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EXECUTIVE COMMITTEE OF
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IMPLEMENTATION OF THE MONTREAL PROTOCOL
Ninety-eighth Meeting
Montreal, 22–26 June 2026
Item 8(c) of the provisional agenda[1]

PROJECT PROPOSAL: BENIN

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

<u>Phase-out</u>

• HCFC phase-out management plan (stage II, second tranche)	UNEP and UNIDO	Blanket approval

[1] UNEP/OzL.Pro/ExCom/98/1

Pre-session documents of the Executive Committee of the Multilateral Fund for the Implementation of the Montreal Protocol are without prejudice to any decision that the Executive Committee might take following issuance of the document.

PROJECT EVALUATION SHEET – MULTI-YEAR PROJECTS

Benin

PROJECT TITLE	AGENCY	MEETING APPROVED	CONTROL MEASURE
HCFC phase-out plan (stage II)	UNEP (lead), UNIDO	90th	100% phase-out by 2030

ARTICLE 7 DATA (Annex C, Group I)	Year: 2025	6.38 ODP tonnes

COUNTRY PROGRAMME SECTORAL DATA (ODP tonnes)							Year: 2025
Substance	Aerosol	Foam	Firefighting	Refrigeration		Solvent	Total sector consumption
				Manufacturing	Servicing		
HCFC-22					6.38		6.38

CONSUMPTION DATA (ODP tonnes)			
2009–2010 baseline:	23.80	Starting point for sustained aggregate reductions:	23.80
CONSUMPTION ELIGIBLE FOR FUNDING			
Already approved:	23.80	Remaining:	0.00

ENDORSED BUSINESS PLAN		2026	2027	2028	Total
UNEP	ODS phase-out (ODP tonnes)	2.52	2.16	0.00	4.68
	Funding (US $)	236,100	202,371	0	438,471
UNIDO	ODS phase-out (ODP tonnes)	0.00	3.24	0.00	3.24
	Funding (US $)	0	288,900	0	288,900

PROJECT DATA			2022	2023-2024	2025	2026	2027	2028	2029	2030	Total
Consumption (ODP tonnes)	Montreal Protocol limits		15.47	15.47	7.73	7.73	7.73	7.73	7.73	0	n/a
	Maximum allowable		15.47	15.47	7.73	7.73	7.73	7.73	7.73	0	n/a
Amounts approved in principle (US $)	UNEP	Project costs	125,000	0	210,000	0	180,000	0	0	185,000	700,000
		Support costs	15,536	0	26,100	0	22,371	0	0	22,993	87,000
	UNIDO	Project costs	200,000	120,000	0	0	270,000	0	0	0	590,000
		Support costs	14,000	8,400	0	0	18,900	0	0	0	41,300
Funds approved by ExCom (US $)		Project costs	325,000	120,000							445,000
		Support costs	29,536	8,400							37,936
Total funds recommended for approval at this meeting (US $)		Project costs				210,000					210,000
		Support costs				26,100					26,100

Secretariat's recommendation:	Blanket approval

PROJECT DESCRIPTION

1. On behalf of the Government of Benin, UNEP as the lead implementing agency has submitted a request for funding for the second tranche of stage II of the HCFC phase-out management plan (HPMP), in the amount of US $210,000 plus agency support costs of US $26,100.[2] The submission includes a progress report on the implementation of the first tranche and the tranche implementation plan for 2026 to 2028.

Report on HCFC consumption

2. The Government of Benin reported a consumption of 6.38 ODP tonnes of HCFCs in 2025, which is 73 per cent below the country's HCFC baseline for compliance. The 2021–2025 HCFC consumption is shown in table 1.

Table 1. HCFC consumption in 2021–2025 in Benin (Article 7 data)

HCFC-22	2021	2022	2023	2024	2025	Baseline
Metric tonnes (mt)	235.0	198.7	175.9	160.0	116.0	432.72
ODP tonnes	12.93	10.93	9.67	8.8	6.38	23.8

3. Consumption of HCFC-22, which is used only in the servicing and maintenance of refrigeration and air-conditioning (RAC) equipment, has been steadily decreasing. The reductions have been attributed mainly to the implementation of the HPMP activities and the introduction of alternative technologies in the county. The establishment of minimum energy performance standards and an energy-labelling system for lamps and room air conditioners, through Decree No. 2018-563 of December 2018, led to the end of imports of HCFC-22-based equipment as of June 2020, also contributing to the steady decline in HCFC-22 consumption.

Country programme implementation report

4. The HCFC consumption data provided by the Government of Benin in its CP implementation report for 2025 is consistent with the data reported under Article 7 of the Montreal Protocol.

Status of implementation of stage I of the HCFC phase-out management plan

5. Stage I of the HPMP was completed on 31 December 2022 in line with the extension approved by decision 87/28.[3] The project completion report was submitted on 30 July 2023.

Progress report on the implementation of the first tranche of stage II of the HCFC phase-out management plan

Legal framework

6. As a member of both the West African Economic and Monetary Union and the Economic Community of West African States (ECOWAS), Benin's national legislation is complemented by relevant sub-regional regulations. Recently, Benin has further strengthened its legal and regulatory framework to support the implementation of the Kigali Amendment, through Inter-ministerial Order No. 0103 (May 2022), a comprehensive regulatory framework was established to govern the importation, storage, distribution, and reporting of HFCs, HCFCs, hydrocarbons, and other refrigerants, as well as refrigeration appliances and installation. The Order aims to strengthen national control of substances with high global warming potential, align national practices with international environmental agreements, and enhance safety across the RAC sector.

[2] As per the letter of 27 March 2026 from the Ministry of Living Environment and Transport of Benin to the Secretariat.
[3] Blanket approval decision

7. During the first tranche, three working sessions were conducted with stakeholders, including importers, on the implementation of the 2018 Decree on energy labelling to support the import of non-HCFC-based equipment and the regulatory and policy framework required to ensure sustained compliance with the HCFC phase-out after 2030 was developed and validated, and is currently awaiting acceptance.

Refrigeration servicing sector

8. During the first tranche, the following activities were implemented:

(a) *Strengthening national capacity to control HCFCs:* Six workshops were organized to train 165 customs and enforcement officers (including 15 women); four visits were organized to monitor approvals for the import and distribution of refrigerants and to verify the quality of these substances on the national territory, during which a total of 10 shops were visited; two workshop sessions were organized for importers on the procedures for issuing import licences and granting annual quotas, as well as on the potential risks and hazards associated with certain refrigerant substances. The one transboundary meeting in the ECOWAS region on the prevention of illegal trade was not conducted, and was replaced with the training of technicians in the army and health sectors;

(b) *Strengthening the capacity of RAC technicians in good practices*: One awareness-raising campaign and eight training sessions were conducted for 504 RAC technicians (including 56 women) on good servicing practices, recovery, recycling and reuse of refrigerants, and the safe handling of refrigerants and equipment;

(c) *Strengthening centres of excellence:* RAC trainees have been selected and trainers have been identified. The training of 200 RAC technicians and 30 trainers will be initiated following the rehabilitation and equipping of the beneficiary centres. A thorough needs assessment was conducted by a national expert, and a comprehensive equipment list was finalized for the designated centres of excellence. All items[4] have been procured and are currently awaiting delivery. Facility readiness and safety assessments for the selected centres have been completed. Following the identification of specific site requirements, the terms of reference for the rehabilitation of the facilities were drafted and cleared by the national ozone unit (NOU); and

(d) *Activities to maintain energy efficiency in the refrigeration servicing sector:* The project submitted in line with decision 89/6 was initiated. A technical audit covering existing AC systems, energy consumption, environmental impact and renovation needs was conducted; technical specifications for the R-290 AC units were developed; the beneficiary was selected; and a validation workshop was conducted. A training manual was developed, and 40 technicians were trained on the installation and maintenance of R-290-based AC units, as well as stand-alone commercial refrigerators. Following the development of the technical specifications, 40 AC units were procured and delivered and installation by trained technicians is scheduled in May 2026. A contract with a company specialized in the recovery and recycling of refrigerants from the replaced AC units has been signed.

Project implementation and monitoring

9. The NOU have been monitoring activities, reporting on progress, and working with stakeholders to phase out HCFCs. Of the US $15,000 approved for project monitoring activities under the first tranche,

[4] The list of items includes ATEX recovery machines, HCFC recovery machines, contamination test kits, ATEX air blowers, recovery cylinders, charging stations for HC, and RAC servicing tools.

US $15,000 was disbursed for project staff and consultants (US $10,000), domestic travel (US $2,000), meetings and workshops (US $3,000).

Level of fund disbursement

10. As of March 2026, of the US $445,000 approved so far (US $125,000 for UNEP and US $320,000 for UNIDO), US $233,108 (52.38 per cent) had been disbursed (US $117,829 for UNEP and US $117,829 for UNIDO). The balance of US $233,108 will be disbursed in 2026.

Implementation plan for the second tranche of stage II of the HCFC phase-out management plan

11. The following activities will be implemented between June 2026 and June 2028:

(a) *Strengthening and enforcement of legislation and regulations*: Conducting further consultations with stakeholders including importers on the implementation of the 2018 Decree on energy labelling to support the import of non-HCFC-based equipment and conducting two meetings (25 participants per meeting) on the development of two instruments (one new regulation and one amendment to existing legislation) required to ensure sustained compliance with the HCFC phase-out after 2030 (UNEP) (US $10,000);

(b) *Strengthening national capacity to control HCFCs*: Conducting 12 training sessions to train 240 customs and enforcement officers, environmental inspectors and trade controllers on control of HCFCs and HCFC-based equipment, combatting illegal HCFC trade, identification of refrigerants and related laws and regulations; conducting at least three workshops for importers on the procedures for issuing import licenses and granting annual quotas and the potential safety risks of certain refrigerant substances and held a meeting on transborder collaboration between customs and enforcement officers in ECOWAS sub-region with the aim of curbing illegal trade (UNEP) (US $ 70,000);

(c) *Strengthening the capacity of RAC technicians in good practices:* Organizing at least 12 training sessions for 300 RAC technicians on good servicing practices, recovery, recycling and reuse of refrigerants and safe handling of refrigerants and equipment; designing and implementing of a technician certification programme for the RAC sector including stakeholder consultation, awareness raising, capacity building and pilot certification of 25 technicians, and nationwide implementation and certification of 100 technicians and; developing and implementing technical standards on the use of flammable and toxic substances (R-290, R-600a, HFC-32) in RAC equipment (UNEP) (US $115,000);

(d) *Strengthening centres of excellence* (UNIDO) (funds from previous tranche);

(e) *Activities to maintain energy efficiency in the refrigeration servicing sector* (UNEP) (funds from previous tranche); and

(f) Project monitoring (UNEP) (US $15,000): Consultant (US $10,000), meetings (US $3,000) and for travel (US $2,000).

SECRETARIAT'S COMMENTS AND RECOMMENDATION

COMMENTS

Verification report

12. Pursuant to decision 94/17, the request for the second tranche of stage II of the HPMP for Benin required the submission of a verification report on the country's HCFC consumption for the years 2023 to 2025. UNEP indicated that the verification report is still being finalized and expected that it will be submitted by 30 June 2026 and no later than 12 weeks prior to the 99th meeting. In line with decision 72/19, the transfer of any approved funds for tranches to UNEP would occur only after receipt by the Secretariat of the verification report confirming that Benin had been in compliance with the Montreal Protocol and the Agreement between the Government and the Executive Committee.

Submission delays

13. The third tranche was originally scheduled for submission in 2025. However, following a change in the Government and the appointment of a new Director General of Environment, additional time was required to brief the new leadership, align the submission with revised institutional priorities, and secure the necessary internal clearances. These issues have now been resolved. The new Director General is fully engaged in the process, and the submission reflects the updated policy direction and institutional expectations.

Progress report on the implementation of the first tranche of stage II of the HCFC phase-out management plan

Legal framework

14. The Government of Benin has issued HCFC import quotas for 2026 in accordance with the Montreal Protocol control targets.

Refrigeration servicing sector

15. The Secretariat enquired about the reasons for not conducting the one transborder meeting in the ECOWAS region on the prevention of illegal trade, which was approved under the first tranche, and for reallocating the funds to the training of technicians in the army and health sectors. UNEP explained that, due to recent regional developments, the activity initially planned could not be scheduled. Benin shares borders with Burkina Faso, Niger, Togo and Nigeria; however, Burkina Faso and Niger are no longer members of ECOWAS, while Nigeria is an English-speaking country, which posed additional challenges. Consequently, the allocated funds were redirected to strengthen national capacity through the training of technicians in the army and health sectors. While RAC technicians at the army and health sectors had not been included in previous trainings, as they are not members of the RAC association; however, they represent a crucial component of the country's RAC sector, underscoring the importance of their involvement in future capacity-building efforts.

16. As a response to the Secretariat query on the remaining activities at the centres of excellence activities, including RAC training, equipment procurement and rehabilitation of the centres, which were not completed during the first tranche as planned, UNEP confirmed that all remaining activities will be completed within the second tranche, equipment delivery is expected by the end of June 2026, and a trainer has been identified by the NOU, with recruitment currently ongoing. The training of trainers and the certification of technicians will be conducted at the centres of excellence.

Implementation plan for the second tranche of stage II of the HCFC phase-out management plan

17. UNEP confirmed that the NOU of Benin has agreed with the NOU of Togo to implement the ECOWAS transborder collaboration meeting, as proposed for the second tranche.

Gender policy implementation

18. In line with decisions 84/92(d) and 90/48(c), the NOU has already initiated the collection of sex-disaggregated data during workshops, meetings, and stakeholder engagements in order to assess the level of women's participation in project activities. Efforts are being made to promote women's participation among project staff involved in monitoring and implementation, as well as among consultants, experts, and technical assistants recruited under the project. To date, 9 per cent in customs training and approximately 11 per cent in RAC technician training had women participation.

Sustainability of the HCFC phase-out and assessment of risks

19. The country is making efforts to ensure the long-term sustainability of HPMP activities while phasing out the remaining HCFC consumption. To reduce national demand for HCFCs, the country will introduce a ban on import of HCFC-dependent equipment as of 1 January 2027. HCFC-22 is the only remaining HCFC imported and used in the servicing sector. Equipment importers, distributors, and retailers are already being engaged and sensitized on the upcoming ban. This, together with the capacity being built among customs and other border enforcement agencies, will help ensure that the ban is effectively enforced once it enters into force.

Conclusion

20. Benin has made significant progress during implementation of the first tranche and the project for additional energy efficiency activities is also progressing. The Government has been enforcing its HCFC import and export licensing and quota system and will introduce a ban on import of HCFC-dependent equipment as of 1 January 2027. Benin achieved its compliance targets set in the Agreement with the Executive Committee, reporting a consumption for 2025 of 6.38 ODP tonnes, which is 17 per cent less than the Montreal Protocol limits. The disbursement rate for the first tranche is at 52.38 per cent. UNEP is committed to submitting the verification report by 30 June 2026 and no later than 12 weeks prior to the 99th meeting.

RECOMMENDATION

21. The Fund Secretariat recommends that the Executive Committee note the progress report on the implementation of the first tranche of stage II of the HCFC phase-out management plan (HPMP) for Benin, and further recommends blanket approval of the second tranche of stage II of the HPMP and the corresponding 2026–2028 tranche implementation plan for Benin at the funding level shown in the table below, on the understanding that the approved funds will not be transferred to UNEP until the Secretariat has reviewed the verification report and confirmed that Benin was in compliance with the Montreal Protocol and the Agreement between the Government and the Executive Committee.

	Project title	**Project funding (US $)**	**Support costs (US $)**	**Implementing agency**
(a)	HCFC phase-out management plan (stage II, second tranche)	210,000	26,100	UNEP