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EXECUTIVE COMMITTEE OF
THE MULTILATERAL FUND FOR THE
IMPLEMENTATION OF THE MONTREAL PROTOCOL
Eighty-seventh Meeting
Montreal, 28 June-2 July 2021¹

PROJECT PROPOSAL: BENIN

This document consists of the comments and recommendation of the Secretariat on the following project proposal:

Phase-out

- HCFC phase-out management plan (stage I, fifth tranche) UNEP and UNIDO

¹ Online meetings and an intersessional approval process will be held in June and July 2021 due to coronavirus disease (COVID-19)

PROJECT EVALUATION SHEET – MULTI-YEAR PROJECTS

Benin

(I) PROJECT TITLE	AGENCY	MEETING APPROVED	CONTROL MEASURE
HCFC phase out plan (Stage I)	UNEP (lead), UNIDO	63 rd	35% by 2020

(II) LATEST ARTICLE 7 DATA (Annex C Group I)	Year: 2020	13.49 (ODP tonnes)
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(III) LATEST COUNTRY PROGRAMME SECTORAL DATA (ODP tonnes)								Year: 2020	
Chemical	Aerosol	Foam	Fire fighting	Refrigeration		Solvent	Process agent	Lab use	Total sector consumption
				Manufacturing	Servicing				
HCFC-123					0.00				0.00
HCFC-124					0.00				0.00
HCFC-141b					0.00				0.00
HCFC-142b					0.00				0.00
HCFC-22					13.49				13.49

(IV) CONSUMPTION DATA (ODP tonnes)			
2009 - 2010 baseline:	23.8	Starting point for sustained aggregate reductions:	23.8
CONSUMPTION ELIGIBLE FOR FUNDING (ODP tonnes)			
Already approved:	8.33	Remaining:	15.47

(V) BUSINESS PLAN		2021	2022	2023	Total
UNEP	ODS phase-out (ODP tonnes)	0.79	0.0	0.0	0.79
	Funding (US \$)	67,800	0	0	67,800

(VI) PROJECT DATA		2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	Total
Montreal Protocol consumption limits		n/a	n/a	23.80	23.80	21.42	21.42	21.42	21.42	21.42	15.47	15.47	n/a
Maximum allowable consumption (ODP tonnes)		n/a	n/a	23.80	23.80	21.42	21.42	21.42	21.42	21.42	15.47	15.47	n/a
Agreed funding (US\$)	UNEP Project costs	85,000	0	85,000	0	0	75,000	0	65,000	0	60,000	0	370,000
	UNEP Support costs	11,050	0	11,050	0	0	9,750	0	8,450	0	7,800	0	48,100
	UNIDO Project costs	100,000	0	40,000	0	0	120,000	0	0	0	0	0	260,000
	UNIDO Support costs	7,500	0	3,000	0	0	9,000	0	0	0	0	0	19,500
Funds approved by ExCom (US\$)	Project costs	185,000	0	125,000	0	0	195,000	0	65,000	0	0	0	570,000
	Support costs	18,550	0	14,050	0	0	18,750	0	8,450	0	0	0	59,800
Total funds requested for approval at this meeting (US\$)	Project costs	0	0	0	0	0	0	0	0	0	0	60,000*	60,000
	Support costs	0	0	0	0	0	0	0	0	0	0	7,800*	7,800

*The fifth tranche was due for submission in 2020.

Secretariat's recommendation:	Blanket approval
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PROJECT DESCRIPTION

1. On behalf of the Government of Benin, UNEP as the lead implementing agency, has submitted a request for funding for the fifth and final tranche of stage I of the HCFC phase-out management plan (HPMP), at the amount of US \$60,000, plus agency support costs of US \$7,800 for UNEP only.² The submission includes a progress report on the implementation of the fourth tranche and the tranche implementation plan for 2021 to 2022.

Report on HCFC consumption

2. The Government of Benin reported a consumption of 13.49 ODP tonnes of HCFC in 2020, which is 43 per cent below the HCFC baseline for compliance. The 2016-2020 HCFC consumption is shown in Table 1.

Table 1. HCFC consumption in Benin (2016-2020 Article 7 data)

HCFC	2016	2017	2018	2019	2020	Baseline
Metric tonnes (mt)						
HCFC-22	310.75	290.26	282.56	267.73	245.23	432.5
HCFC-142b	0.0	0.0	0.0	6.69	0.0	n/a
Total (mt)	310.75	290.26	282.56	274.42	245.23	432.5
ODP tonnes						
HCFC-22	17.09	15.96	15.54	14.72	13.49	23.8
HCFC-142b	0.0	0.0	0.0	0.44	0.0	n/a
Total (ODP tonnes)	17.09	15.96	15.54	15.16	13.49	23.8

3. HCFC-22, which is used only in the servicing and maintenance of refrigeration and air-conditioning (RAC) equipment, has been decreasing since 2013 due to the implementation of HPMP activities including enforcement of a licensing and quota system, and the implementation of good servicing and maintenance practices by technicians, and the increased use of HCFC alternatives, primarily HFCs. UNEP reported that in 2020 only 30 per cent of the imported RAC equipment were HCFC-based, noting that the import of such equipment was reduced as of June 2020 due to new energy efficiency standards for AC equipment set in the country, which increased the introduction of HCFC-free alternatives in RAC applications, mainly based-on HFC-based refrigerants (e.g., R-410A, R-407C, HFC 134a, HFC-32 and R-404A), and some R-290-based equipment. A small amount of HCFC-142b was imported in 2019 as a component of a blend (R-409A) which was used in some refrigeration applications (i.e., vending machines).

Country programme (CP) implementation report

4. The Government of Benin reported HCFC sector consumption data under the 2020 CP implementation report which is consistent with the data reported under Article 7 of the Montreal Protocol.

Progress report on the implementation of the fourth tranche of the HPMP

Legal framework

5. Benin has an effective legislative, regulatory and legal framework that controls the import of refrigerants and RAC equipment into the country. Inter-ministerial Order No. 064 (November 2011) regulates the import, marketing and distribution of HCFCs, HFCs and other refrigerants, and appliances and equipment which use these substances. The National Ozone Unit (NOU) is located in the Ministry of Environment and Sustainable Development and works with the Ministry of Trade to set annual quotas for

² As per the letter of 15 April 2021 from the Ministry of Environment and Sustainable Development of Benin the Secretariat.

the import of refrigerants. During the implementation of the fourth tranche, five training sessions were held for 100 customs officers on the control and identification of ODS and ODS-based equipment.

6. Since June 2020, Decree No. 2018-563, which set the minimum energy performance standards and the energy labelling criteria for lamps and room AC units in the country, contributed to the reduced importation of HCFC-based equipment. While this does not constitute a ban on the import of HCFC-based equipment *per se*, it encouraged the transition to more energy-efficient equipment thus the uptake of HFC-based inverter technology equipment (i.e., mostly R-410A), and many importers reduced their import of HCFC-based equipment.

7. The Government of Benin ratified the Kigali Amendment on 19 March 2018, and from January 2020, the import/export of HCFs in Benin are subject to authorization, in line with the Kigali Amendment.

Refrigeration servicing sector

8. Five training workshops were held for a total of 184 RAC technicians on good service practices and the safe handling of hydrocarbon refrigerants (i.e., R-290 and R-600a). Six refrigerant identifiers and basic servicing equipment (such as four-way digital manifolds, recovery cylinders, recycling kits, and recycling machines) have been delivered to vocational training centres and refrigeration associations.

Project implementation and monitoring

9. The NOU assisted in monitoring the implementation of all HPMP activities and the collection of HCFC consumption data. The US \$20,000 disbursed for project monitoring and implementation was used for the recruitment of two consultants (one refrigeration and one customs expert).

Level of fund disbursement

10. As of April 2021, of the US \$570,000 approved so far, US \$549,564 had been disbursed (US \$290,000 for UNEP and US \$259,564 for UNIDO) as shown in Table 2. The balance of US \$20,436 will be disbursed in 2021.

Table 2. Financial report of stage I of the HPMP for Benin (US \$)

Tranche		UNEP	UNIDO	Total	Disbursement rate (%)
First tranche	Approved	85,000	100,000	185,000	100
	Disbursed	85,000	99,910	184,910	
Second tranche	Approved	85,000	40,000	125,000	100
	Disbursed	85,000	39,705	124,705	
Third tranche	Approved	75,000	120,000	195,000	90
	Disbursed	55,000	119,949	174,949	
Fourth tranche	Approved	65,000	n/a	65,000	100
	Disbursed	65,000	n/a	65,000	
Total	Approved	310,000	260,000	570,000	96
	Disbursed	290,000	259,564	549,564	

Implementation plan for the fifth and final tranche of the HPMP

11. The following activities will be implemented between July 2021 and December 2022:

- (a) Five training workshops for 90 customs officers and 10 environmental inspectors on the control and identification of ODS and ODS-based equipment (UNEP) (US \$20,000);

- (b) Five training workshops for a total of 125 RAC technicians on good practices in refrigeration, and the safe handling of flammable refrigerants including on the development of standards for hydrocarbon-based equipment (UNEP) (US \$25,000); and
- (c) Project management and implementation (UNEP) (US \$15,000), to hire two consultants to assist in the monitoring and evaluation of the implementation of HPMP (US \$12,000) and travel expenses (US \$3,000).

SECRETARIAT’S COMMENTS AND RECOMMENDATION

COMMENTS

Progress report on the implementation of the fourth tranche of the HPMP

Legal framework

12. The Government of Benin has already issued HCFC import quotas for 2021 at 13.2 ODP tonnes, which is lower than the Montreal Protocol control targets.

Refrigeration servicing sector

13. With regard to the delay in the submission of the fifth tranche request, which was due in 2020, UNEP indicated that it was due to the difficulties associated with getting internal approvals and the disruption in the work of the NOU which have now been resolved, and the restrictions due to the COVID-19 pandemic which limited in-person trainings. Despite the continued challenges associated with the ongoing pandemic, UNEP worked closely with the Government to ensure the submission of the tranche to the 87th meeting to allow for the completion of the remaining activities by the end of 2022, which would include activities for the current tranche being requested.

14. With regard to the sustainability of the technician training, UNEP explained that the Government, through the refrigeration association monitors how trained technicians apply their acquired knowledge through site visits to workshops where technicians are requested to demonstrate their service practices; this data is gathered by the NOU and refresher training courses are designed based on the information collected. It was also confirmed that the formal certification of technicians and development of national standards on the use of flammable refrigerants, as recommended in the verification report submitted to the 81st meeting, will be part of stage II of the HPMP which is expected to be submitted at the 88th meeting. UNEP reiterated that the main barriers for introducing a certification scheme for trained technicians during stage I were the lack of expertise and supporting infrastructure, which will be supported in stage II.

15. With regard to other recommendations of the verification report some, including strengthening the capacity of customs officers through training on the implementation of national and sub-regional regulations on ODS imports and distribution; enhancing the knowledge of importers and distributors about the provisions of national and sub-regional legislation (West African Economic and Monetary Union) on ODS imports and distribution were implemented during the previous tranche; others, such as supporting the customs authority with training material and ODS identification kits will be prioritized as part of the fifth tranche. Other longer term recommendations like increasing centres of excellence to provide refrigeration training throughout the country will be addressed as part of stage II of the HPMP.

Completion of stage I

16. Due to the delay caused by the COVID-19 pandemic, the Government of Benin is requesting an extension of the date of completion of stage I to 31 December 2022 in order to allow the implementation of the remaining activities of the HPMP. The Secretariat supports this extension on the understanding that

no further extensions will be requested. UNEP also confirmed that stage II of the HPMP is expected to be submitted to the 88th meeting.

Gender policy implementation³

17. The NOU is consulting stakeholders in order to develop strategies to track and encourage the participation of women in HPMP activities. During the implementation of the fourth tranche, the enrollment of women in the vocational training centres was encouraged and women who have obtained their RAC Industrial Technical Diploma have received annual recognition and basic tool kits to support their training.

Sustainability of the HCFC phase-out

18. To ensure the sustainability of training of service technicians, the Government of Benin has put in place a mechanism, spearheaded by the refrigeration association and supported by the NOU, to regularly monitor the service workshops to ensure that technicians apply the skills learned during the trainings; this has also allowed for a better design of refresher training courses. The mandatory technician certification system will be implemented as part of stage II of the HPMP. The continued capacity building of customs officers in collaboration with the Customs authority, has resulted in an effective training curriculum that can be sustained beyond the HPMP. The Government has ratified the Kigali Amendment and will integrate HCFC phase-out with the HFC phase-down to achieve synergy in a sustainable manner to address both the ozone and climate issues.

Conclusion

19. Benin is making progress in implementing stage I of the HPMP, and is in compliance with the Montreal Protocol and its Agreement with the Executive Committee. The overall level of funding disbursement is 96 per cent. In line with a new policy which sets the minimum energy performance standards and the energy labelling criteria for lamps and room AC units in the country, no HCFC-based RAC equipment have been imported into the country since June 2020. This will support the country's strategy that the continued requirement for HCFC in the country will only be for servicing existing HCFC-based equipment. The activities implemented so far have contributed to strengthening the HCFC servicing sector by improving technician servicing practices and reducing leakage, encouraging non-HCFC alternatives and natural refrigerants through regulations and technician training and ensuring that the import and quota systems is effective and efficient in order to meet the targets set out in the Agreement; the customs and technician training activities planned under the fifth and last tranche will further ensure the long term sustainability of stage I of the HPMP.

RECOMMENDATION

20. The Fund Secretariat recommends that the Executive Committee:
- (a) Takes note of the progress report on the implementation of the fourth tranche of stage I of the HCFC phase out management plan (HPMP) for Benin; and
 - (b) Approves, on an exceptional basis given potential further delay in implementing phase-out activities due to the COVID-19 pandemic, and noting that no further extension of project implementation would be requested, the extension of the date of completion of stage I of the HPMP for Benin to 31 December 2022.

³ Decision 84/92(d) requested bilateral and implementing agencies to apply the operational policy on gender mainstreaming throughout the project cycle.

21. The Fund Secretariat further recommends blanket approval of the fifth and final tranche of stage I of the HPMP for Benin, and the corresponding 2021-2022 tranche implementation plan, at the funding level shown in the table below:

	Project title	Project funding (US \$)	Support cost (US \$)	Implementing agency
(a)	HCFC phase-out management plan (stage I, fifth tranche)	60,000	7,800	UNEP
