

Table 1. PIMA Summary Table

Phase/Institution		Institutional Design	Effectiveness	Priority	
A. Planning	1	Fiscal targets and rules	High WAEMU budget rules are complemented by a balanced budget rule for territorial authorities. The medium-term fiscal framework (MTFF) outlines the capital expenditures.	High In the context of the suspension of WAEMU rules, Benin continues to meet the public debt criterion. The budgeted investment expenditures are in line with the MTFF.	Low
	2	National and sectoral planning	High The 2021–2026 Government Action Program (PAG) and sectoral strategies outline the investment projects, and nearly all include estimates of their overall cost and outcome targets.	Medium The projects identified in PAG are indeed budgeted, but it is difficult to establish consistency between costs estimated in PAG and budgeting. Outcome targets are not used in decisions on projects.	Medium
	3	Coordination between entities	High The legal framework provides for extensive coordination on public investment between the State and the 77 communes and regulates transfers from the State. It also provides for monitoring of contingent liabilities resulting from the projects of communes, State-owned enterprises, and PPPs.	High Coordination between the State and communes occurs in practice and transfer rules are followed, even though communes are informed late of their allocation. Contingent liabilities are reported in budget documents.	Low
	4	Project appraisal	Medium Projects must be subject to preliminary appraisals, conducted using standard methodologies and central support, but the framework does not require a systematic risk assessment.	Low Various standard methodologies seem to be used, but because appraisals are not published, it cannot be established whether they are systemic or thorough or whether risks were taken into account.	High
	5	Alternative infrastructure financing	High The legal framework, strengthened since 2018, fosters network infrastructure competition and oversees State-owned enterprises, but the PPP strategy is neither explicit nor operationalized.	Medium Despite the opening up of major markets to competition, few PPP contracts have been entered into, and there is room for improvement in the consolidated monitoring of investments delegated to public institutions or corporations.	Medium
B. Allocation	6	Multiyear budgeting	High The legal framework on investment forecasts is robust, and the multiyear ceilings are binding and set out in detail.	Medium Budget entries are consistent with multiyear forecasts, but the posting of the full cost of investment projects is still lacking.	High
	7	Budget comprehensiveness and unity	High The draft budget law uses a number of nomenclatures to track all investment expenditures, regardless of source, as well as operating expenses.	High The PIP is included in draft budget law preparation, which is centralized by the DGB and thus guarantees a high level of published information.	Low
	8	Budgeting for investment	High Legislative and regulatory rules effectively protect resources allocated to investment, which are multiyear and cover primarily projects that are being implemented.	Medium Effectiveness is weakened by the lack of publication of total project costs alongside commitment authorization entries, which prevents developments therein from being measured over time.	High
	9	Maintenance funding	Medium Standard methodologies were put in place to estimate the need for routine maintenance. Although maintenance can be identified in budget documents, there are no specific reports.	Low Because resources are insufficient for capital and routine maintenance, asset values cannot be preserved, and maintenance data are not used for analysis or decisions.	High
	10	Project selection	Low The framework provides for a review of appraised projects before they are budgeted, but the selection criteria are not published and there is no obligation to draw up a list of appraised projects.	Low The limited documentation of the review process makes it impossible to determine whether projects are selected based on defined criteria, and there is no appraised project pipeline.	High
C. Implementation	11	Procurement	High Public procurement tools and texts comply with competition and transparency rules.	Medium Open bidding is the preferred procurement method, but contract monitoring could be improved.	Medium
	12	Availability of funding	Medium Month-by-month annual cash flow forecasts and an annual commitment plan exist, but there are plenty of derogations in depositing project funds in the Treasury.	Low Shortcomings arise in formal forecasting mechanisms with the under-execution of investment expenditures for 2022 in the cash flow plan. Donor funds are in commercial banks.	Medium
	13	Portfolio management and oversight	Medium An institutional framework exists for monitoring the project portfolio as mentioned in the PIM decree, providing in particular for semiannual monitoring reports, but its operational purposes could be specified.	Low Monitoring reports were not provided and offer no possibility of measuring portfolio project deadline or cost overruns or the appropriateness of potential reallocations.	High
	14	Management of project implementation	Medium A project management mechanism is described in the legal framework (PIM decree), but remains to be clarified.	Low Project managers are designated, but documents on adjustments made to projects are lacking. The external auditor has yet to audit large self-funded projects.	Medium
	15	Monitoring of public assets	High The asset monitoring framework on accrual-based accounting is in line with international standards.	Low Nonfinancial asset records are not available in sectoral ministries, and financial statements have yet to be produced.	Medium

Table 2. PIMA – Climate Change Module Summary Table

Phase/Institution		Institutional Design	Priority	
C-PIMA	C1	Climate-aware planning	Medium National and sectoral strategies are generally consistent with the 2021 Nationally Determined Contribution (NDC), but land use planning and building regulations do not yet take climate change into account. Support is provided in connection with CC-related aspects, but does not include a quantification of costs or greenhouse gas (GHG) emissions.	Low
	C2	Coordination between entities	Low Despite the existence of a number of coordination mechanisms relating to climate change policies at the central level, none have an explicit mandate regarding State investment choices. While communal development plans support the implementation of climate objectives, the legislative framework does not promote compliance with climate policies for investments by State-owned enterprises.	Medium
	C3	Project appraisal and selection	Low The legal framework does not explicitly consider climate change in impact study methods and in PPPs, and the belatedly published criteria used to select projects for funding make just one climate-related mention.	High
	C4	Budgeting and portfolio management	Low Benin carried out its first tagging of investments as climate-friendly, which led to the publication of a document as part of the 2023 draft budget law. However, climate change is not taken into account in asset management and maintenance policies and, outside donor projects, there is still no ex post audit of projects entailing the climate dimension.	High
	C5	Risk management	Medium The government publishes a national disaster risk reduction strategy, incorporating measures to prevent risks to infrastructure. There are also ex ante financing mechanisms and a fiscal risk analysis that take natural disaster risks into account.	Medium