones, such as the departments of Couffo, Mono, Allibori, and Atacora. In these departments, only a few communes and villages are usually covered due to budget limitations. Therefore, many areas do not benefit directly from the programmes. Besides, there is also the issue of the effectiveness of stakeholders involved in the program activities. Strategies, interventions and results in the field of food security vary

<sup>28</sup> According to the Benin Platform for Food Security study report on the early warning elements of the food crisis in eight communes of Benin (PBSA, 2011), programs and policies do not put much interest into the activities funding systems for producers or cover cash needs of the farmers. Producers are therefore forced to sell off or deliver most of their production at low cost during harvest periods, thus being exposed to the risk of food insecurity.

throughout the country, while there are also some weaknesses in the coordination at national level. Overall, key shortcomings in food security programmes and projects include:

- lack of monitoring and evaluation
- lack of proactivity of the stakeholders
- under-exploitation of the local resources of the regions
- inadequate management of the available resources
- targeting only the poor.

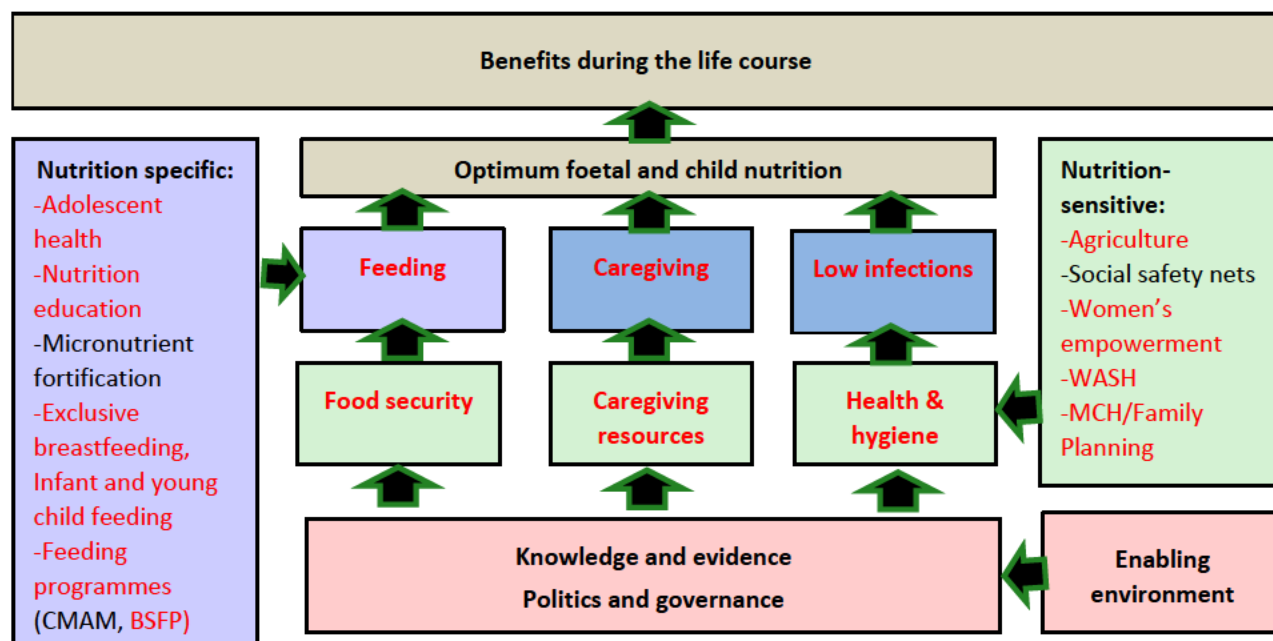
A key challenge is that the long-term effectiveness of programs and activities remains limited because they depend largely on external funding, thus raising the issue of sustainability of project activities/program by the intervention groups and mainly by the beneficiaries, leading to the depletion of funds at the end of the project/program. Other challenges are that the management of food security remains complex with the weather conditions or climate change that do not allow to foresees a better future for rural populations if the appropriate actions are not taken, although some programs aimed at adapting to / mitigating climate change.

## 4 Options for EKN support on nutrition

As indicated in the ToR, the intention for the new programme is to establish a scalable and sustainable business model centred around nutritious food product delivery in combination with nutrition education activities for promotion of healthy living and tackling of cultural aspects of nutrition. Based on the 2013 Lancet Framework on nutrition which is based on a strong evidence base on what are key factors behind malnutrition, the outlines of four different types of potential nutrition programmes are presented here as input for discussion and decision-making by the EKN Benin for a new investment in nutrition in Benin:

- Option 1: An Integrated Community Nutrition Programme
- Option 2: Home Grown School Feeding Programme as entry point for nutrition improvement
- Option 3: Agriculture and WASH as entry point for community-level nutrition improvement
- Option 4: A focus on adolescent girls as entry point for community-level nutrition improvement

### Option 1: An Integrated Community Nutrition Programme



**Short description and justification:** This option has a strong multi-sectoral focus in which there is a wide range of activities that combine nutrition-specific elements with nutrition-sensitive activities in agriculture / food security, gender aspects, WASH & hygiene, and/or Mother and Child Health (incl. family planning). This option covers most of the boxes in the diagram and replicates the type of programmes that are undertaken under the World Bank funded PMASN programme. The approach was first used in Benin in the CNP project implemented by Plan International (2011-2013) which forms the basis for the current PMASN programme supported by the World Bank. Other sources of experiences and learnings on this type of programmes implemented in Benin are the AMSANA programme by Enabel (formerly called CTB), the PROSAR programme by GIZ, and similar programmes by CARE International, CRS, and Plan International. As there is a wide information base gathered through all of these programmes, it can be expected that this option will have a fair chance of being successful. Some preliminary ideas that were provided during the interviews with key



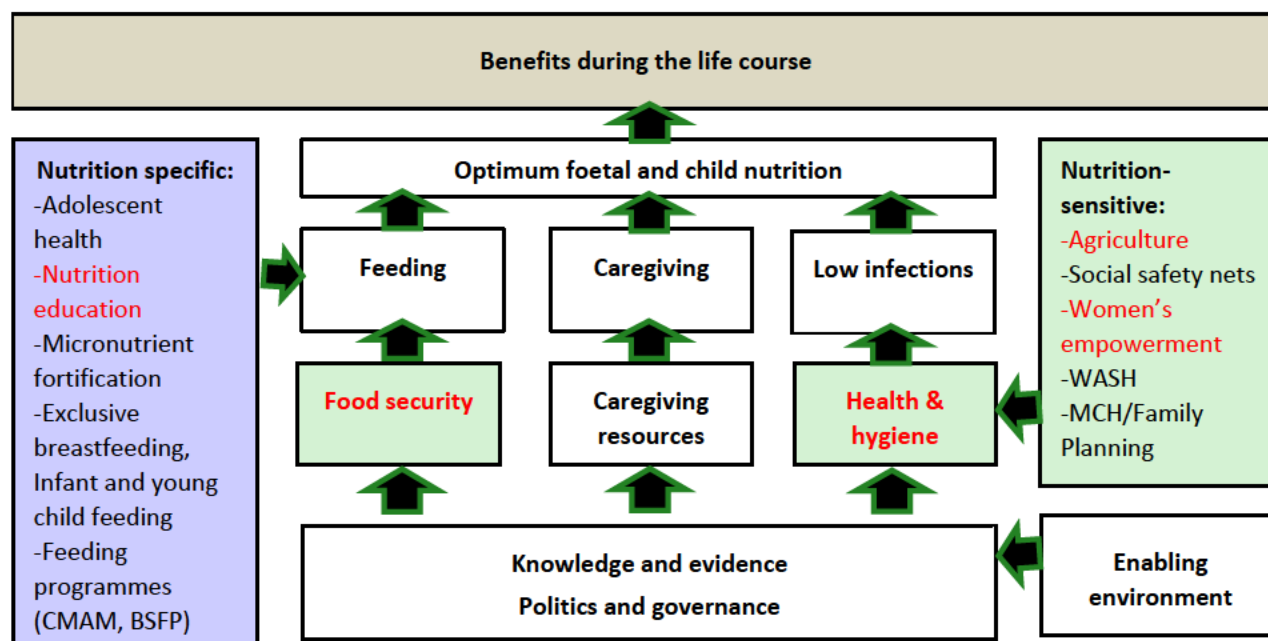
stakeholders on nutrition in Benin are to focus on an area which is not yet very well covered by existing projects, like e.g. the Collines '*Département*'.

**Main expected results:** An integrated package of interventions that includes delivery of a nutritious food and a strong BCC component can be expected to be able to contribute to achievement of improved nutritional status of children and young women. This is in particular the case if resources are not spread too thinly with a carefully composed set of project activities and a clear geographical scope. Through a strong focus on focus on three key underlying causes for malnutrition (Inadequate hygiene and sanitation practices, inadequate infant and young child feeding practices, unavailability or lack of access to enough diversified foods of high nutrient value throughout the year), it is likely that improvements can be realised at the level of the immediate causes of malnutrition (repeated bouts of illness among children; inadequate dietary intake among children), and through that, on the nutritional status of the main nutrition target groups: infants and young children, adolescent girls, and women of reproductive age.

**Methodology and type of partners:** The various community-based interventions under the PMASN provide good references on what such an integrated approach could look like, but insertion of some new (pilot) elements is recommended as well. Plan International would be a good potential partner organisation for such a programme.

**Cost-efficiency and cost-effectiveness aspects:** Information on these aspects is not readily available from available documentation and not possible to collect through interviews. Suggested to elaborate this analysis as part of the project formulation process for the selected option.

## Option 2: Home Grown School Feeding programme as entry point for nutrition improvement



**Short description and justification:** In this option, the focus is on a direct feeding activity that is part of the nutrition-sensitive interventions category, in combination with some 'nutrition-specific' BCC components. Within Home Grown School Feeding (HGSF) programmes, schools are the mechanism for delivery of nutritious food to children of school-going age (can range from pre-primary to primary to secondary; the latter would include reaching out to adolescent girls), and they also support nutrition-sensitive agriculture. Next to the provision of meals to school children, the HGSF model focuses on using the school feeding programme as entry point for nutrition-sensitive agriculture and BCC activities that reach out to households and the community level on healthy diets including with nutrient-rich locally produced foods. In order to align with the focus on specific nutrition target groups under the 1,000 days approach, a new element to be added to this would be the integration of additional messages on Infant and Young Child feeding messages (IYCF), plus healthy meals for girls and women of reproductive age. This option would thus become a sort of pilot programme that marries Home Grown School Feeding with the SUN approach. The programme would deserve to be well monitored so that evidence on the potential effectiveness of reaching out to the main nutrition target groups through a school feeding programme could be generated.

**Main expected results:** The main impact mechanism for this option is focused on contributing to scholastic achievements of primary/secondary school children<sup>29</sup> through provision of a nutritious snack or meal that allows the pupils to concentrate during class hours. However, other impacts potentially could be achieved as well that are much beyond the actual 'feeding of pupils':

- utilisation of the schools as a delivery channels for key messages on good health and nutrition behaviour, including familiarisation of villagers with new food products / crops, and balanced meals;
- provision of an outlet channel for (locally) processed foods which potentially can create further demand for such products – thus stimulating income generation opportunities for e.g. women's groups and others. This option thus also provides excellent opportunities for establishment / strengthening of women's cooperatives and/or other local producers groups. This would preferably be done in a phased manner.

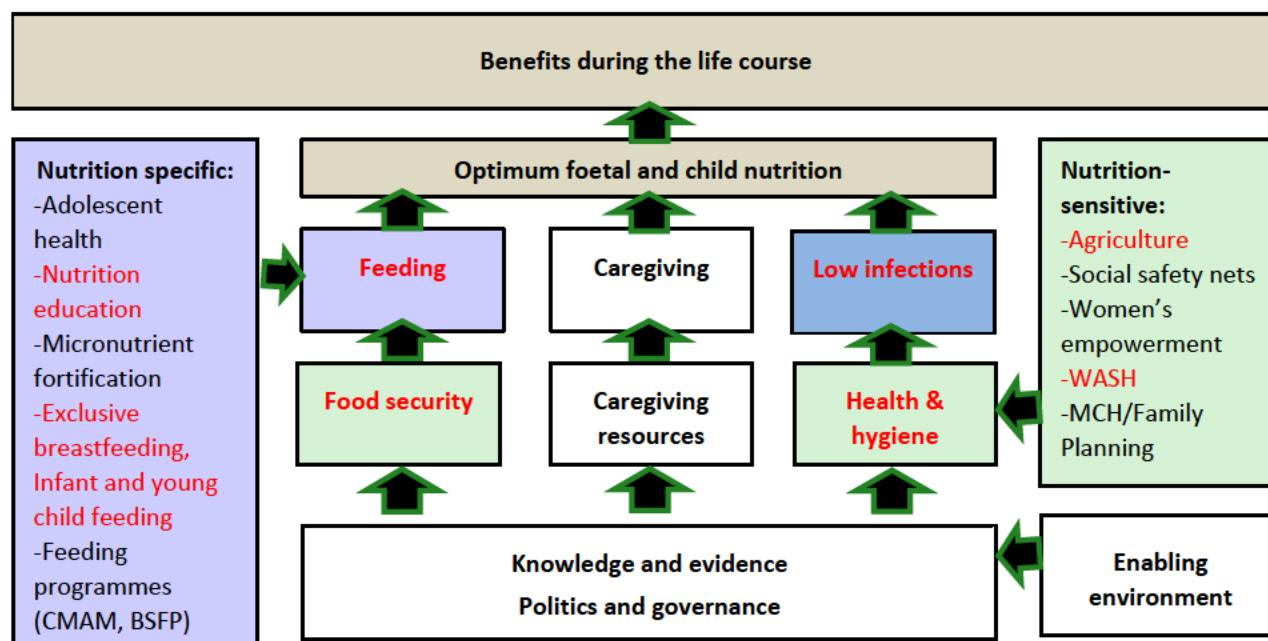
<sup>29</sup> It could be investigated whether options exist to expand to pre-primary (kindergartens) so as to provide nutrition support to a younger age group as well.

It needs to be underlined however that in contrast with option 1, the focus is less directly on the 1,000 days target groups and the impacts for improvement of maternal nutrition, young child feeding, caregiving and reduction of infections (key elements within the SUN approach for reducing chronic malnutrition) thus cannot be expected to be very high.

**Methodology and type of partners:** Alongside the contribution to the national school feeding programme in Benin, a core characteristic of this option could also be that the education sector is used as key entry point into the community. Further work is needed to develop the business model for production and processing of nutritious foods in line with the Beninese country context.

**Cost-efficiency and cost-effectiveness aspects:** WFP Benin will probably be able to provide information on costs aspects for the school feeding programme in Benin, which can be used as key input for elaboration of the budgets for this option, if selected. Such information is usually internal and not readily available from publicly available documentation. It would be required to develop some options (logframes and budgets) on how to incorporate the additional elements that form part of this option: delivery of health messages to households, and integration of (locally) processed foods as part of the school meals. Suggested to elaborate this analysis as part of the project formulation process for the selected option.

### Option 3: Agriculture and WASH as entry point for community-level nutrition improvement



**Short description and justification:** This option is centred around the promotion of particular agricultural value chains which produce highly nutritious foods, like sorghum and millet in the north of Benin, and soybeans and niébé in the central and more southern parts of the country. Other activities for delivery of nutritious foods that could form part of a programme under this option are the promotion of fish production, and horticulture with focus on vegetables production. Such intervention can be accompanied by other elements like improvement of WASH conditions and spreading of key health and nutrition messages (the BCC component) to be spread through local clinics and other mechanisms. This option can be seen as variant of Option 1 which builds on the integrated community nutrition programmes that already exist in Benin. A choice for this Option 3 could be relevant in situations where there is a need to cut down on the comprehensiveness of the programme. A focus on a more restricted number of sectors to be covered in the programme might be better in settings where service provision levels from the Government's side are low, and where available (local) NGO partners have more sector-based capacity profiles.

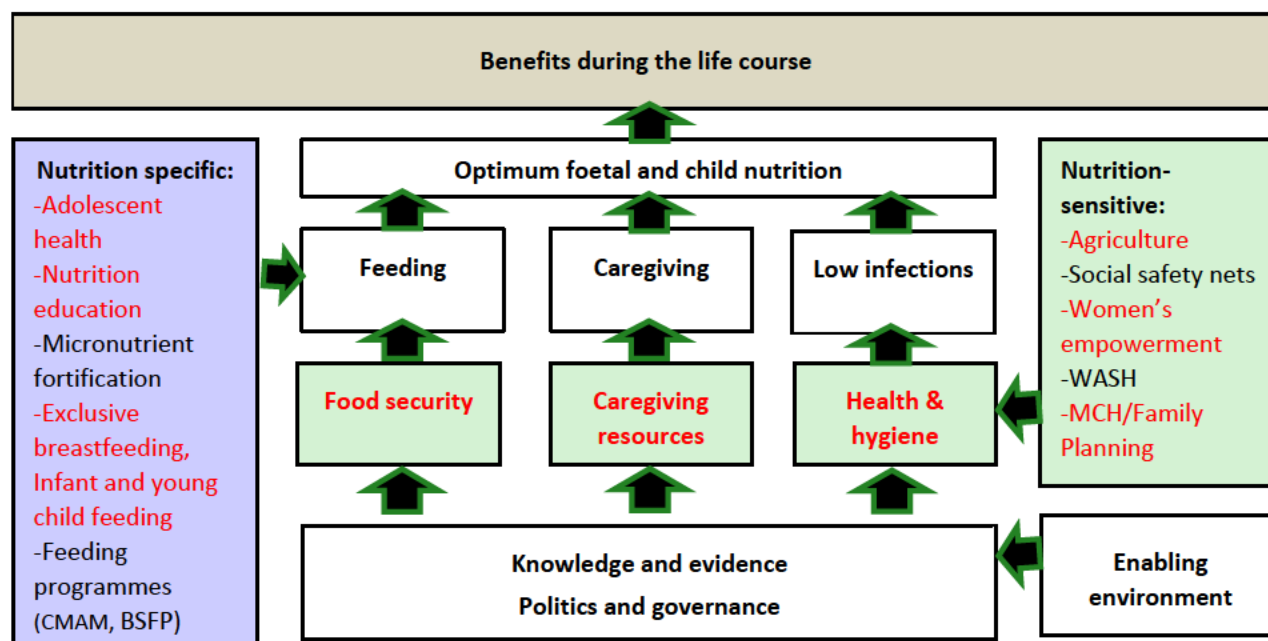
**Main expected results:** The main impact is at the level of the nutrition status of households, including young children. This is to be achieved through improving two key underlying causes behind malnutrition: (a) Unavailability or lack of access to enough diversified foods of high nutrient value throughout the year; and (b) Inadequate hygiene and sanitation practices. Similar to option 1, it is likely that this leads to improvements at the level of the immediate causes of malnutrition (repeated bouts of illness among children; inadequate dietary intake among children), and through that, of the nutritional status of the main nutrition target groups: infants and young children, adolescent girls, and women of reproductive age.

**Methodology and type of partners:** In this option, the main focus is on nutrition-sensitive activities that address some key immediate and underlying factors behind malnutrition: food security aspects in combination with components on health and hygiene. The latter includes a BCC component focused on improvement of nutrition behaviour, primarily focused on or including nutrition target groups like young women and infants and young children. The implementation of this option could involve a mix of support activities to strengthen the Small and Medium Enterprises (SME), e.g. through NGOs like SNV, or AgriProFocus, in combination with efforts on WASH and for promotion of healthy lifestyles including good nutrition through NGOs with good track record on Behavioural Change Communication (BCC) activities, like e.g. Plan International or any other main

NGOs with a strong track record on nutrition. It would need to be studied what the most appropriate geographical scope would be for this option, also in line with the field presence (and local strengths) of the agencies that would be contracted as the core implementation framework for the programme.

**Cost-efficiency and cost-effectiveness aspects:** Information on these aspects is not readily available from available documentation and not possible to collect through interviews. However, as this option will basically replicate / build on elements that are already present in programmes under the PMASN, it could be possible to analyse the logframes and budgets for some of these projects as part of the project formulation process in case this option is selected.

#### Option 4: Focus on adolescent girls as entry point for community-level nutrition improvement



**Short description and justification:** This last option presented here is the most innovative: a straightforward focus on supporting adolescent girls in order to capture the future mothers before they get pregnant. Because this approach would be different from what already exists in Benin, there would be good complementarity and potential synergies with existing interventions that are supported by EKN Benin in the area of food security and in the area of reproductive health.

**Main expected results:** The aim is to address another set of key underlying root causes behind malnutrition: early marriage, teenage pregnancies on the one hand, and limited knowledge among this group about healthy lifestyles and good nutrition on the other. Similar to what is mentioned for the other options, addressing root causes is likely to have an impact on the immediate causes of malnutrition (repeated illnesses and inadequate consumption patterns), and, through that, on the nutritional status of the main nutrition target groups: infants and young children, adolescent girls, and women of reproductive age. Beyond that, through its strong gender focus, this option is also expected to have positive impacts on the status of women in society.

**Methodology and type of partners:** This option would contain strong BCC elements, that can be combined with efforts to establish a business model for local production and processing of nutritious foods. In that sense, this option could also contain various elements that are presented under option 2, in particular in relation to demand creation and thus the provision of an outlet channel for processed foods for enrichment of local diets, the production of which could involve local women's groups and others.

The choice for this option implies that new elements will be added to the set of activities already undertaken by the partners on reproductive health. There are two sub-options here: (a) either to train the existing set of partner agencies on new topics (for which a technical agency, or e.g. the University of Abomey – Calavi could be involved); or (b) to adopt a consortium approach where agencies specialised in reproductive health / support to adolescent girls will collaborate with other agencies that can take care of the processed food production activities and the generation of demand for these products.

On top of that, there are various ways in which the promotion of healthy lifestyles including avoidance of teenage pregnancies, better child spacing, good nutrition and appropriate child care (the BCC elements) can be taken up by one or both consortium partners, e.g. to involve an agency like Plan International to help

design the BCC elements and provide overall training and support to the agencies that will implement this component at field level.

It seems logical for the implementation of this option to seek connections with the partner organizations for the parts within the EKN portfolio that focus on reproductive health. If the choice is made to build on what already exists in this sector (areas where these NGOs are already active) rather than establishing new outreach networks, that could automatically determine the geographical scope for the implementation of this option.

**Cost-efficiency and cost-effectiveness aspects:** As this would be a new type of approach, such information is not available from existing project documentation, nor from more general literature. If this option is selected, it is suggested to undertake some modelling of costs and results for various 'implementation approaches (various geographical scales, stand-alone project or piggybacked to existing programmes, etc.)

# Annex A: Terms of Reference

**Terms of Reference:  
Exploration (and formulation) mission :  
Nutrition programme in Benin  
Cotonou, November 2017**

## **1. Background EKN**

### *1.1 Multi-annual strategic plan (MASP)*

The current MASP of the Netherlands Embassy in Benin can be found here: <https://www.rijksoverheid.nl/documenten/rapporten/2014/02/05/meerjarige-strategische-plannen-mjsp-2014-2017>.

The focus of the Embassy is to reach improved food and nutrition security by establishing an environment in which agriculture, agro-businesses and access to quality food can thrive for both men and women. This environment requires a number of preconditions that need to be improved to move gradually from a subsistence-based model to a market-based model, driven by well-functioning markets in which demand and supply meet, backed by appropriate institutions and investments, while increasing local revenues and decreasing vulnerability.

### *1.2 Food Security and Nutrition*

The embassy drives structural sustainability and profitability of the agri-food sector by addressing critical preconditions, such as private sector development, infrastructure and land rights. The embassy encourages a stronger role for markets and private partners (business, knowledge institutions), including stronger links between partners in The Netherlands and Benin.

### *1.3 Aid trade and investment*

In accordance with the objectives of the policy for Aid and Trade, the longer term outlook assumes a gradual reduction of aid in favour of trade. The potential for more Dutch commercial involvement in Benin remains underexploited, and the embassy is pursuing an active policy to broaden the interaction between the two countries.

## **2. Context Benin**

### *2.1 Food and nutrition situation*

Despite some improvements, the food and nutrition situation in Benin continues to be classified as "serious" in the 2016 Global Hunger



Index<sup>30</sup>, and much of the population is confronted with food insecurity, wasting and stunting, and micronutrient deficiencies. Rates of prevalence vary at times strongly among regions and between rural and urban households.

A Comprehensive Food Security and Vulnerability Analysis (CFSVA) conducted in 2013 estimated that 11 percent of the population is moderately and severely food insecure and 34 percent have limited or poor food consumption. However, these rates often conceal regional disparities. The same analysis found that food insecurity affects 29 percent of the population in Couffo region, 28 percent in Mono, 25 percent in Atacora, 40 percent in Bopa district and 39 percent in Karimama district. This study further showed that the key factors contributing to food insecurity in Benin are: i) poverty and market dependence; ii) high food prices; iii) limited means of production among those engaged in subsistence agriculture; iv) difficult physical access to markets; and v) natural disasters.

## 2.2 Gender

Gender analyses show that women are affected disproportionately and differently by poverty; this is reflected in literacy rates and other social indicators; in particular, women's access to education, health and productive assets is constrained. The Gender Development Index shows that gross national income is USD 1,673 for women compared with USD 2,287 for men; and that the expected years of schooling for women is 10.5, compared with 13.7 for men. The percentage of men with at least some secondary education (30.8 percent) is almost double that of women (15.8 percent).

## 2.3 Stunting and wasting

Stunting and wasting are caused by poor maternal nutrition, inadequate feeding practices, food insecurity, lack of diversified diet and poor hygiene. Women return to agricultural work a few days after giving birth, which reduces breastfeeding, and infants are usually entrusted to grandparents who may persist with traditional feeding practices. Men receive more food at meals than women and children, and they control decision-making (for example husbands may not allow their wives to take wasted children to therapeutic feeding centers).

## 2.4 Food systems

The three main crops cultivated in Benin and their share of total agricultural production are cassava (39%), yams (33%) and corn (15%). These, as well as beans, rice, peanuts, cashews, pineapples, other tubers, and vegetables and fruits are grown for local subsistence and for export to neighboring countries through informal cross-border trading activities. The sustainability of Benin's food systems is threatened by population growth, soil erosion,

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<sup>30</sup> See: <http://ghi.ifpri.org/countries/BEN>

exposure to natural disasters, reduced land productivity, land and environmental degradation, and climate change.

### 2.5 Government policy

The new Government Action Programme (GAP) covering a period of 5 years (2016-2021) is divided into three pillars:

- 1) Consolidating democracy, the rule of law and good governance;
- 2) Initiating structural transformation of the economy
- 3) Improving the living conditions of the populations.

Reducing levels of food insecurity and poverty, especially in rural areas, is a national priority. Through its Strategic Plan for Food and Nutrition Development, Benin has put nutrition at the heart of development with specific intervention activities and nutrition-sensitive interventions within a multi-sectoral approach. Including a national school meals policy, for which it recently signed an agreement with WFP for 27 billion FCFA, to feed 352.000 schoolgoing children during four years (approximately EUR 29 per child per year).

## 3. Objective and deliverables of the mission

The objective is to explore the possibility to develop or co-fund a programme that improves of the nutritional status of children and young women in Benin.

Important aspects of the programme are:

- Design of a scalable and sustainable business model(s) for nutritious food product delivery (by the private sector)
- Campaign that leads to behavioral change for healthy living and tackling cultural aspects of nutrition

This mission is providing support to the Netherlands Embassy in Benin to design and formulate a possible new intervention in nutrition and includes the following deliverables:

1. Evaluation of the Benin government policy and strategies regarding nutrition also in light of the policy framework of the NLMFA as well as evidence-based research and good practices worldwide.
2. Problem formulation: what are the main problems and constraints with regard to nutrition in Benin that need to be addressed.
3. Quickscan of ongoing initiatives in nutrition including a comparison regarding (at least but not limited to) the following elements: (geographical) scope, donors and partners, beneficiaries/target group, budget, sustainability, reach, cost per beneficiary, etc.
4. Mid-term restitution meeting with presentation by the consultant of existing initiatives (in Benin but possibly also elsewhere) that fit within the Dutch FNS policy as well as in the Benin government policy.

5. A) Assessment of the initiative(s) identified by the embassy during the mid-term restitution meeting. The assessment includes: a review of the methodology (clearly identifying which aspects/constraints etc of nutrition are tackled and which not), theory of change/logframe, sustainability, cost-efficiency and (cost-)effectiveness.
- B) In case no initiative is identified under 3 or in case it would be recommended to design a new programme, the consultant is requested to develop the outline (including a theory of change) for a new programme

#### **4. Methodology**

The mission will adopt the following methodology:

- ✓ Review of literature
- ✓ Data collection
- ✓ Meetings with resource persons, stakeholders, businesses (food industry) etc.
- ✓ Individual interviews and focus group with main stakeholders
- ✓ Analysis and report write up.

#### **5. Resources**

The following resources (organizations, persons documents) need to be taken into account for the mission (non-exhaustive list):

##### **Organizations & persons:**

1. World Food Program (WFP)
2. UNICEF
3. World Bank
4. Conseil National de l'Alimentation et de la Nutrition (CAN)
5. SUN
6. Ministère de l'Agriculture, de l'Élevage et de la Pêche (MAEP)
7. Ministère du Plan et du Développement
8. Institut National de la Sécurité Alimentaire (Université d'Abome-Calavi)
9. Institut National de la Statistique et de l'Analyse Economique (INSAE)
10. CRS Benin
11. Plan International Benin
12. GIZ ProSAR
13. USAID
14. Bornefonden
15. Care Benin
16. Coopération belge (CTB)
17. Technoserve/BoPINC (Benibiz)
18. The Hunger Project
19. Afri-Veg project
20. Food (processing) industry

### **Relevant documents**

- Rapport de mission du EC-NAS au Bénin : Diagnostic sécurité alimentaire et nutritionnel du 20 au 24 février 2017. Final
- Stratégie Nationale de Communication pour le changement social et comportemental pour la promotion de la nutrition au Bénin et son plan opérationnel
- Plan Stratégique de Développement du Secteur Agricole (PSDSA)- PNIASAN
- Rapport de l'Analyse Globale de la Vulnérabilité à la Sécurité Alimentaire 2017 (report foreseen for oct. 2017. INSAE).

### **6. Duration of the mission**

The mission will be executed in Benin during a max of 20 working days (total).

### **7. Qualifications**

The expert(s) need to have :

- 1) Relevant PhD or Masters or equivalent diploma in the field of nutrition or a related field
- 2) At least 10 years of experience in implementing and/or evaluating and/or designing large scale nutrition programs in the context of international development
- 3) Fluent in French language

### **8. Proposal**

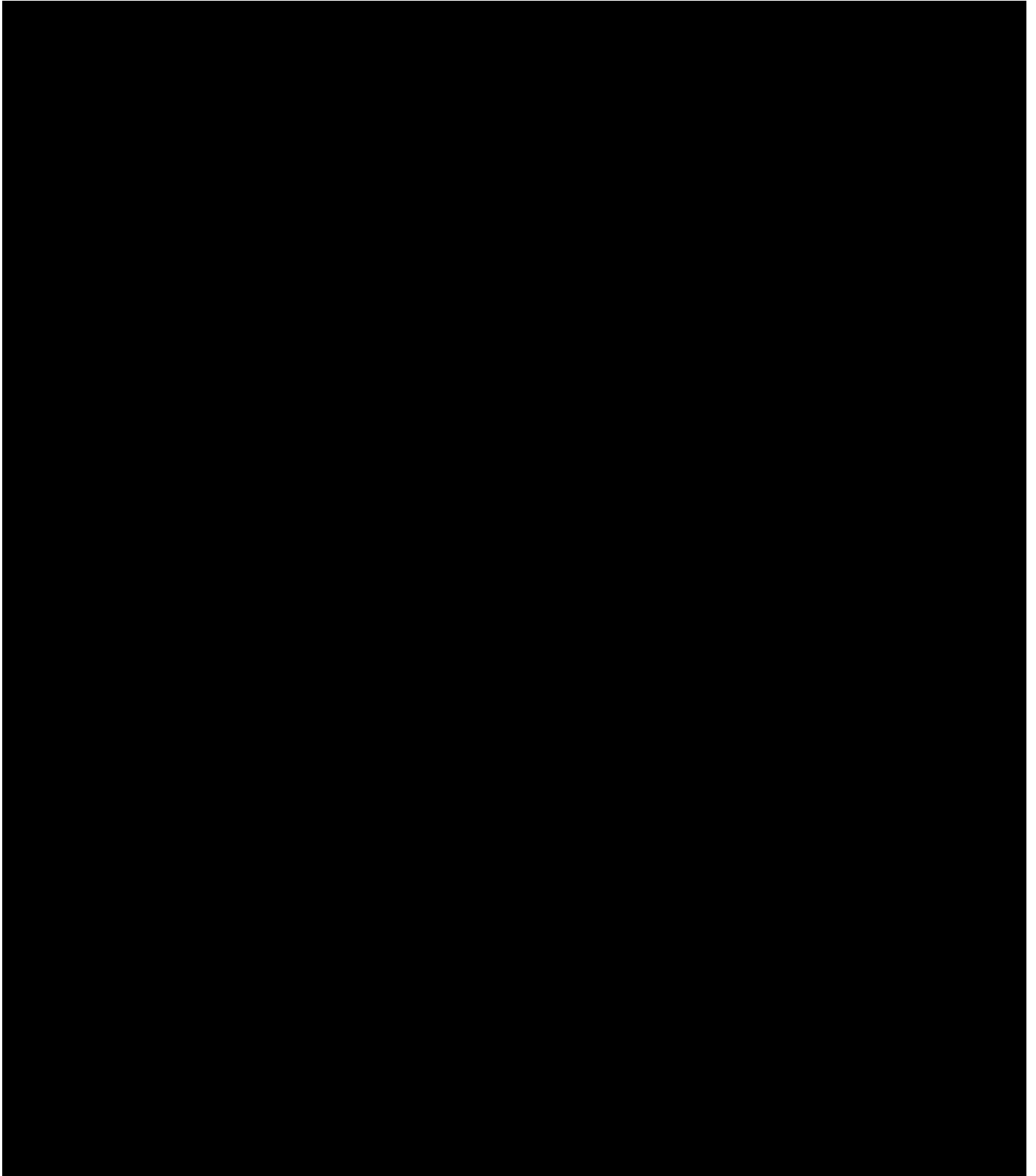
The Consultant can submit a technical and financial offer to the embassy by ..... The technical proposal includes: methodology, activities, workplan and CVs of the proposed expert(s). The financial proposal includes a detailed budget with the fees and number of days per expert(s), the travel costs (local and international), accommodation and per diem, other costs and taxes.

### **9. Contact**

Embassy of the Kingdom of the Netherlands to Benin

[REDACTED] et COT-OS@minbuza.nl

## Annex B: Itinerary and list of people met



## Annex C: Literature used

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## Annex D: Benin Country Context Overview<sup>31</sup>

Benin is bordered by Togo to the west, Nigeria to the east, and Burkina Faso and Niger to the north. As of 2016, it had an estimated population of 10.9 million. With the support of its partners, Benin has been able to undertake important economic and structural reforms.

### Political Context

Benin has a stable and democratic government. Since the end of a Marxist-Leninist regime in 1989, it has organized six presidential elections, seven legislative elections, and three local elections peacefully. Presidential elections held in March 2016 were won by the multi-millionaire and cotton sector tycoon, Patrice Talon. In December 2016, the new government adopted an ambitious development program called “*Programme d’Actions du Gouvernement*” structured around 45 flagship projects aimed at improving the productivity and living conditions of the population.

President Talon’s proposals to reform Benin’s political model were rejected by parliament in April 2017. These included the introduction of an independent Auditor General’s Office; a new method of appointing members to the Constitutional Court; the simplification of procedures in the High Court of Justice; and a revamping of political party funding. The socio-political atmosphere remains largely favourable and conducive for reforms, but economic expectations remain high and there is pressure on the government to accelerate efforts to reduce high youth unemployment, address poor living standards, accelerate economic growth, and improve the quality of public services.

### Economic Overview

Benin’s economy relies heavily on informal re-export and transit trade to Nigeria, which makes up roughly 20% of GDP, and on agricultural production. The tertiary sector as a whole accounts for 50% of GDP, while agriculture accounts for approximately 25% of GDP and between 45% and 55% of the country’s employment. The economy is characterized by a high degree of informality, representing an estimated 65% of the total economy and employing over 90% of the labor force. Real GDP growth is projected to accelerate to 5.4% in 2017, from 4.0% in 2016. Growth has been relatively significant in recent years at 4.8% in 2012, 7.2% in 2013, and 6.4% in 2014, but decelerated to 2.1% in 2015, mainly due to a slowdown of re-export activities and a fall in agriculture production. Cotton production reached approximately 451,000 tons in 2016 from 269,218 tons in 2015, and the government expects an increase of 11% in 2017. Industrial production growth will accelerate at 7.2% in 2017, from 4.5% in 2016. The sector will benefit from cotton ginning activities, as well as dynamism in the construction sub-sector linked to the implementation of a government investment plan. Inflation is estimated at -0.8% for 2016 and is projected to remain under the West Africa Economic Market Union’s target of 3% in 2017. With the partial implementation of the PAG, Benin’s overall fiscal deficit (including grants), will increase in 2017 to 7.9 % of GDP, from 6.2% in 2016; and decrease thereafter to 4.1% and 1.9% of GDP in 2018 and 2019 respectively.

### Social Context

Despite moderate GDP growth of between 4% and 5% annually over the past two decades, poverty remains widespread and often on the rise in Benin. National poverty rates were

<sup>31</sup> Taken from: <http://www.worldbank.org/en/country/benin/overview#1>. Last updated: 17 October 2017.

37.5% in 2006, 35.2% in 2009, 36.2% in 2011, and 40.1% in 2015. Female-headed households experience lower levels of poverty (28% compared to 38% for male-headed households), but women remain more vulnerable and continue to suffer from a lack of economic opportunities. Women are also underrepresented in high-level decision-making positions. The education and health sectors represent a significant share of annual public expenditure (on average 23% of public expenditure is allocated to education and 7% to the health sector). Significant efforts are needed to ensure more equity in their geographical distribution and greater effectiveness and efficiency in the management of these two sectors.

### **Development Challenges**

Benin is vulnerable to exogenous shocks, primarily: adverse weather conditions, terms of trade shocks (cotton and oil prices), and developments in Nigeria. The outlook for 2017 is clouded by the impact of a possible further depreciation of the Nigerian naira, which will be felt through more reduction in re-exports and exports to Nigeria, as 80% of Benin's imports are typically destined for Nigeria via informal cross-border trade.

The government needs to accelerate reforms to reduce poverty and promote shared prosperity. Despite some progress, a weak business environment continues to be a deterrent for domestic and international investors. In Doing Business (DB) indicators, Benin ranked 153 in DB2016 and 155 in DB2017, but made progress on "starting a business" as well as on "getting electricity." However, more needs to be done to improve access to credit and tax payments.

In addition, Benin continues to face major corruption challenges, ranking 95 out of 175 countries in the Transparency International's 2016 Corruption Perceptions Index (it was ranked 83 in 2015).



## Annex E: Nutritional status in Benin by Department

Department	Global Acute Malnutrition (Weight-for-Height < -2 SD) children 6-59 months			Stunting (Height-for-Age < -2SD) Children 6-59 months			Anaemia (<11 g/dl) Children 6-59 months			Anaemia (Non pregnant < 12 g/dl; Pregnant < 11 g/dl) Women reproductive age		
	DHS 2006 <sup>32</sup>	DHS 2012 <sup>33</sup>	MICS 2014 <sup>34</sup>	DHS 2006	DHS 2012	MICS 2014	DHS 2006	DHS 2012	MICS 2014	DHS 2006	DHS 2012	MICS 2014
Allibori	11.3%	NA	NA	63.1%	NA	NA	89.7%	60.4%	NA	67.1%	29.4%	NA
Atacora	16.0%	NA	NA	39.1%	NA	NA	84.2%	69.2%	NA	57.1%	41.6%	NA
Atlantique	9.8%	NA	NA	39.9%	NA	NA	75.2%	59.1%	NA	64.6%	44.8%	NA
Borgou	10.8%	NA	NA	46.8%	NA	NA	69.6%	66.6%	NA	49.5%	42.4%	NA
Collines	6.5%	NA	NA	42.6%	NA	NA	84.4%	43.7%	NA	58.6%	31.9%	NA
Couffo	3.9%	NA	NA	37.8%	NA	NA	83.1%	59.0%	NA	53.2%	36.2%	NA
Donga	15.4%	NA	NA	40.8%	NA	NA	88.1%	32.8%	NA	56.6%	21.4%	NA
Littoral	5.3%	NA	NA	26.2%	NA	NA	60.3%	42.7%	NA	64.9%	40.8%	NA
Mono	5.6%	NA	NA	44.7%	NA	NA	76.4%	56.5%	NA	61.0%	38.1%	NA
Oueme	6.8%	NA	NA	37.0%	NA	NA	76.8%	62.6%	NA	74.8%	47.3%	NA
Plateau	10.0%	NA	NA	45.1%	NA	NA	83.2%	85.6%	NA	63.4%	76.1%	NA
Zou	3.5%	NA	NA	52.5%	NA	NA	73.8%	50.3%	NA	55.8%	34.4%	NA
<b>National</b>	<b>8.4%</b>	<b>NA</b>	<b>4.5%</b>	<b>43.1%</b>	<b>NA</b>	<b>34.0%</b>	<b>78.1%</b>	<b>58.3%</b>	<b>NA</b>	<b>61%</b>	<b>41.4%</b>	<b>NA</b>

<sup>32</sup> INSAE, PNSA & ORC Macro (2007), Enquête Démographique et de Santé (EDSB-III), Benin, 2006, Calverton, November 2007; <https://dhsprogram.com/what-we-do/survey/survey-display-289.cfm>

<sup>33</sup> INSAE & ICF International (2013), Enquête Démographique et de Santé (EDSB-IV), Benin, 2012, Calverton, October 2013; <https://dhsprogram.com/what-we-do/survey/survey-display-420.cfm>

<sup>34</sup> UNICEF (2014), Bénin, Enquête par grappes à Indicateurs Multiples (MICS5) 2014; <http://mics.unicef.org/surveys>