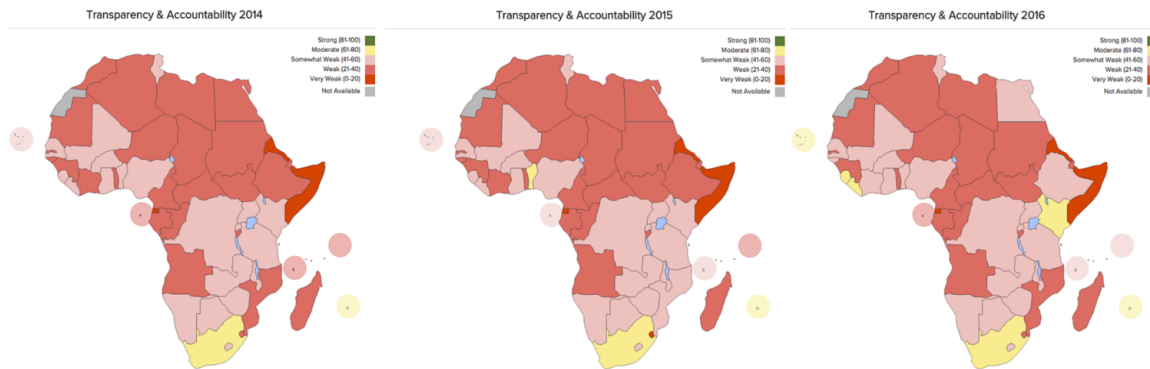


Africa Integrity Indicators – Country Findings



Who is Global Integrity?

Global Integrity supports progress toward open and accountable governance in countries and communities around the world. We focus on generating research and data, supporting the work of country-level reformers, and influencing global conversations on open governance. Our work covers a number of themes, with data, learning and citizen engagement at the core of everything we do. To know more about us, visit our website at www.globalintegrity.org.

What are the Africa Integrity Indicators?

In 2012, Global Integrity embarked on a five-year collaboration with the Mo Ibrahim Foundation to generate the Africa Integrity Indicators (AII), which assesses key social, economic, political and anti-corruption mechanisms at the national level across the continent. Global Integrity staff recruits and manages teams of in-country contributors in 54 countries to generate original governance data on an annual basis.

The questionnaire has 114 indicators and is divided in two main categories: Transparency & Accountability and Social Development. The Transparency & Accountability category consists of 59 indicators examining issues divided in the thematic areas of rule of law, accountability, elections, public management, civil service integrity, and access to information. The Social Development indicators category consists of 51 indicators about gender, rights, welfare, rural sector, business environment, health and education.

The rich data set is designed to be particularly fruitful in identifying both bright spots as well as areas for improvement at the country level. The years of data include [2013](#), [2014](#), [2015](#), [2016](#); the next round of research will begin later in 2016 and be published in April 2017. To access our data, visit our project website at <http://aii.globalintegrity.org>.

Note: Each round of research is named from its year of publication. Thus, the 2016 round of research covers the period from September 2014 to September 2015, with only sources relevant to this period of study being accepted.

Get in touch with us

Global Integrity is dedicated not only to producing high quality data, but ensuring that it is as useful as possible for reformers (both inside and outside of government) around the world. If you're interested in working with this data to identify opportunities to support open governance efforts in your country, contact us at aai@globalintegrity.org.

Benin – Country Findings Summary

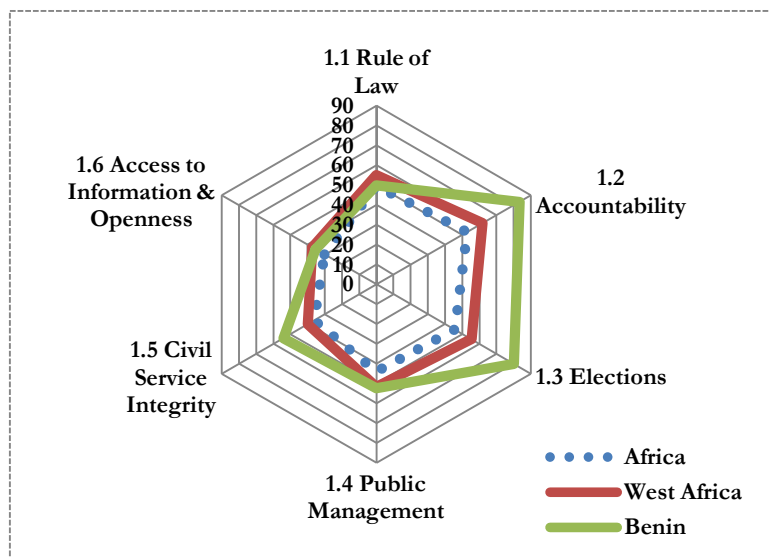
1. Transparency & Accountability

The Transparency & Accountability category consists of 59 indicators examining issues divided in the thematic areas of rule of law, accountability, elections, public management, civil service integrity, and access to information & openness. The indicators look into transparency of the public procurement process, media freedom, asset disclosure requirements, independence of the judiciary, and conflict of interest laws, among others.

Overall, the data point to a slight deterioration in this category as Benin’s average score dropped by six points from 65 in 2015 to 59 in 2016. With this score, which is higher than the West African average score of 50 and the continental average of 42, Benin is in the “moderate” area of the Global Integrity scale.¹

Of all [six subcategories](#), Accountability was the highest scoring with a score of 83 (“strong” area of the Global Integrity scale). The Elections subcategory decreased by 10 points from 90 in 2015 to 80 in 2016, primarily due to the lack of publications by the elections body.

Aggregate score decreases were also observed in the of the subcategories Rule of Law, Public Management and Civil Service Integrity. With a score of 36, Access to Information & Openness remained the lowest performing subcategory (“weak” on the Global Integrity scale).



< Figure 1 > Benin’s subcategory scores in comparison to the region and the continent. The radar chart depicts the country’s aggregate scores of each of the six subcategories under Transparency & Accountability, in comparison to average scores of the continent (blue dotted lines) and the country’s region (red dotted lines).

¹ The Global Integrity scale on the Africa Integrity Indicators website is as follows: 81-100 (Strong), 61-80 (Moderate), 41-60 (Somewhat weak), 21-40 (Weak), 0-20 (Very Weak)

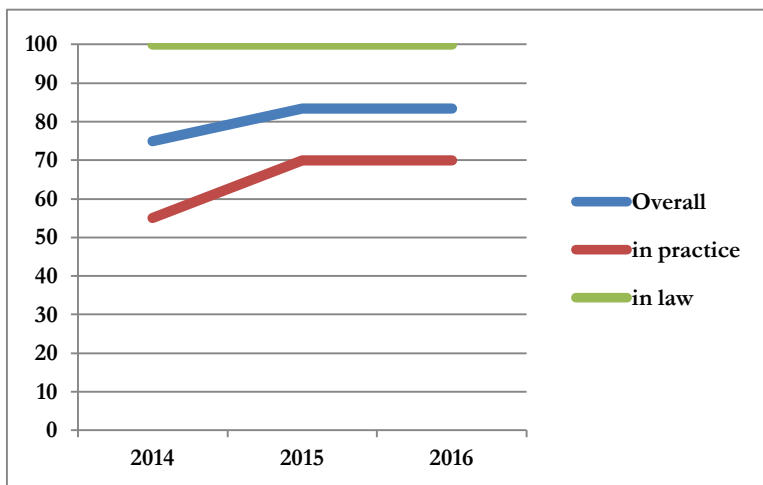
Selected highlights

- The aggregate score of the Accountability subcategory remained generally high thanks to a strong legal framework, but the practice showed room for improvement. Corruption is criminalized and investigations of corrupt acts are the purview of the independent body Autorité Nationale de Lutte Contre la Corruption (ANCL),

([indicator 11](#)). [Indicator 14](#) notes that appointments of ANLC members support the independence of the entity, and

[indicator 13](#) reports that the ANLC investigates cases and refers them to the prosecutor's office. Throughout the year 2014, the cases the ANLC investigated and forwarded to the prosecutor's office included an allegation made by the civil society corruption watchdog FONAC regarding the procurement violations by the national water distribution company SONEB. A second case was in relation to a procurement violation by the national harbor warehousing company SOBEMAP, an investigation that was started out of the ANLC's own initiative. However, over the study period, the ANLC was slow in investigating allegations, including the mismanagement of FADEC (Fonds d'Appui au Développement des Communes) funds for the municipal development ([indicator 12](#)). This lack of efficiency is also reported to be the reason why the government chose a foreign consortium instead of the ANLC to investigate the mismanagement of water and sanitation development funds provided by the government of the Netherlands. The country also has a functional mechanism to hold the police accountable. As noted in [indicator 17](#), the law provides for the Ombudsman to investigate cases of police misconduct or abuse of force, and in practice, the Ombudsman is responsive, investigating reports within one week ([indicator 18](#)). It can, however, only investigate cases which are reported by citizens and is not able to start an investigation out of its own initiative.

- Appointments to Benin's national electoral commission CENA support the entity's independence. However, the CENA failed to respect the 30-day deadline required by the law for the publication of the post-elections report. The parliamentary elections of April 26, 2015 were the first ones for the CENA to organize since its establishment in 2013. The CENA is composed of five members designated by the country's national assembly; two members are appointed by the parliamentary majority, two members by the parliamentary minority, and one member is a sitting judge elected by a two-thirds majority vote. Latest appointments of members took place in June 2014 and as noted in [indicator 20](#), were based on merit. Members are appointed



< Figure 2 > *De jure* and *de facto* gap of Benin's indicators on Accountability: This provides an overview of the aggregate gap between in law indicators (green) and in practice indicators (red) of a particular subcategory, and how they affect the change of the overall aggregate score (blue) between the three rounds of research 2014, 2015 and 2016.

for a mandate of seven years and can only be removed by a collective decision of the other CENA members ([indicator 21](#)), as was the case when Me Freddy Houngbédji was removed in August 2015 for misconducts such as unilateral decision making, refusal to carry out decisions taken in plenary, and budgetary overruns. His appeal to the Constitutional Court was rejected. The young electoral entity failed to publish its post-elections report within the 30-day period established by the law. While final results were released on May 3, 2015, no report was published until the end of the study period, as noted in [indicator 22](#).

- **Transparency of public procurement decreased significantly.** In law, major procurements require competitive bidding ([indicator 24](#)). However, [indicator 25](#) notes that the study period was marred by major violations of this law when the French company Groupe Bolloré was declared the winning company for a major railway construction project (Rail Cotonou – Niamey) that it did not bid for. In another case, the same indicator notes that EBOMAF, a company which had previously failed to complete asphaltting contracts, was contracted again to do the same type of work on the road Comé-Lokossa-Dogbo in the Western part of the country. The indicator notes that these two violations were indicative of the procurement process, and for this reason, Benin’s score decreased significantly from 100 in 2015 to 25 in 2016. Nonetheless, as required by law, citizen had access to information on sanctions against companies found guilty of violating procurement regulations ([indicator 28](#)), and except for audit reports, citizens could access the results and documents associated with procurement contracts (full contract, proposals, execution reports), as noted in [indicator 26](#).
- **While the legislature approved the state budget, it failed to scrutinize its implementation over the fiscal year.** Unlike the previous study period, where the budget was implemented through a presidential decree, the parliament exercised its checks and adopted the budget submitted by the executive branch ([indicator 31](#)). However, [indicator 34](#) notes that over the study period, the 13-member legislative oversight committee did not complete any investigations in the execution of the budget. This was attributed to the fact that the committee was new, as it had been established following the legislative elections of April 2015.
- **Citizens were free to create and access online contents, but there were restrictions to the freedom of the press.** As reported in [indicator 56](#), the government did not censor citizen-created online content, nor did it promote self-censorship among Beninese citizens. Citizens also enjoyed an unrestricted access to the internet as the government did not ask any company to block access ([indicator 57](#)). However, [indicator 55](#) reports that the media was forced to self-censor after two journalists of the public broadcaster ORTB were fired. The first journalist, Ozias Sounouvou, anchor of the 8pm news was fired after calling on the president to respect the freedom of press in Benin in the same way the president wanted it in France. This call was made after the president attended a rally in January 2015 in France, organized in the wake of the Charlie Hebdo terrorist attacks. The second ORTB journalist, Prévert Noutèhou was fired after defending his colleague in an interview with the France-based international radio RFI.

2. Social Development

This category covers seven subcategories, including rights (civil society space and minority rights), gender, business environment and infrastructure, rural sector, welfare, health, education, and civil registration. Because the Social Development portion of the research only includes a small number of questions per each topic area, we only provide the scores for each individual indicator and don't provide aggregated category or subcategory scores. However, the individual indicators themselves contain a wealth of information across a breadth of topics, a select few highlights of which are noted below.

Selected highlights

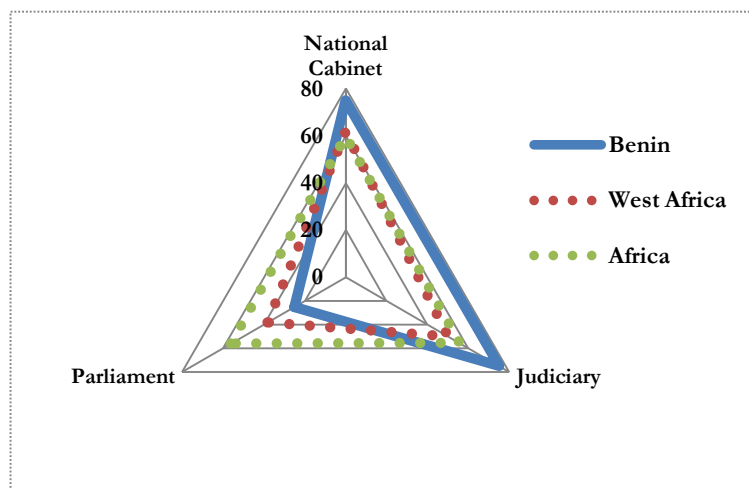
- Women's rights to land, property, inheritance, divorce, physical mobility and employment are guaranteed, and their representation in two of the three branches of government remained high.** Benin is one of the seven African countries where neither formal state laws nor customary laws restrict women's access to land

([indicator 77](#)), to non-land property ([indicator 78](#)), their equal rights to inheritance

([indicator 79](#)), to divorce petition ([indicator 80](#)), to independent travel ([indicator 82](#)), and their access to employment opportunities and benefits in the workplace ([indicator 83](#)).

[Indicator 85](#) notes that during the study period, women represented 25% of members of the cabinet. Benin's score of 75 remained unchanged from the two previous years, and is higher than the West African average of 62 and the continental average of 60. Women are also significantly represented in the judiciary as reported in [indicator 86](#); with 31.2% of high courts' judges being women, Benin's score of 75 is higher than the regional average of 50 and the continental average of 56. However, women's representation in the legislature remained low after the April 2015 legislative elections, and only 7% of members of parliament were women ([indicator 87](#)). Benin's score of 25 on this indicator was lower than both the regional average of 38 and the continental average of 56.

- The country's statistical capacity remained low and data publication is infrequent.** Although the national statistics office Institut National de la Statistique et de l'Analyse Économique (INSAE) collects and publishes data, [indicator 91](#) reports that data on youth unemployment are only collected every five years, the most recent data being from 2012 at the time of the research. [Indicator 92](#)



< Figure 3 > Benin's female representation in the three branches of government compared to the country's region and the continent.

reports that the collection of statistics on poverty happens as part of the household survey Enquête Modulaire Intégrée sur les Conditions de Vie des ménages (EMICOV), but the most recent data were from 2013, as data collected in January 2015 had not been published by the end of the study period. Finally, [indicator 93](#) notes that the INSAE collects statistics on infrastructure every five years and while line ministries do provide annual estimates, these can only be accessed in paper.

The above findings capture selected highlights and are not an exhaustive analysis of the collected data. We encourage interested users to access our website [here](#) for detailed comments and sources for 114 individual indicators.