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**PLANNING FRAMEWORKS STATE
REVIEW IN BURKINA FASO**

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GENERAL INTRODUCTION

The initiative of elaborating National Strategies for Sustainable Development (NSSD) was taken by the United Nations General Assembly which convened the United Nations Conference on Environment and Development (CNUED), also called the "Earth Summit" in Rio de Janeiro (BRAZIL) in 1992.

Agenda 21 or the World Action Plan for the 21st century which was the main product of this CNUED, recommended the preparation of NSSDs. And most importantly, in August 1997, the special session of the United Nations General Assembly invited all countries to introduce these NSSDs in their development policies by the year 2002.

In this respect, Burkina Faso and five other developing countries¹ have been identified by the Organization for Cooperation and Economic Development (OCDE) and the international NGO "Earth Council" to participate in a steering process to design guidelines for the elaboration of an NSSD.

The process is implemented in a socio-economic context characterized by a natural global poverty particularly noticeable in rural areas especially among women and children. With the assistance of external partners, the Government has adopted a development strategy to execute the different five year plans and more recently the economic and social development three year plans with the following global objective : sustainable human development in Burkina Faso based on poverty control and the search for improving social well being.

The development three year plans are supported by sectorial policies. Elaborating and implementing these policies often occur in a limited consulting framework characterized by contradictions and serious disagreements.

The population social well being was expected to be improved through the implementation of these sectorial policies but they have been hindered by diversities and the adoption of inconsistent "top-down" approaches which do not actually include local communities priorities.

The current ongoing development of new strategies, policies, plans or action programmes in relation to implementing international conventions ratified by Burkina Faso or commitments with certain development partners have contributed to reinforce inconsistencies already noted and also due to the lack of efficient coordination mechanisms.

¹ These countries are : Costa Rica, Mexico, the Dominican Republic, Uganda and the Philippines

Today, there is no doubt that most donors have considerably reduced their financial resources for aid and it is necessary for countries benefiting from this aid to adopt development strategies or policies that enhance rationality and synergy in action. Being aware of this situation, the Government, with the support of its development partners, is seeking solutions to these structural difficulties.

1. Justification of the procedure and stakes

The current action is being implemented at the right time when initiatives have been taken to evolve towards an NSSD.

It is necessary to mention the establishment of the strategic framework for poverty control steered by the Ministry of Economy and Finances along with the national action Plan to combat desertification (PAN/LCD) which has just been adopted by the Cabinet.

On the other hand, several studies and previous reflections have pointed out the weakness of synergy between the different ministerial and sectorial policies (the adjustment programme in the agricultural sector (PASA), the national action Plan for the environment (PANE), etc.

Several national transversal policies (Gender, Population, Good Governance, etc) are being implemented even though they are not sufficiently coordinated with other sectorial policies.

The national strategy for sustainable development is not only an additional plan but rather an ambition to enhance coordination of all policies concerned about the same objectives such as :

- reinforce coordination between objectives and implementation strategies within the strategic framework for poverty control and the national action Programme (biodiversity, climatic change and desertification) ;
- reinforce coordination and address transversal policies through economic development policies ;
- effective consistent coordination of actions in the field ;
- more efficient participation of the beneficiaries in the different processes from the designing stage to evaluation process.

2. Goal and objectives of the procedure

Goal

The idea is to design an efficient mechanism to integrate and harmonize the different sectorial planning frameworks and the action plans for implementing the main international Conventions in the context of the ongoing policy of sustainable human development in the country in order to create synergies and complementarities at institutional and field level.

Objectives

- describe the major planning frameworks, their reciprocal relations and the lack of possible links ;
- Analyze the causes of weaknesses of the main plans which have been implemented and aiming at sustainable development ;
- Determine problems raised (related to designing, participation, and efficiency in operational implementation) ;
- Identify the causes of coordination difficulties at local and national level ;
- Review and analyze the different ongoing plans and programmes in the country, and the process from which they have been elaborated as well as the state and means of their execution ;
- Elaborate a report on plans and programmes review ; organize one or several workshops to provide the results of the review and formulate terms of reference for participatory consultation ;
- Conduct a participatory consulting process (dialogue) to determine the basic elements to plan a national strategy for sustainable development.

3. Dialogue

In order to conduct the dialogue between the different actors, consulted discussions will have to be carried out among five actor groups (Ministries secretary generals and DEPs, NGOs and youth movements, peasant organizations, women organizations, unions, human rights and consumers defense movements).

This exchange process will make it possible to enhance the evaluation of the planning frameworks and reach a common agreement on some successful ways which could promote the integration of sectorial and transversal policies, the harmonization of strategies at local level, the control of the planning process by national actors and the improvement of cooperation systems.

One should recognize that the OCDE shows a great interest to the NSSD process and intends to examine its main conclusions during the 2001 autumn session held by the Ministers of Economy of member countries. This meeting should enable OCDE to review its cooperation policy especially with developing countries and reformulate aid systems for development. It will also be an opportunity for governments of developing countries to establish new commitments for actions.

**PART I : DESCRIPTION OF THE DIFFERENT
PLANNING FRAMEWORKS
IN BURKINA FASO**

INTRODUCTION

As soon as Burkina Faso achieved its independence, the country opted for a planned management of its economic and social development. Prior to that, in 1959 a service was created to design a national planning system with the support of a statistic office. From 1960 to 1983 the planning service implemented activities related to the elaboration of six draft plans which were not all approved.

After a provisional period from 1982 to 1983 during which there was no planning process, the popular development programme (PPD) was elaborated in 1984/85 with the advent of the revolution. This programme's aim was to meet the populations essential needs in short term. It was elaborated in accordance with the objectives of the populations social needs.

From 1960 to 1983 the authorities were greatly concerned about promoting a planning system which could be adapted to the realities of the country. But, in spite of all efforts made to establish a sound planning system, the process somewhat failed, due to the fact that the planning was supported by inadequate and often inexperienced structures (Parliament, Ministry of Plan, Sectorial commissions, etc.).

On the other hand, the methodology used to elaborate the plans was generally simple : the Presidency determines the overall orientations and the plan global objectives while taking into account the country economic and social situation ; then, the department in charge of planning selects the project which will make up the investment programme. The population direct participation is not expected in this action except through their representatives at the Parliament.

In fact, the planning system was weak during this period (insufficient technical staff, inexperience in planning systems).

Public authorities became aware of this constraint and attempted to deal with it by orienting actions towards a real development planning. The advent of the revolution in 1983 led the authorities to opt for participatory development involving all the populations in the planning process. In this respect, all grassroots communities were involved in the implementation of the different five year plans.

The first popular development five year plan was adopted and executed from 1986 to 1990 in the context of the Political Orientation Speech (DOP) in 1983. This plan determined quantifiable objectives and adopted sectorial strategies and actions to reach them.

The new planning system urged a growing popular participation in several actions in the form of "public debate".

In the long run, progress was achieved and planning instruments were skillfully used and became efficient means to manage the national economy. The PIP technique which was designed as an adjusted annual section of the plan was introduced to facilitate the monitoring of the plan execution.

Following the first popular development five year plan, a second plan was elaborated to cover the period 1991-1995. But, because of economic reforms started in 1991 in the context of the SAP, this plan, which was considered as a planning document lost its nature to become a document for guiding economic policies in short and medium terms. In addition, its macro economic objectives were modified by those which were defined in the framework documents for economic policy (DCPE) covering the period 1991-1996.

Therefore, the adoption of the SAP turned the second five year plan down and enabled the establishment of a flexible planning and a three year public investment programme (PIP). In this context, the objective was to change an unstable three year programming into an instrument to control investments in order to attain the plan objectives in medium term each year.

In other words, the idea was to elaborate annual plans based on the three year delicate programme in compliance with the State budget. However, these plans couldn't be elaborated due to the lack of economic resources. If the PIP can be considered as an example of annual programmes, they are not actually annual execution plans. Moreover, their elaboration and management are often impeded by enormous difficulties related to project financing. These factors usually undermine the monitoring and execution of medium term plans.

Similarly to other African countries, Burkina Faso was seriously affected by the economic crisis in the 1980s. To address this situation, strategies, policies and measures were adopted.

But it happened that investment policies defined by public authorities to address the situation led to a deterioration of public finances and an increase of the external debt. Besides, the financial situation in the banks was unsatisfactory with debts accounting for 30% of the economy credit in 1990.

These difficulties urged the authorities to think about the insufficiencies and constraints of the economy in order to define a new strategy for economic and social development. As a result, in 1990, during national seminars, they found it necessary to implement a structural adjustment programme and seek the support of the international community.

The first SAP (1991-1993) mainly emphasized the reestablishment of financial balances and the implementation of certain reform measures (restructuring of public companies, sanitation of the civil service) without paying much attention to economic growth. After the implementation of the first SAP and the devaluation of the CFA franc in 1994, poverty expanded considerably. This situation led the Government to consider the fight against poverty as the main development objective for the forthcoming decade. In 1995, the Government elaborated an intent letter for the policy of sustainable human development (LIPDHD) in order to include development actions in a long term perspective covering the period 1995-2005. Public authorities have defined a medium term strategy in the context of the LIPDHD.

The objective of this policy is to focus the country development on the concept of human security while ensuring the access of each Burkinabe to a remunerative employment, preventive and curative medical care and environmental, individual and political food security.

I. PRESENTATION OF PLANNING FRAMEWORKS EXECUTED OR BEING EXECUTED

The LIPDHD and two other documents (the national strategy note and the framework document for economic policy) are the substructure of the country development strategy. Right now, Burkina Faso is involved in several sectorial and transversal planning processes.

1.1. Frameworks and sectorial plans

- the national strategy of the sanitation sub-sector ;
- the ten year health plan ;
- the strategy to develop the private sector ;
- the agricultural sectorial adjustment programme and the investment programme for the agricultural sector ;
- the strategic plan for scientific research ;
- the structural adjustment programme and the framework document for economic policy.

1.2. Transversal frameworks and plans

- the strategic framework to combat poverty ;
- the orientation regulation for decentralization ;
- the action plan for women promotion ;
- the national policy for population issues ;
- the action plan for the child survival, protection and growth ;
- the national action plan for the environment ;
- the project of elaborating the national development scheme and regional schemes ;
- the action plan for biologic diversity ;
- the national action plan for desertification control.

II. SECTORIAL FRAMEWORKS AND PLANS

2.1. Ten year development plan for basic education (2000/2009)

2.1.1. Context

During this period, the Burkinabe public authorities made important efforts to improve basic education. The increase of allocations and the experimentation of new formulas related to classes organization, curriculum development and teaching methods (multilevel classes, double group classes, satellite schools, non formal basic education center, etc) contributed not only to improve the educational coverage but also to involve more grassroots communities in school management.

Despite these achievements, there was a certain number of constraints especially related to poor management of the education system, inequalities in access to education, the low schooling and literacy rate and the importance of educational losses.

To address these problems, the ten year development plan for basic education was elaborated, inspired by both the guidelines of the States General on Education (1994) and orientations defined by the strategic programme for education development (1996).

This plan was based on the four strategic objectives of the second five year plan while restructuring them. The ten year plan was designed as a reference framework aiming at orientating all actors' actions in the area of basic education. It defined four major actions to be executed :

- increase the basic education offer to reduce all kinds of inequalities especially pertaining to geographical membership, the socio-economic situation and gender ;
- improve the quality and efficiency of basic education while promoting consistency and integration between the different levels and education modalities ;
- develop literacy and support alternative educational formulas ;
- improve capacities for steering, managing and evaluating these sectorial sectors and enhance coordination of external actions.

The implementation of these measures defined by the plan should last ten years. Activities were planned to be executed successively per three year phase with specific objectives for each phase.

Most partners of the education sector participated in the formulation of the ten year plan and adopted the principle which consisted of including any other sectorial action in the plan. The process started in 1997.

On the other hand, most donors involved in the sector have now adopted the principle of sectorial approach which is strongly supported by the Dutch Cooperation and the World Bank. Recently, other financial partners got actively involved in the support (European Union, French Cooperation, Canada).

By adopting the principle of sectorial approach, development partners have agreed with the following conditions :

- from now on, actions should be carried out through a reference framework jointly approved ;
- because of shortcomings related to implementation modalities, the projects will be discarded to emphasize support to MEBA services to implement activities ;
- the national party leader's role in the coordination and arbitration of the donors intervention modes has been recognized and highlighted ;

- there will be more focus on the technical and financial support for national capacity building which is important in the process.

Donors agree with the principle of the state leadership in this process, and despite important observations on the ten year plan, they have decided to follow MEBA's pace.

2.1.2. Actors

The actions plan results from an internal reflection by the central structures of the Department in charge of basic education. During the whole process the Ministry maintained close relations with cooperation agencies working in the education sector. The outline of the plan and the different versions amended were regularly transmitted to them for comments.

However, social partners (teacher unions, students parents associations and officers of private and religions education) were only involved in the process during the validation phase.

2.1.3. Integrating institutions and initiatives

MEBA'S DEP conducted the activity while including other central structures of the Ministry (particularly the Directorate of education projects) and certain decentralized services (provincial Directorates of basic education).

A communication mechanism has been established with development partners in order to collect their opinions and proposals. However, national institutions depending on other ministerial departments, local collectivities and the civil society organizations were not actually involved in the preparation of the plan.

The process was financially supported by the Netherlands and the World Bank (through the fourth education project).

The donors consulting framework (presided over by the Dutch Cooperation) managed to establish a dialogue which resulted in a consensus between cooperation agencies, but unfortunately some important partners such as BAD, BID, UNDP, etc were not involved.

The plan has defined global strategic choices based on an analysis of the current education system and perspectives for the system evolution, aiming at :

- i) promoting a national execution formula which includes the different technical and financial partners supports ;

- ii) urging the harmonization of actions ;
- iii) improving the quality and efficiency of the basic education system and ;
- iv) promoting opportunities for local collectivities to support activities in the context of decentralization.

Lessons drawn from the experience may urge the plan to discard the project approaches whose impacts are very limited. In fact, designing projects and financing them per phase could be impeded by constraints. Moreover, the renewal of project phases doesn't always follow the same principles of actions. This situation has been worsened by "the inconsistency of the partners' intervention caused by insufficient coordination of services support". In order to improve consistency, the plan has suggested a better management of external aids and the establishment of a sound system to follow up programme execution.

On the other hand, the plan recommends that ongoing reforms at national level (restructuring of public administration and promotion of local authorities in the context of decentralization) be better used and integrated in the operational management of basic education. "The Ministry of Basic Education and Literacy will work in close collaboration with the National Commission for Decentralization to coordinate decentralization and devolution measures and local and community-based initiatives pertaining to development, including the development of basic education".

The ten year plan has not defined a global monitoring/evaluation system. But the logical framework of the first three year development programme for basic education ((2000/2002) includes performance indicators of selected activities.

2.1.4. The process

Preparation of the ten year plan was launched in 1996 to enable the Ministry to make proposals for the basic education sector in order to adopt a new economic development plan, upon completion of the second five year plan.

The first orientations were discussed during a meeting held by the department CASEM. Later, the DEP invited decentralized structures (Provincial Directorates) to make proposals. The summary of provincial reports was examined and amended during a meeting attended by senior managers of central structures and provincial Directorates.

In 1997, a planning workshop was organized during which the department technical offices defined the plan logical framework. Work groups were set up to better reflect on the proposals made under the DEP supervision.

During their meeting they addressed the following three themes :

- i) the quality of basic education,
- ii) financial resources required to implement the plan, and
- iii) literacy issues.

For the time being, ongoing innovations concern the adoption of an approach and the designing modalities of the ten year plan (content and principles). These principles comply with national priorities aiming at harmonizing actions (multisectorial integration). The decentralization process has also been taken into account by the plan. It is also important to reinforce MEBA management capacities.

After a dull period related to internal functioning difficulties faced by the DEP, the plan was completed in 1999 with the preparation of a synthesis report which was approved during a national validation workshop and was adopted by the Cabinet in 1999.

A joint mission of technical and financial partners of basic education occurred in Burkina Faso in April and May 2000. It was made up of the following donors : AFD, World Bank, Canada, Cathwell, CCEB/BF, Swiss Cooperation, FDC/SC, USA; France, HKI, Jica, UNAIDS, OSEO, PAEB, WFP, the Netherland, UERD, UNESCO, UNICEF, European Union, Tin-Tua. The nature of the mission showed that a wide range of donors were concerned about the issue (the most important NGO's of the sector and even a national NGO are all involved).

Objectives were as follows :

- support MEBA in improving the PDDEB ;
- help MEBA to conduct arbitration activities ;
- operationalize the PDDEB ;

- make a first estimation of the PDDEB cost while taking into account :
 - i) budgetary constraints,
 - ii) global perspectives for the debt alleviation,
 - iii) poverty alleviation and
 - iv) the necessity of providing Burkina children and adults with access to quality education and literacy.
- Establish agreement between financial partners and national authorities on a ten year programme which will serve as the reference framework for all actors working in the sector until the year 2010.

The mission objectives show that they are greatly concerned about providing support to the process and establishing dialogue with the national party.

The donors have attempted to implement their actions in compliance with the provisions of other frameworks (such as the framework programme for growth and poverty reduction) and new financing opportunities in the context of the debt alleviation.

The joint mission carefully examined the PDDEB and made proposals on the multisectorial approach in order to enable the harmonization of national institutions of the sector. In addition, the mission proposed a certain number of practices and innovations as a condition of forthcoming activities.

The mission made recommendations aiming to reinforce the capacity of formulating policies and managing the sector by the national party. It finally proposed an agenda for meetings (in the context of the dialogue) between donors and the national party as follows :

- the PDDEB final evaluation in end October 2000 ;
- discussion on the project of MEBA new organization in October 2000;
- meeting between the Government and financial partners about the PDDEB financing in November 2000.

2.2. The strategic plan for scientific research

2.1.1. The context

The initiative of elaborating a strategic plan for scientific research was taken by the Ministry of Secondary and High Education and Scientific Research during the meeting between researchers and the President of Faso in August 1994. This initiative would first of all enable scientific research to play a key role for the country development and permit the national center for scientific and technologic research (CNRST) to become an excellent tool to promote and coordinate research.

The adoption of the strategic plan for scientific research in October 1995 occurred in a context characterized by the non structuring of the research sector, the unsuitability between research programmes and development objectives and the strong dependence of the research sector on external funding.

Planning programmes were to cover the period from 1995 to 2000 with priorities related to agricultural research, researches in social and human sciences, researches in health sciences, in technologies and applied sciences. Each programme determines sectorial objectives which should be harmonized with criteria related to rationality, consistency and relevance required at global level by the CNRST.

2.2.2. Actors

Involved actors comprise technical Ministries (agriculture, animal resources, environment and water, basic education, etc), political authorities, the private sector, associations, NGOs and producer organizations, scientific and financial partners. In addition to these different actors we should add the CNRST institutes such as the environmental and agricultural research institute (INERA), the research institute in applied sciences and technologies (IRSAT) and the research institute in health sciences (INSS).

2.2.3. Integrating institutions and initiatives

Different institutions have been involved in certain phases of the process to develop the strategic plan. The involvement modalities per phase can be described as follows :

Phase 1 : the internal evaluation of institutes has enabled to assess each research institute activities and make proposals for the future.

Phase 2 : the CNRST external evaluations were carried out by experts from the University, the Ministry and organisms for international scientific cooperation. Over twenty five experts contributed to work on the research programmes and evaluate their compliance with the country development objectives.

Phase 3 : development constraints were identified at the level of all activity sectors, particularly rural development in the regions covered by the CNRST with the participation of producers, officers of decentralized technical services, NGOs and association, etc..

Phase 4 : actors involvement was shown by the creation of twenty one reflection groups. These groups mission was to define research orientations, evaluate needs for human and financial resources to implement priority themes, make proposals which would enable to remove institutional constraints and propose a consistent communication policy. In total, over two hundred and fifty national and international experts contributed to intervene in this phase.

Phase 5 : a national conference was organized for several hundreds of actors who examined the proposals of the different reflection groups and analyzed needs for resources to implement priority themes and validate all proposals pertaining to the strategic plan.

Phase 6 : after the conference, internal committees were set up to work on the amendments and structure the document according to the CNRST research areas.

In implementing the plan, other involvement mechanisms especially from the private sector and scientific partners were planned to be used such as the signature of contracts and research conventions. As regards follow up/assessment some structures were created and started to function. These were the board of directors, the scientific and technical council, the scientific and managerial committee and the general Directorate.

It was not possible to identify common consistent points with other existing programmes and plans.

2.2.4. The process

The elaboration of the strategic plan was a large reflection process carried out by the national scientific community supported by the technical Ministry officers, the private sector, the civil society, partners from the West African sub-region and northern countries.

The process occurred in several phases such as the internal evaluation of the CNRST institute, external evaluations ordered by the general Directorate, the identification of development constraints, the creation of reflection groups, the organization of a national colloquium held in February 1995 and the completion of the strategic document adopted in October 1995 by the Government.

Reliable and qualitative data were provided for the process. There was also transparency in the process management through units established by the CNRST (board of directors, scientific and technical council, scientific and managerial committee).

One should consider the Government decision to bestow more authority on the CNRST with the status of general Delegation instead of simple general Directorate.

Among the CNRST institutes, only INERA has regional teams implementing research programmes in the agricultural and environmental sector. However, each institute is responsible for ensuring the follow up of the plan activities.

Now, there is no formal consulting framework between donors for the plan execution. But its elaboration process was strongly supported by the World Bank. In fact, most plans now depend strongly on external financing which doesn't enable actors to own processes fully.

At regional and central level, technical committees have been created presided over by the CNRST and serving as real consulting frameworks for researches, producers and popularizers. Regional officers are in charge of studying and analyzing constraints at regional level, discussing with researchers in order to come up with consensual solutions which could be changed into programmes. Now the process is undergoing an operational implementation.

2.2.5. Impact

In terms of impact, one should note that the implementation of the strategic plan has enabled the CNRST to enhance its coordination and validation functions in relation to research activities. We can also note that external financing has been better organized and has been implemented in compliance with the country programme priorities while reinforcing balances in resources allocations.

2.3. The national strategy of the sanitation sub-sector

2.3.1. The context

For a long time in Burkina Faso, environmental issues had not been seriously taken into account and authorities thought that these issues should be addressed by public institutions which would orientate their actions towards the rural sector. In this regard, it was decided to carry out natural resource management in the rural area. As a result, other environmental issues occurring in the urban area were addressed lately. Environmental issues were seriously taken into account in the 1990's when demographic growth started to show negative impacts, degrading the environment.

As a matter of fact, all national actors gradually considered the holistic dimension of the environment.

In view of this perspective, the Burkinabe State decided to define a consistent sanitation strategy in order to improve environmental management in the urban area and prevent environmental deterioration.

The strategy orientation in relation to sanitation identified three main actions :

- closely involve local authorities in the planning process so as not only to ensure sustainable actions, but also to favour capacity building and ownership by the actors whose initiatives are based on the grassroots communities demand ;
- restructure the institutional system by adopting the principle of sharing responsibilities by the different actors (administration, NGOs, local communities, private sector, etc.) ;
- consider sanitation as an essential component of development policies and programmes while taking into account community based opportunities and initiatives

These orientations resulted in an action programme. The project forms were elaborated based on priority operational activities (evaluation of industrial pollution, control of rain water in secondary towns, reduction of hazardous waste) and supporting measures for the strategy implementation (strategic planning, human resource development and normalization). The duration of the strategy implementation is not stated in the document.

2.3.2. Actors

Preparation of the strategy in relation to sanitation was launched under the supervision of the Directorate of pollution prevention and sanitation (DPPA) with the participation of other ministerial departments (especially departments in charge of infrastructures, housing and town planning), the national office of water and sanitation of Ouagadougou commune. Actors working at decentralized level were involved to conduct surveys in certain provinces.

The team responsible for writing the strategic document had working sessions with development partners and public and private institutions interested in sanitation issues.

The national workshop to validate the strategy was attended by about a hundred and twenty participants representing public institutions, NGOs, cooperation agencies, private actors and municipalities, especially those who were visited during the surveys.

2.3.3. Integrating institutions and initiatives

The DPPA conducted the preparation process of the strategy by setting up a work group made up of representatives of public institutions, ONEA and the commune of Ouagadougou. The group supervised the surveys conducted by the national consultants team and organized consulting meetings with different technical services, NGOs and cooperation agencies. These consulting meetings made it possible to consider actors vision and view points on sanitation issues particularly technical and institutional measures to be taken.

Despite considerable efforts made to widen consultation with other institutions, one can wonder about the efficiency of these mechanisms and their capacity to ensure the application of decisions made.

The strategy development was jointly financed by ONEA (consulting works) and the third urban project (national validation workshop).

The strategy didn't define precise harmonization mechanisms with the PANE even though it was stated that its elaboration was included in the plan.

The strategy implementation was accompanied by measures aiming at :

- i) encouraging consultation and the development of human resources at all action levels ;

- ii) boosting a dynamics which would enable to address problems caused by environmental degradation, the reduction of public finances, the spread of poverty and unemployment and
- iii) promoting and supporting basic initiatives.

At institutional level, competence and responsibility areas were determined for the different actors (public authorities, local collectivities, NGOs, private actors, grassroots communities) while taking into account the nature of waste and types of actions required.

But the basic option was based on the principle of the contracting authority which bestows certain functions to local collectivities and the civil society organizations while providing them with means to assume them efficiently.

The institutional organization of the sanitation sector calls for the state intervention as regards regulations, control, promoting research, support/counseling and financial incentives. Since these missions have to be conducted by several public institutions, it is indispensable to improve inter-sectorial coordination.

The fact of bestowing effective responsibilities on organisms and private structures means that strong mechanisms should be established to facilitate their access to information and reinforce their capacity especially in relation to negotiation and management.

The sanitation strategy didn't propose accurate mechanisms to follow up and assess actions to be undertaken.

2.3.4. The process

The strategy elaboration process was launched after the Ministry of environment CASEM meeting held in 1995. During the meeting, participants analyzed the causes of ONASENE failure (national office for service maintenance and embellishment) and recommended the dissolution of the office and the definition of an orientation framework for all actions pertaining to sanitation.

The group created by the DPPA elaborated the terms of reference and set up a national consultants team in October 1995.

To determine political, social and cultural impacts caused by sanitation issues in Burkina Faso, the team conducted in depth surveys in certain sample

areas of the country in Bobo-Dioulasso, Kaya, Koudougou, Dori, Ouagadougou and Ouahigouya.

These surveys were completed by consulting meetings with some actors such as communes, NGOs and development partners. The preliminary version of the document was revised by the work group steered by the DPPA.

The national validation workshop held in December 1995 made amendments and recommendations which were taken into account while completing the document. The strategy was adopted by the Cabinet in May 1996 and is now being implemented by institutions concerned.

While elaborating the strategy document, the consultants team used available data at the level of the different national institutions and conducted complementary surveys.

2.3.5. The impact

All priority actions defined within the strategy are being implemented thanks to the different partners support. Projects being executed mainly deal with the strengthening of the different actors capacities (public institutions, municipalities and private sector), the valorization of biodegradable waste, the definition of regulations and norms related to sanitation, the evaluation of industrial pollution in Ouagadougou and Bobo-Dioulasso, the elaboration of sanitation strategic plans in four secondary towns and sanitation development particularly hygiene and health in rural areas.

It is difficult to determine the impact of these experiences due to the fact that they haven't been evaluated yet. The other components of the strategy, especially the institutional structure haven't been assessed either.

Moreover, the implementation of the sanitation strategy hasn't been established but the DPPA has started another process aiming at defining a national strategy for the sub-sector of open plan development.

2.4. Draft document for national sanitary policy (PSN)

2.4.1. Context

The elaboration of the PSN was mainly urged by the Ministry of health which was concerned about having a comprehensive overview of the different actors interventions in the field (state, private sector, NGOs and financial partners). This should make it possible to define a guideline and a strategic orientation for all actors involved in the health sector.

The elaboration context of the national sanitary policy is characterized by several political, economic and social factors. At political level, the Burkinabe State has considered sanitary development as one of the priority areas to be addressed. At economic level, there are not enough resources to cover health programme financing which could be influenced by strategic options adopted within the Structural Adjustment Programme. Finally, at social level, the sanitary situation is characterized by high death rate, poor quality of health services and the low attendance of health centers by the populations.

The PSN was elaborated after the adoption of the first document of sanitary programming in March 1979 to cover the period 1980-1990. This document was prepared after the Alma Ata conference and gave priority to primary health care. The programme logics was strengthened by the adoption of the Bamako Initiative (1991) which emphasized the decentralization of the sanitary system.

The PNS was planned to cover twenty to thirty years with sequences of elaboration and action implementation.

The general objective was to improve the populations sanitary state. Specific objectives aimed at :

- i) reducing mortality significantly within the populations ;
- ii) increasing the sanitary coverage ;
- iii) improving the quality and utilization of health services ;
- iv) improving the mobilization and management of financial resources for a sustainable development of the health sector and
- v) strengthening the Ministry of Health institutional capacities.

2.4.2. Actors

The elaboration process of the PSN and the national sanitary development plan (PNDS) which is still ongoing was one of the main recommendations of a workshop organized by the Ministry of health in 1996 gathering the different actors of the health sector. Initially, the Ministry of Health DEP was in charge of monitoring and steering the process which should lead to the elaboration of the PSN and the PNDS. But, because of several constraints and the lack of operational structures, it was decided to create a technical coordination secretariat so as to strengthen the process.

To attain these objectives, the technical secretariat established eight thematic work commissions involving professionals from the public and private sector, representatives of several ministerial departments including social action, woman promotion, education, the territorial administration, the environment, youth and sports, culture, defense, etc.. Cooperation partners and the civil society were also included. The civil society was especially associated through human rights associations, traditional associations (traditional healers, specialists of traditional medicine) and NGOs working in the health sector.

To elaborate the PSN, several seminars and workshops were organized for actors at national and regional level. This made it possible to identify priority problems of the health sector and propose strategies to address them. However, it is important to precise that the participation of regional actors was limited to an analysis of the sanitary situation through data collection in the field and during restoration meetings.

2.4.3. Integrating institutions and initiatives

Institutions integration in the process occurred essentially through the eight thematic commissions activities. Some initiatives were taken to ensure an effective involvement of different actors in the process. For example, there was the case study on the evaluation on health services created for about a thousand and five hundred beneficiaries in order to comply service offer with the populations effective demand.

In addition, the direct involvement of a representative of the Ministry of economy and finances in the technical coordination secretariat in charge of elaborating the PSN appears as a good initiative which can help to consider other options in the process.

Regarding consistency with the other existing frameworks, one should note that the PSN objectives are adequately integrated in those defined by the national policy on population issues especially in relation to its sanitary section.

The PSN will be implemented with sanitary development plans which will be elaborated by the Ministry of health. It was also envisaged that the monitoring/assessment system will be steered by the high health council.

2.4.4. The process

The preliminary results of the PSN elaboration process were generally approved within the Ministry of Health. During the workshop held in July 2000 and attended by different actors and partners of the health sector, financial partners made proposals which consisted of giving priority to the objective of combating HIV-AIDS. Therefore, the workshop recommended that this concern should be taken into account while dealing with the PSN intermediate objectives.

As indicated, donors were steadily involved in the PSN elaboration. To materialize this partnership, a round table will be organized as soon as the Government adopts the PSN.

In fact, this conference was required by development partners before they financed programmes and projects included in the PNDS.

Resources mobilized to finance the PSN process derive from the national budget (infrastructures and project staff), the World Bank, the Dutch Embassy and UNFPA. The European Union and the WHO may also provide resources.

Concerning the state of the process, after the validation of the PSN document, the next step should be the elaboration of a PNSD which will develop all priority actions identified.

For the time being, no structure has been designated to implement the PSN and the PNDS even though proposals have been made to strengthen the mandate of the current technical secretariat to enable it to pursue the steering of the process or keep its present structuring and help the health Ministry DEP in the process implementation.

Reliable data required for the PSN elaboration are available. Data collected from the health democratic survey in 1998-1999 have been taken into account as well as data from other ministerial departments (schooling rate, statistics on excision, young people's health, etc..

Traditionally, consulting mechanisms have been established in the context of sanitary cooperation. At central level, we can cite the annual conference organized for partners of the health sector. Besides, bilateral and multilateral partners organize periodical meetings under the aegis of the WHO in order to find ways for solving specific problems.

At decentralized level, consulting frameworks are established by regional health technical committees and district health councils. However,

one should stress that these different frameworks are reliable and function efficiently but for the time being there are no mechanisms enabling an accurate coordination of the different donors' interventions.

2.4.5. The impact

The PSN elaboration process is still underway. For the time being it is not possible to assess the impacts at this phase due to the fact that the implementation will only occur when the Government adopts the PSN.

2.5. The framework document of economic policy (DCPE)

2.5.1. The context

Economic reforms were performed by the World Bank as a response to the international economic crisis which seriously affected African countries in the 1980s.

The first framework document of economic policy (DCPE) was elaborated in 1991 with the advent of the Structural Adjustment Programme (SAP) to face the persistent deterioration of public finances and balance of payments. However despite efforts made in the context of national development plans and specific programmes, progress aiming at improving the populations' living conditions has remained limited.

To face this situation public authorities have found the necessity not only to intensify efforts for poverty control, but also to promote a favorable macro-economic framework.

In this perspective, the Government got involved in a first SAP (1991-1993) with a DCPE whose objective was to restructure public finances and create proper conditions to relaunch the economy. Furthermore, three other DCPE were elaborated to boost the sanitation process of the macro-economic and financial frameworks and increase economic growth.

2.5.2. Actors

The DCPE was essentially elaborated by the Government with the support of the World Bank and the International Monetary Fund. It was noticed that the participation of other actors (civil society, private sector, populations...) in the document elaboration was very insufficient.

2.5.3. Integrating institutions and initiatives

Two institutions were strongly involved in the DCPE development : the Ministry of Economy and Finances and the STC/PDES. These institutions meet during the evaluation missions conducted by the World Bank and the International Monetary Fund in relation to the preparation of preliminary documents.

There is a steering structure made up of a certain number of ministries whose members meet when necessary.

The DCPE is poorly coordinated with the other planning frameworks. Meetings are not held on a regular basis and consulting mechanisms also function inadequately.

A monitoring/assessment mechanism has also been recommended. Supervisory missions are organized by the World Bank and the International Monetary Fund to ensure this process.

The SAP (DCPE) objectives are consistent with the country development objectives.

2.5.4. The process

Information required to elaborate the DCPE is available and reliable. It was provided by national agents working within the Ministries of the different institutions concerned.

On the whole, the SAP was satisfactorily managed by the Government in terms of transparency and accurate managerial practices. A structure such as the STC/PAS which became the STC/PDES was set up to ensure the SAP management.

The process which started in 1991 is still underway at an advanced phase. The DCPE 1998-2000 has become the fourth process. Financing for the SAP occurs through outlays in certain conditions. The other actors participation in the process is reliable. Donors intervening in the SAP financing along with the World Bank and the International Monetary Fund regularly meet in the context of a consulting mechanism.

2.5.5. The impact

The SAP impact was differently perceived by public authorities and the beneficiary populations. For the Government, the SAP permitted to reorganize public finances and restructure public companies. It also permitted to improve macro-economic results.

According to the beneficiary populations, the SAP caused the dismissal of several civil servants. It also caused the state to disengage itself from certain economic sectors and didn't urge the promotion of the private sector.

Nevertheless, the SAP made it possible to improve technical administrative and managerial capacities of national frameworks and brought about entrepreneurship.

2.6. Adjustment Programme for the Agricultural Sector (PASA/DOS/PSO/PISA)

2.6.1. The context

The Adjustment Programme for the Agricultural Sector (PASA) was boosted by the World Bank.

The different diagnostic studies conducted showed the inadequate performance of the agricultural and livestock sectors which were supposed to play a dynamic role in the national economy. The Government got involved in the elaboration and implementation of PASA I in 1992 and PASA II in 1996 in order to relaunch the economy.

PASA objectives were as follows :

- modernize and diversify production,
- reinforce food security,
- improve natural resources management.

In order to promote agriculture and livestock and enhance progress in these sectors, the Government elaborated and adopted an operational strategy through a strategic orientation document (DOS) by the year 2010. The DOS serves as a reference framework for the elaboration and execution of programmes and projects in the areas of agriculture and livestock. It defines priority objectives by the year 2010, and determines strategic orientations for both sectors.

2.6.2. Actors

National senior managers elaborated the PASA basic document called the Policy Letter for Agricultural Development (LPDA) with the World Bank support.

Insufficiencies were noticed in the participatory mechanisms established for the participation of peasant organizations. Besides, these peasants were not sufficiently prepared to be fully involved in debates and bring a significant contribution.

To elaborate the DOS only officials from the public administration, the civil society, professional organizations, and the private sector were involved in the activities along with development partners. These actors were involved at the level of the DOS elaboration and improvement.

2.6.3. Integrating institutions and initiatives

The PASA coordination unit, the World Bank and the Ministries of Agricultural and Animal Resources participated in PASA different phases (elaboration, implementation and follow-up).

The PASA is linked with ongoing projects and programmes at the Ministry of Agriculture but hasn't developed strong relations with other Ministries. It was noted that public authorities were greatly concerned about environmental issues, even though no concrete actions had been taken yet.

PASA has set up a steering committee which functions if necessary. A monitoring/assessment mechanism has been established as well. Activities are followed up by the coordination unit, the World Bank supervision missions, and through the PASA donors meetings.

Consistent projects with global objectives have been selected to be executed within the PASA. The DOS determines the orientations of the agricultural and livestock sector for the ten forthcoming years. It has been changed into an operational strategic plan (PSO) made up of action plans. Efforts are being made to improve the inadequate coordination of these different action plans.

2.6.4. The process

Information required for the elaboration of the PASA and DOS is available and sufficiently reliable.

The PASA was satisfactorily managed in terms of transparency and sound managerial practices by the coordination unit with the donors support. It also benefited from the state and development partners financing. Partners financing occurred through outlays based on certain conditions. The PASA has been completed and its results and lessons learned have permitted to elaborate the DOS.

The process of elaborating, implementing, and monitoring the PASA mainly involved the coordination unit, ministerial departments concerned, and development partners. Other actors were strongly involved in the process of the DOS preparation. For example, in addition to the public administration, the civil society, the private sector and producer professional organizations took part in its elaboration.

Donors played an important role in the PASA and DOS implementation. They have even created a consulting framework within PASA.

An investment programme for the agricultural sector (PISA) will be formulated from PSO.

In this regard, the terms of reference have already been elaborated. The PISA is considered as a PIP for the agricultural sector. Therefore it is considered as an instrument to implement the State investment policy in this sector.

2.6.5. The impact

The PASA impact has been appreciated in different ways. For the Government, the PASA has permitted to improve agricultural productivity, diversify productions, and strengthen the private sector participation in agriculture. For the private sector the lack of incentive and supporting measures hindered private actors involvement. For producer organizations the PASA didn't have any noticeable positive impact either on their activities or on their structures improvement.

III. TRANSVERSAL FRAMEWORKS AND PLANS

3.1. Orientation and decentralization regulations

3.1.1. Context

On June 2, 1991, the new constitution turned down the year of exceptional regimes and relied on the national desire to opt for a democratization process. Five laws were enacted in 1993 to express the national option for decentralization in compliance with the spirit of the constitution.

The goal of the decentralization is to enhance democracy within the communities so as to enable citizens direct participation in current activities. It encourages the promotion of sustainable development through the liberation of local energies and the use of available resources.

Objectives aim at creating local communities and transferring the central powers and responsibilities and the use of resources to these collectivities. This process is consistent with the country economic development policies.

3.1.2. Actors

The government workshop held on August 1, 1996 examined the options proposed by the CND related to devolution, the creation of communes and the distribution of competencies and resources. The different actors of the civil society (peasant organizations, urban populations through representatives, national expert, etc) attended the workshop. Reflection and animation groups on decentralization were created in all the provinces. In September 1996, a national assessment workshop was organized again for the different actors.

The CND functioned unusually. Its communication strategy enabled the involvement of all social groups in the debate : use of commercials for civic training and plays, etc.

The reflection and animation groups role was to have the different actors meet in a consulting framework and exchange ideas.

However, the actors involvement mechanisms were established through their participation in the different workshops. Unfortunately, the participants (particularly popular rural and urban groups) didn't have the opportunity to be involved in the debates and make proposals based on their vision and their own experiences.

3.1.3. Integrating institutions and initiatives

Several synergy mechanisms were envisaged with other institutions and resource persons : the structure in charge of the Strategy and Methods of the CND general Assembly.

This structure is responsible for proposing major orientations and studying proposals made by the different studies. It is made up of resource persons and national institutions managers who play a key role in development issues.

The National Assembly comprises persons working in the ministerial departments (1 to 2 depending on the case). This double system role is to ensure a synergy between the CND and the other departments and planning frameworks.

However, some constraints often arise :

- the mobility of the Ministries personnel working in the national Assembly ;
- the importance that the ministerial departments give to the selection of their representatives who should participate in the general Assembly (persons selected are not always the best indicated to ensure communication between their original institution and the CND);
- the lack of specifications for the representatives of ministerial departments.

The CND is requested for different steering committees (for example committees of the PNGT, FEER, the Ministry of health and SP-CONAGESE) or for formulating policies (for example the policy letter for decentralized rural development). This enables it to transmit orientations and principles adopted by the decentralization.

Regarding follow up/evaluation, the CND organizes a self evaluation half yearly which allows it to assess the process evaluation on a regular basis. In addition, donors had ordered external evaluations and only one was carried out in 1999.

Unfortunately, for the time being, there is no specific system to deal with decentralization principles through intervention projects and programmes.

3.1.4. The process

Several basic studies were conducted to develop the strategy and the TOD. The process was managed by the CND which was connected to the Prime Ministry. Management is controlled by the administration but indirectly by the different non governmental organizations.

Orientation regulations have been elaborated but application decrees haven't been yet. The CND started a national consulting process to define modalities for transferring responsibilities and financial resources related to the services to be transferred in the context of decentralization. The decentralization process is now being discussed in the rural sector and the context of the current political crisis appears to hamper it.

Donors (Switzerland, the Netherlands, Denmark, Canada, etc) provided considerable financing for the process implementation through an accurate coordination with fungible funds. This facilitated the implementation of a real programme which avoided being hindered by slow accounting and administrative procedures.

Ownership of the process is effective due to its attraction for the population different groups.

Donors have been organized in consulting committees which have enabled them to harmonize their actions. Regular exchanges between the CND and the donors consulting committee have made it possible for the CND to contribute to the process.

3.1.5. The impact

The strategy impacts can be summarized as follows :

- increase the municipalities participation in business management especially through infrastructures established by SAGEDECOM and FODECOM ;
- improve services provided to the citizens (development of internal roads, waste management, construction and maintenance of educational and health infrastructures, parceling out ...) ;
- establish higher recovery rates for fiscal and parafiscal receipts ;

- create employments (over five hundred employments have been created within the decentralization process by recruiting agents for management and sanitation works, and municipal workers...);
- establish a local entrepreneurship by increasing the number of work sites and giving priority to local companies ;
- develop the associative movement.

3.2. The National Action Plan for the Environment

3.2.1. The context

In Burkina Faso and in most African countries environmental national plans were developed following recommendations made by the World Bank. In order to urge countries to address environmental management consistently, the World Bank has decided to include environmental planning in its various requirements for access to its financial resources.

The environmental action plan concept was formulated in 1987, based on an experience conducted in Madagascar and related to a planning action whose objective was to promote the consideration of environmental issues in economic and social development processes while including institutional aspects and macro-economic policies.

In getting involved in the process of the PANE preparation, Burkina Faso decided to address the country environmental constraints and priorities and define mechanisms which would allow to guide the different economic actors choices in order to enable their decisions to comply with "objectives set by the authorities and resulting from an awareness of limited and insufficient available natural resources.

Therefore, in launching the environmental planning process, the national authorities sought to transform a constraint (condition imposed by the World Bank in order to proceed with financing) into an opportunity (strengthening sectorial and transversal policies regarding aspects directly or indirectly related to the environment and natural resource management).

In this perspective, the environmental planning process set the objective of creating a strategic framework which would make it possible to "orientate and coordinate current actions efficiently and with flexibility" through all development partners and establish the basis of an operational system for natural resource and environmental management.

The PANE which was considered as a concrete assertion tool for the country environmental policy was committed to strengthen the orientations of the structural adjustment programme and the programme for relaunching the national economy in the medium term, especially for the agricultural sector. These orientations focussed on productivity growth and food security in a context of improved natural resource management

The PANE strategic orientations led to action programmes and projects to be implemented over five years.

3.2.2. Actors

The PANE process involved representatives of the different technical Ministries, the territorial administration, NGOs, sub-regional cooperation organizations and development partners. These actors participated in the different consulting workshops organized to prepare the PANE first version. Materials collected during these meetings were completed by the results of consulting works on environmental and other crucial issues. The PANE document was written by the World Bank experts and consultants.

Later, modalities to conduct the process were modified to permit the involvement of the civil society actors in the process. Soon after the Rio Conference held in June 1992 , Burkina authorities decided to review the PANE in order to make the Agenda 21 recommendations at national level.

This planning document review was carried out by about thirty senior managers essentially from the central administration.

Two NGOs managers participated in the ad hoc committee works. Despite this opening towards the civil society, it was clear that the processes of the PANE development and review were based on a technocratic and centralized approach which kept the civil society actors in marginalized position.

3.2.3. Integrating institutions and initiatives

The environmental planning exercise was first conducted by the Permanent Secretariat of the National Committee for desertification control. Then, this institution was replaced by the PANE Permanent Secretariat when public authorities decided to replace the national plan for desertification control (developed under the aegis of CILSS in 1986) by a more global framework which would integrate the environmental dimension in macro-economic planning.

The environmental planning process was essentially conducted by public institutions and cooperation agencies. Civil organizations involvement was limited to NGOs and study offices representatives participation in workshops.

The PANE preparation process was supported by different development partners, mainly the World Bank and UNDP/UNSO.

From a general environmental audit, the PANE attempted to implement an understanding and integrating approach in formulating proposals for solutions. For example, while taking into account interactive development activities/environmental impact, the document identified three major framework programmes aiming at the improvement of living conditions and environmental management.

The PANE is carried out through a crossing between these framework programmes and supporting programmes which are designed as inter-sectorial horizontal schemes (managing information related to the environment and capacity building). This structure has been completed by several "projects defined by the different partners at the level of ministerial departments and non governmental organizations".

We can notice that the PANE elaboration was carried out consistently with the territorial development process. In accordance with the environmental action plan, regional programmes for the territory development are indispensable operational tools to provide a territorial dimension to national economic planning while organizing the environment harmoniously and ensuring an appropriateness between activities and environmental specificities".

On the other hand, the plan orientation activities emphasize the necessity to make readjustments which will permit to channel actions related to common principles at local level.

The planning document doesn't include any monitoring/assessment system. It has then been decided to define an appropriate monitoring/assessment system including performance indicators of programmes and projects during the PANE implementation.

3.2.4. The process

The PANE development process was officially launched during the national workshop on the environment held in Bobo-Dioulasso in 1989. This meeting which was essentially attended by public institutions was aimed at conducting an in-depth debate on major environmental issues and priorities in

relation to "major areas defined by the physical, social and institutional environment". After the workshop, national research organisms and study offices carried out investigation works in the context of the process.

The preliminary report was written in 1991 based on the different seminars recommendations and the findings of previous research works. The document was reviewed in July 1993 under the SP/PANE supervision. Its second edition was written by the SP/PANE team with the support of an international consultant and was published in April 1994. The PANE investment programme was submitted to a donors round table in 1994.

Now, the SP/CONAGESE is envisaging another review of the document because, according to its opinion, the PANE which was developed to address several issues for environmental preservation, appears to be inefficient regarding the follow up of the environmental policy.

This review would make it possible to take into account not only framework programmes and supporting programmes, but also all sectorial strategies to meet the current needs of a global consistent system.

The PANE was developed while considering secondary data available or produced by certain exceptional surveys. Due to the lack of a thorough inventory of natural resources, the document couldn't accurately identify constraints raised in the different regions of the country or measure their degree and make proposals for appropriate solutions.

However, one should recognize that the planning process permitted to bring about innovations by proposing economic analysis tools related to the environment (analysis of the estimated cost of the natural resource degradation and evaluation of advantages caused by a sound environmental management).

3.2.5. The impact

The PANE was designed as a strategic orientation framework related to an action plan. According to this system, the PANE should ensure the structuring between framework programmes and supporting programmes which were defined and between ongoing initiatives in the field and those which have been planned.

In this perspective, links should be established between the frameworks programme for land management and the national programme for village land management (PNGT). Besides, the framework programme for environmental improvement should include the second and third urban development projects.

The operationalization of the framework programme for the national patrimony management should take into account the lessons of the experimental experience conducted by the Burkinabe Sahel programme whose aim is to define a coordinating and planning approach at regional level (elaboration of regional schemes for the territory development).

Certain activities proposed in the context of the supporting programme for information management related to the environment were carried out along with the implementation of the national programme for environmental management (PNGIM).

In spite of these achievements it is difficult to evaluate with accuracy the effects caused by the PANE. This is due to the lack of structuring mechanisms between projects action lines and the PANE orientations.

Moreover, it has been noticed that institutional systems which are supposed to support the PANE implementation have never been actually functional. This situation has been worsened by the sectorial partitioning of public institutions. In order to reinforce credit lines that could be obtained from donors, these institutions have been committed in a real race for projects causing rivalries and interest conflicts between services of the different ministerial departments

3.3. National strategy and action plan on biologic diversity

3.3.1. The context

Preparation the strategy and the action plan on biologic diversity represents the main contractual commitment deriving from Burkina Faso ratification of the convention on biodiversity. One should recall that in accordance with provisions of this international legal agreement adopted during the Rio de Janeiro Conference (1992) participant countries, according to their capacities and specific conditions, were committed to elaborate strategies, plans, and programmes or to readjust existing systems in order to better adapt them to the principles and orientations of the convention on biologic diversity.

In the current Burkina Faso context, developing a strategy to manage biodiversity presents obvious advantages when one considers the upsetting situation of degraded natural resources caused by unsatisfactory climatic conditions, and effects resulting from anthropic activities such as the modification of systems related to the use of space and natural resources.

The strategy aim is to improve the environmental situation continuously through a better control of erosive phenomena affecting animals and the

vegetation. In other words, the planning exercise aims at establishing a consensual reference framework which will permit to boost actions pertaining to the preservation and restoration of species in their surroundings. Such a dynamics should be based on efforts oriented to promote concerns about sound management of natural resources. The action plan schedule has been indicated.

3.3.2. The actors

In conducting the elaboration process of the strategy and the action plan, an emphasis was placed on the organization of national and regional consultations in order to ensure all actors concerns about biologic diversity.

The national workshop to launch the process gathered about sixty senior managers form different public institutions, NGOs and socio-professional groups. This meeting offered an opportunity for the different categories of actors to have a thorough debate on the stakes and challenges related to the conservation of biologic diversity. The participants also discussed the objectives of the exercise and the approach to be implemented for the pursuit of the process.

During the workshop, the team members in charge of collecting and analyzing data participated in training sessions pertaining to strategic planning participatory methods.

At regional level, the planning workshops were organized for producers designated by peasant organizations and decentralized technical services. However, at national level, several groups of the civil society (peasant organizations, communication, female organizations, etc) were not involved in the debates except in the final phase which consisted to validating the results.

3.3.3 *Integrating institutions and initiatives*

The preparation process of the strategy and the action plan was conducted at national level by a technical committee in charge of implementing the convention on biologic diversity. This committee which was run under the aegis of the SP/CONAGESE was made up of representatives of the different ministerial departments, research institutions and NGOs.

At regional level, the exercise was based on consulting frameworks established for the PAN/LCD steering needs. No matter their relevance, one can wonder about the function of these consulting frameworks which have not been enhanced by the process.

Data collection and regional meetings organization were carried out by planning teams, each having a group of three to four senior managers from the State decentralized technical services (environment, water and forest, agriculture, animal resources, economy and planning). The civil society organizations functioning at local level participated in meetings during which survey results were presented and structuring elements of regional plans were defined.

Activities to develop the strategy and the action plan were financed by a UNDP/FEM supporting project.

The strategic document for biodiversity management established a state review of the different activity sectors (agriculture, livestock, forestry, wild life management, hydraulics, industry...) and analyzed their impacts on biologic diversity in terms of enhancing opportunities and controlling identified constraints.

In order to remove constraining tendencies, three strategic options were defined in relation to general objectives of the convention (biodiversity conservation, sustainable use of biologic diversity and fair sharing of benefits resulting from the use of biologic resources). These general strategic orientation were completed by other specific or sectorial options defined while considering evolution tendencies noted in the different structuring activity sectors.

Such a procedure permitted to enhance the consistency of the global objectives of the strategy for conserving biologic diversity with the specific objectives of other sectorial strategies and plans. Even though it doesn't explicitly propose structuring mechanisms to other processes, the strategy for conserving biologic diversity takes into consideration certain concerns and calls to all institutions involved in the preparation of sectorial and transversal policies regarding the rural sector.

In this context, the analysis of the main upcoming challenges emphasizes the necessity to improve inter-sectorial coordination and the operationalization of consulting frameworks, but also enables the elaboration of the territory development schemes in order to provide the country with a referential framework for sectorial actions.

Regarding monitoring/assessment, the strategic document recommends the combination of the different procedures :

- ongoing evaluation to collect elements which will enable to readjust priorities and actions so as to ensure their consistency ;

- external evaluation of intervention methodologies, activities carried out and supporting measures ;
- self evaluation conducted by actors involved in activities at different levels :

The implementation of the monitoring/assessment system should be based on the optimizing of existing structures.

3.3.4. The process

Prior to the definition of the strategy and the action plan, a monographic study was conducted in 1996. The document was completed and adopted by the Cabinet in May 1999 and permitted to gather certain useful information (biologic, economic and social) and update experiences in relation to the conservation of biologic diversity.

Options defined by the monographic study were strengthened and precised while preparing the strategy and the action plan. This exercise started in 1998 through a national workshop.

Decentralized activities included in the planning process have been implemented since 1998 in the country ten regions. Surveys and consulted reflections conducted during regional planning meetings provided the teams with basic materials to design the strategies and national plans.

A central planning team in charge of elaborating the draft project of the strategy and the national plan completed the synthesis of these regional reports in January 1999. Later, the strategic document was examined and validated during a second national workshop held in December 1999.

This workshop which was attended by participants at the launching meeting of the process and representatives of technical ministerial departments, NGOs associations and cooperation agencies, formulated amendments and recommended the elaboration of a comprehension budget to implement the action plan.

The budget has just been completed and the planning documents should be soon transmitted to the Cabinet for approval.

Data on these planning documents derive from thematic investigations and surveys conducted in different zones representing various eco-geographic and socio-economic situations and also from consulted reflections expressed during national and regional workshops. The strategy for managing biologic diversity sough to take into account certain PAN achievements especially the

results of the assessment of natural resource management projects and proposals made during decentralized meetings.

However, the question of synergy in implementing the different conventions was not actually addressed in the strategy development.

In relation to other processes such as the PAN, the exercise to develop the strategy for biodiversity management lacks visibility.

As a matter of fact, it is important to improve communication mechanisms between the steering committee and public institutions which are not well informed about the process.

In the same way, it would be appropriate to define mechanisms of effective involvement of the different components of the civil society in the implementation of the strategy and the action plan on biologic diversity. Such mechanisms would permit to go beyond the current stage of episodic consultations with these actors during seminars and establish permanent collaboration. On this basis, true negotiations with the civil society organizations are likely to be conducted on the modalities of operating orientations and action lines.

3.3.5. The impact

Implementing the strategy and the action plan hasn't started yet.

3.4. Elaboration plan of the national territorial development scheme and regional schemes

3.4.1. State review of the SNAT elaboration process

The SNAT elaboration process is occurring in a starting phase although preparatory works have been carried out since 1984. This delay is due to a lack of political goodwill and insufficient resources provided for the Directorate of Territorial Development (DAT) which is responsible for conducting the exercise.

The process was relaunched in 1998 with UNDP support (consulting mission intended to define an updated methodology for the SNAT development).

Before funding required financing to start a sustained process, the DAT ordered several series of studies which were successively conducted as follows :

- in 1980, UNDP supported studies on the general methodology ;
- in 1998/1999, BAD supported thematic inventories on the physical environment, economic activities, infrastructures and equipment and also on the organization and functioning of space ;
- in 2000, UNDP supported the production of card games and studies on different themes :
 - i) assessment of policies and sectorial strategies,
 - ii) institutional and financial mechanisms,
 - iii) trading and the informal sector,
 - iv) housing and culture,
 - v) regional specificities and planning and
 - vi) regional prospective framing.

In seeking required financing, the DAT elaborated a project document which analyses the current context (including the institutional and legal framework) and determines the importance of the policy of territorial development. The document presents the objectives to be achieved and the scheme main functions before describing the methodologic approach recommended for the SNAT elaboration and implementation. It also evaluates required means and proposes a planner to conduct the exercise scheduled for 23 months.

3.4.2. State review of the SRAT/SAHEL development process

A regional planning test experience was carried out in the Sahelian region along with the initiatives undertaken at national level. The experience was primarily financed by GTZ as a component of the Burkinabe Sahel Programme (PSB) and currently by several development partners (Germany, Denmark, the Netherlands, the World Bank and BAD).

During negotiations to seek GTZ support for the PSB in 1986, the programme planning section set three objectives :

- collect complementary data which are indispensable for the SRAT development ;

- establish a monitoring/assessment system to be used in the planning, programming and assessment of the regional scheme ;
- develop methods which can likely facilitate the use of planning tools by supporting structures.

The regional planning process combined several activity series :

- thematic reflections from 1989 ;
- local workshop to restore/validate results of these thematic reflections (1996/1997) ;
- prospective reflection on ongoing projects in the region.

These activities which were supervised by the regional planning structure permitted to enrich the SRAT outline which led to the production of its first volume on diagnostic assessment completed in December 1995 and transmitted to the DAT.

Terms of reference were developed in May 2000 to proceed with the work. The next phase will deal with the capitalization of experiences (assessment of processes and developed tools).

3.5. National action plan for the child survival, protection and growth

3.5.1. The context

The national action plan development for the child survival, protection and growth (PAN-Enfance) was initiated in 1997 by the Ministry of Social Action and Family after the execution of the first five year plan (1991-1995) in favour of children, adopted by the Government in 1991.

The "PAN-Enfance" development context was characterized at national level by the application of economic reforms which had negative social impacts on vulnerable groups' living conditions especially children and the persistence of sociologic impedimenta unfavorable for children, and women (education, health, training, etc). In the meantime, qualitative changes occurred with the process of democratization and decentralization.

At international level, we can notice that the development process of the different plans in favour of childhood appears as a logical consequence of the

World Summit for Children (New York, 1990) that urged countries to be committed in this way.

The "PAN-Enfance" (1997-2000) set two main objectives :

- ensure children's well being and blossoming by placing more emphasis on their rights to survival, protection and growth ;
- promote women's role in development by strengthening their economic and social position and by facilitating their access to essential health services.

In order to achieve these objectives, the following five priority action domains were defined :

- i) health/nutrition,
- ii) education/training,
- iii) children and women in particular hardships,
- iv) culture/leisure/sports and
- v) the environment.

3.5.2. The actors

Actors involved in the development and implementation of PAN-Enfance came from different ministerial departments (health, agriculture, animal resources, social action and family, environment and water, culture, youth and sports, economy and finances, education, etc), the civil society (associations for the protection of human rights, NGOs, customary and religious authorities, etc).

However, no involvement strategy of the private sector was defined and one could note that private actors didn't fully participate in the process.

3.5.3. Integrating institutions and initiatives

The ministerial departments involvement in the process occurred through surveys conducted concerning the different Directorates of studies and Planning (DEP). Thus, the DEPs which represent the main entry into the Ministries for activities related to the process were only involved to provide data and information on children's living conditions. Therefore, these structures were poorly involved in the process. They were only mentioned in PAN-Enfance to implement activities related to childhood in their sectorial projects and programmes.

The involvement of the civil society actors occurred through certain actions undertaken on awareness raising and formulating children's rights.

Several organs and institutions such as the national committee and the Permanent Secretariat of PAN-Enfance, have steered the process since 1992.

The national committee is made up of ministerial departments, representatives of donors, the Economic and Social Council, human right associations and NGOs, and customary and religious authorities. It is responsible for monitoring and assessing the plan and regularly holds meetings twice a year to examine the Permanent Secretariat activity reports.

The PAN-Enfance Permanent Secretariat was initially placed under the supervision of the Directorate of Childhood (Ministry of social action and family) and since 1996 it has been linked with the secretariat General of the same Ministry with its institutional autonomy.

It is in charge of boosting the implementation of the plan and capitalizing its results.

The functioning of the monitoring/evaluation system has been impeded by insufficiencies and difficulties. A monitoring/assessment unit is established within the Permanent Secretariat and networks with the ministerial department DEPs. The DEPs provide data of poor quality due to the fact that there is no specific monitoring/assessment system related to childhood issues. In reality, even if children's issues are particularly taken into consideration in sectorial projects and programmes, there are not adequately addressed in monitoring/assessment systems due to the fact that the "child" issue is not sufficiently considered.

The plan consistency with other planning frameworks was not clearly determined, especially the action plan for woman promotion. Besides, one should note that no work was carried out in relation to conceptualizing, boosting and harmonizing of actions in the context of the process. The PAN-Enfance is viewed as a compilation of projects and programmes of the different ministerial departments without any links between them.

3.5.4. The process

The first phase of the elaboration of the PAN-Enfance document was based on surveys conducted with the different ministerial departments to identify all projects and programmes in favour of childhood either ongoing or planned.

Then, data and information were compiled to develop the draft action plan which was validated during a national workshop in 1997. Participation in the plan development was insufficient. The civil society was only involved during its validation phase.

Required data and information for the process were available and reliable especially during the plan development phase. However, there was no data to monitor/assess implementation activities.

We can state that more efforts need to be made in relation to efficient managerial practices and transparent management of the process despite the new institutional positioning of the Permanent Secretariat. Participation and ownership of the process are inadequate, due to the low involvement of the civil society and ministerial departments to some extent.

UNICEF is the main donor involved in the process. In fact, there is no consulting framework designed for donors involved in the process.

3.5.5. The impact

The PAN-Enfance Permanent Secretariat conducted a mid-term assessment of the plan impacts which showed that children's living conditions have not been significantly improved due to parents' insufficient financial resources. A regression has even been noted in the field of health and education. However, some improvements have been observed in children's living conditions thanks to awareness raising and training sessions undertaken by the Permanent Secretariat over several years for journalists, judicial police officers and professional school students (police, primary education).

3.6. Action plan for woman promotion

3.6.1. The context

The elaboration of the action plan (1998-199) for women promotion was an initiative of the Ministry of woman promotion created in 1997. The materialization of this initiative should permit the ministry to have a consensual action framework for action programming with a sustainable incidence on women living conditions (51,1% of the population according to the 1996 census results). Despite their important number, they are insufficiently involved in decision making processes.

The plan was developed after the experience of the national action plan to reinforce women's role in the development process (1991-1995). One should note that at national level, when the Government adopted the

declaration of the national policy on population issues in 1991 in order to better consider the gender approach, this permitted to pave important ways for the plan development.

At international level, several forums including the Beijing conference held in 1995 contributed to urge the development of national actions plans.

The plan development objective (1998-2000) aimed at improving both rural and urban women conditions, enhancing their autonomy, developing human resources, protecting and promoting woman's image and role in the society.

Priority areas to be addressed were as follows :

- i) poverty control ;
- ii) development of female human resources ;
- iii) promotion and protection of women and young girls' fundamental rights and ;
- iv) advocacy and social mobilization in favour of woman.

3.6.2. The actors

Actors involved in the process are women associations, NGOs, ministerial departments, technical and financial partners, (the national decentralization commission, the national programme for land management, UNFPA, the Dutch Embassy, the University, etc.).

However, the private sector was insufficiently involved, due to the fact that there was no framework designed for the purpose.

3.6.3. Integrating institutions and initiatives

The action plan (1998-2000) derives from large consulting sessions which started as soon as the Ministry of woman promotion was created in 1997.

Institutions involvement occurred through consulting workshops attended by all actors working in the area of women socio-economic promotion. Over a hundred and twenty people from different ministerial departments, associations, NGOs and cooperation agencies took part in this first workshop.

Furthermore, a validation workshop gathering about forty participants was held to collect the main actors and partners comments and suggestions.

Regarding the plan coordination with other existing frameworks, we noticed that the plan development was inspired by priorities defined in the Intent Letter of the sustainable human policy adopted by the Government.

However, consistency with the PAN-Enfance hasn't been clearly demonstrated although actions related to women empowerment and children survival and protection require similar approaches. In addition, PAN-Enfance aims "to promote women's role in development while strengthening their economic and social position and increasing their access to essential health services".

Certain institutional mechanisms were established to facilitate the execution of actions included in the plan. These were the national commission for woman promotion (CNPF), the observatory of the Burkinabe women's living conditions, the information and training and research center on woman (CIFRAF), the national commission to combat discrimination against women (CONALDIS).

Designating focal points of the Ministry of woman promotion with the other ministerial departments was one of the key links of this institutional structure. The mission of these focal points, seventeen (17) of them, was to :

- ensure the application of the woman promotion policy in their ministerial departments and an harmonious and efficient integration of all actions conducted in favour of women ;
- guarantee the integration of the gender approach at the level of analysis carried out in their activity sectors and the level of projects and programmes development ;
- ensure data collection and assess the execution level of programmes and projects within their ministry.

In reality, these focal points are often insufficiently known in their respective departments. This is due to the fact that there is no specific intervention framework for these focal points and their meetings with the Ministry of woman promotion are not held on a regular basis. Moreover, these focal points are not entitled to make decisions.

Actions carried out at local level are inadequately monitored and assessed and the Ministry of woman promotion doesn't have decentralized structures. In these conditions, information is collected through the high commissioners.

The insufficient coordination and monitoring of the plan actions is due to several factors : inadequate available resources to cover all concerned areas, non integration of women-oriented actions in an overall framework and constraints related to donors conditions. Besides, one should note that the creation of several structures (CNPf, Observatory, CONALDIS, etc) raises consistency problems in terms of objectives and actions. For example, even though the CNPF presents obvious opportunities to develop the social aspect of the Ministry of woman promotion, structure is not operational yet in the field.

Nevertheless, the CNPF first session has been scheduled to be held in November 2000.

3.6.4. The process

The process was implemented through the following three main phases :

- (i) the organization of a national reflection workshop in November 1997 to define orientations, objectives and strategies which should guide the Ministry of woman promotion action ;
- (ii) the translation of the workshop conclusions into an action plan draft project 1998-2000 by a technical national committee supported by international experts and ;
- (iii) the organization of a national workshop to validate the action plan document in March 1998.

Information required for the process was available and reliable. It was provided by the ministerial departments focal points and complementary surveys. Different actors and partners are now actively involved in the process.

For the time being, there is no formal framework designed for donors. It is now difficult to assess the process management since it started recently.

3.6.5. The impact

The impact of the plan implementation is noticeable at socio-economic level, especially through the national karite project and the supporting project for women empowerment groups.

These projects first aim is to ensure women economic insertion by taking their role into consideration and then to empower them through an integrated approach (access to credit, appropriate technologies, education and health).

On the other hand, it is appropriate to mention other outstanding achievements, especially the increasing number of women-orientated micro-projects and various initiatives, the emergence of female entrepreneurship and awareness raising resulting from training and sensitization sessions on gender.

PART II : ENHANCEMENT OF THREE CASES

I. NATIONAL ACTION PROGRAMME FOR DESERTIFICATION CONTROL

1.1. Background

The environmental planning process undertaken now in Burkina Faso appears as a response to the serious development crisis affecting the country whose economy essentially depends on agriculture. These exercises which are urged by the Conference on the Environment and Development held in Rio de Janeiro in 1992 essentially aimed to promote an efficient structuring of the environmental variable with other economic and social development parameters.

Concerning the national action plan for desertification control (PAN) one should note that its background is related to the Convention for desertification control (CCD) which was adopted by the international community in Paris in June 1994. In fact, the provisions of this convention recommend the development of action programmes at national, sub-regional and regional level in order to strengthen actions carried out to combat desertification.

The PAN objective is to establish a common action framework which would sustainably mobilize actors and guide projects and programmes towards strategic actions aiming at combating desertification and poverty. Since it was designed as a framework to integrate projects and programmes for controlling land degradation, the PAN identified priority action areas and common orientations but didn't establish a temporal scheme for activities planned to be implemented.

One should note that the PAN process occurs in a context characterized by tremendous institutional changes caused by the structural adjustment programme, especially the questioning of the state role as an important actor for rural development and the emergence of new categories of actors seeking to conquer new negotiation space to orientate the state missions.

These evolutions have been reinforced by the decentralization process which has made considerable progress for the last years.

In fact, beyond a simple redistribution of cards to actors, the decentralization policy aims at a real development of local communities capacities in order to enable them to play a dynamic role in terms of participation in decision making, formulating proposals, executing projects and programmes, coordinating, monitoring and assessing actions.

1.2. Actors

Preparation the PAN was conducted by the Permanent Secretariat of the National Council for Environmental Management which is a structure of coordination, animation and implementation of environmental policy. The SP/CONAGESE was inspired by the CCD guiding principles to define an interactive and participatory action which led to the mobilization and awareness raising of the whole Burkinabe society about the issue of environmental degradation (administration, research institution, NGOs, peasant organizations, traditional authorities, communicators,...).

A National Steering Committee was set up to conduct the PAN process under the aegis of the SP/CONAGESE. This collective steering mechanism included representatives of the main ministerial departments in charge of defining and implementing different sectorial policies. It included more people such as representatives of NGOs, the CND, town councils, peasant organizations and cooperation partners ; which permitted to ensure the involvement of different actor groups in the supervision of the PAN development activities.

However, the representation mechanisms were seriously limited due to the following :

- representatives were not always selected according to their capacity to establish dialogue between their original institution and the SP/CONAGESE ;
- representatives didn't have any specification.

In order to channel actions towards the civil society, several actor groups have established their own internal consulting mechanisms during the process second phase.

Cooperation partners involvement in the process occurred through a consulting mechanism including the different multilateral and bilateral institutions involved in natural resource management.

The option of implementing a decentralized approach was materialized in the field by the creation of the CNP decentralized committees at the regional, provincial, departmental and village level. These committees carried out several activities, especially workshops for restoring the forum conclusions on the process launching, regional and provincial consulting meetings on experiences related to desertification control and regional meetings to restore the draft PAN.

1.3. Integrating institutions and initiatives

Based on different complementary actions (collective steering of the exercise, sectorial dialogue and decentralized consulting meetings), the PAN development process facilitated the mobilization of the main public and private institutions in a process related to dialogue, information sharing, consulted reflection on orientations and the content of the action programme, as well as conditions and norms used to improve intersectorial coordination.

One should emphasize that the steering mechanisms established were able to be capable of being gradually adjusted in order to take into account lessons learned from the experience (opening the CNP to representatives of peasant organizations, attempt to improve the civil society actors involvement in the process, optimizing existing systems at decentralized level, etc.).

Methodologic options adopted in the PAN process largely contributed to link activities carried out to prepare sectorial and transversal policies at least those related to certain important components of the rural sector. The PAN benefited from TOD and RAF experience as well as the PNGT large experience in programme implementation.

The main actors working in the rural sector were involved in the PAN formulation process. However, several important actors didn't actually participate in the process (for example the PNDSA which depends on the Ministry of Agriculture) in addition to certain structures of the Ministry of Environment and Water (case of FEER).

Intersectorial integration is not limited to the definition of strategic orientation framework which should be used to enhance and coordinate sectorial policies. The progression of horizontal consistency also means that actions should be harmonized at local levels in relation to some common principles, and links should be established between field initiatives and national policy orientations. These requirements are taken into consideration by the reflection committees on the PAN mechanisms in their implementation. According to its designing, the development local programming seeks to "control and harmonize" intervention strategies at local level, but also "link local development programmes with national programmes while coordinating actions between communities and the country political, administrative and socio-economic structures".

The PAN doesn't only conduct a detailed analysis of all environmental stakes related to the different sectorial policies and their results. It doesn't

thoroughly analyze hindrances (political and institutional) to the effective application of the environment codes in order to draw lessons for the PAN implementation.

The PAN development process wasn't harmoniously carried out with the other two conventions (convention on biodiversity, convention on climatic changes). Parallel processes were implemented in terms of organization, steering and financing. Yet, the SP/CONAGESE is the focal point of the three conventions. But this didn't permit to reach the efficiency expected in implementing these conventions which were closely linked. One can wonder about the extent to which donors and the SP/CONAGESE responsibilities are committed in relation to this situation.

Regarding monitoring/assessment, the PAN has proposed a three-level system (monitoring the implementation of the PAN and local development programmes, monitoring the impact of actions and initiatives as well as the dynamics of desertification). This system has been completed by several series of indicators which should be taken into account in the different phases of activities.

Actually, the process was not efficiently monitored and assessed at internal level. The external evaluation, carried out in the first phase enabled the SP/CONAGESE to take useful measures for the execution of the second phase.

1.4. The process

Data used in the exercise to establish a state review (diagnosis on the state of natural resources and assessment of ongoing experiences in relation to desertification control) were reliable on the whole. The process was managed with transparency, which was an important factor to enhance collaboration between institutions involved.

The PAN preparation officially started in September 1996 and was structured in two major phases scheduled for thirty six months and including several series of activities.

The first phase which covered a year essentially concerned activities related to information and awareness raising and the establishment of a consulting and partnership mechanism which would enable the different actors to be actually involved in the convention implementation process.

The second phase which was scheduled for two years dealt with the PAN development and participatory adoption.

The PAN draft project was validated during a national forum held in July 1999 before being submitted to the Cabinet for approval on April 14, 2000. The official ceremony launching the PAN implementation occurred on June 30, 2000 under the patronage of the President of Faso.

The PAN preparation benefited from the financial support of certain bi and multilateral cooperation partners (FIDA, GTZ, the Netherlands, ACDI, CRDI, UNDP, France, Denmark, CILSS). The donors initiated a consulting framework which included the partners who financially supported the CCD process, the Dutch Embassy being the leading partner. A regular and appreciable dialogue was carried out by the SP/CONAGESE. However, this consulting mechanism couldn't define an approach to support activities in the form of fungible funds.

Financial partners provided essential resources to implement the process. The national contribution was mainly provided through the administrative personnel. In fact this national contribution didn't help to operate CONAGESE statutory organs.

Financial modalities were impeded by the following constraints :

- budgets didn't forecast insufficient levels for the involvement of an appropriate expertise, at least at national level. This strongly affected the quality of the work executed by the national expertise ;
- the low flexibility of financial partners in forecasting budgets (in such a process it is difficult to determine budgetary levels with precision) ;
- financing per actions (selected according to donors preference) wasn't appropriately carried out and led to difficulties in bookkeeping and overcosts. Besides, this option demanded more time for the Permanent Secretariat involvement in administrative and financial management to the detriment of technical aspects.

Burkina Faso involvement was carried out through the following measures :

- the creation of CONAGESE, its mission and the presidency assumed by the Prime Minister ;
- the link between SP/CONAGESE and the Ministry of Environment and Water, and then its status recently established.

Several actions (especially the launching of the PAN implementation by the President of Faso) showed the concern expressed by the highest authorities about the process.

However, despite this political goodwill, financial resources provided were inadequate.

Activities programming was largely determined by agendas at regional and international level. This resulted in an inappropriate implementation of activities, particularly during the first phase of the process. Such a procedure hampered the good visibility of the ongoing process in Burkina Faso.

Representatives of ministerial departments were involved in the elaboration process ; however, there was not certainty about the application of orientations and principles defined by the PAN in existing sectorial policies or being developed.

Agricultural producer organizations irregularly participated in the CNP process and in the steering frameworks at decentralized level. The different meetings held didn't permit them to improve the process, either in its form or in its content, due to an insufficient internal preparation of these meetings. As a result, it is not surprising to notice their important participation in the current process.

NGOs improved the quality of their structuring and contribution during the whole process. However, transparency needs to be improved in the selection of representatives and the preparation of their involvement level.

In spite of the great number of the civil society's representatives, their low participation in the process showed difficulties faced in taking the populations' concern into account and including them in the PAN.

Individual actors of the civil society or basic organizations, lacking large visibility but capable of making sound proposals were not involved due to partnership mechanisms and modalities.

Without any appropriate support, producer organizations, such as NGOs functioning in the environmental area, don't have sufficient institutional capacities to define efficient partnership mechanisms to develop contributions which would reflect basic actors aspirations and strategies.

1.5. Perspective for implementation

The SP/CONAGESE's role is justified through its different missions which are updated for reasons indicated in other studies. Today, the

fundamental question is : through what mechanism can this institution manage to have other ministerial departments implementing sectorial programmes take into account the PAN and other environmental concerns ? The answer to this question is to address two specific points : technical capacity and authority.

Technical capacity

Each sectorial policy raises environmental issues. Technicians dealing with these policies are not actually well prepared to address them and include them in their strategic objectives and activities. Therefore, it is the SP/CONAGESE responsibility to :

- precise stakes and challenges for each of these sectors (agriculture, livestock, transport...) while taking into account regional specificities (basic studies and involvement processes) ;
- propose technical measures and actions to be undertaken in relation to environmental issues, particularly related to the PAN ;
- develop monitoring and assessment indicators in order to enable departments concerned to understand and monitor the efficiency of their interventions in relation to environmental issues ;
- provide training and regular support to the ministerial team members (mainly agriculture and livestock) and other ministerial departments involved in environmental areas ;
- ensure the respect of commitments and the application of the environment code ;
- support appeals and enable the application of legislation related to environmental protection.

Strengthening the technical capacity requires a real autonomy and a larger flexibility (status problems) of the institution to enable it to have a high ranking personnel (with financial requirements) and a multidisciplinary profile. Appreciations made on the SP/CONAGESE show that its current capacities (techniques of dialogue) cannot meet the mentioned requirements. Even if a general agreement exists on these missions, their transformation into operational objectives and an implementing strategy is not ensured due to the SP/CONAGESE current capacities.

Authority

Experience has shown that the SP/CONAGESE doesn't have the necessary authority to have all its views and proposals taken into consideration. But one should recognize that these haven't actually been clarified and discussed with the different Ministries technical teams. The steering committee which has been provisionally set up is not entitled to assume this role before the functioning of statutory organs (conference). These prerogatives can be bestowed on the committee by the conference since it is presided over by the Prime Ministry.

It is difficult to evaluate the efficiency of a structure which hasn't been set up yet and which doesn't seem to arouse enthusiasm from the State (MEE and the Prime Ministry). One can assume that there is no political will at this level. On the other hand, the other Ministries do not completely agree with CONAGESE leadership role in addressing rural development issues. This situation can be explained by CONAGESE institutional involvement and the nature of its team.

For us, only an inter-ministerial framework including the main actors of the rural sector (with their approval) can actually address orientations determined by the SP/CONAGESE or any other sectorial departments with transversal concerns (Ministry of Woman Promotion on gender issues). However this framework should fulfill the following conditions :

- not to directly depend on any other sectorial Ministry, but on the Prime Ministry in the modalities of actions ;
- include all technical programme officers managing sectorial policies ;
- have a highly qualified restricted team to monitor recommendations (synergy difficulties, arbitrations between sectorial policies, formulation of common principles in order to harmonize approaches). These team members would work on a permanent basis (secretariat).

Recent evolutions (letter on decentralized rural policy) show that a proposal has been made to establish an inter-ministerial committee in charge of coordinating activities in the rural sector. This committee fulfills all conditions required. It would be relayed to the SP/CONAGESE (which should be a member) to have its concerns taken into consideration and work in efficient collaboration with other ministerial departments. Its functioning depends on several factors :

- political authority under the aegis of the Prime Ministry ;

- establishment of a restricted but competent secretariat (which implies adequate financial resources);
- civil society organizations capable of participation.

Since such a framework should be commonly approved (by most Ministries and donors) it could efficiently play this role. However, one should recognize that CONAGESE role and missions are not clearly defined (overlapping of harmonization activities in the rural sector). In this regard, it would be necessary to clarify the situation through an arbitration at a high level.

Devolution of capacities and authority

If synergy actions should be organized at national level, it will be indispensable to establish relays at regional level.

However, it is necessary to draw all lessons regarding the dysfunctioning of the CCTP. Two basic measures seem to be indispensable : the establishment of a budget and a technical secretariat, but their efficiency shouldn't be limited. Organizational issues and technical capacities should also be taken into consideration as well as the effectiveness of local associations and organizations involvement.

Financing the PAN/LCD activities

Most expected resources to implement the PAN have already been gathered within local development programmes and projects. It is not necessary to create a new funds since there are already several of them which are not operational. Then one should reactivate the financing mechanisms of one of the existing funds through local mechanisms (various taxes on individuals and legal entities using natural resources or degrading the environment through their activities). These resources should contribute to finance activities related to the three conventions and not considered by existing projects and programmes.

1.6. Lessons

If political commitment at national level is not accompanied by the provision of financial resources to enhance contribution, the process can be impeded by external influences.

One of the consequences of such a dependence situation is to urge the beneficiaries to comply with donors conditions and expectations, including process programming regardless of the requirements for consulting and participation.

Inter-ministerial consultations are not based on effective commitments and the mechanism of inter-ministerial frameworks is not satisfactory. Although CONAGESE Permanent Secretariat is placed under the presidency of the Prime Minister, its authority is not effective due to the non functioning of its organs (CONAGESE conference). In this regard, its political authority is indispensable.

It is difficult to carry out this consultation without establishing links between the ongoing process and sectorial policies.

Conducting the process and particularly establishing inter-sectorial links is based on technical capacity of dialogue and various and adequate professional profiles. Without autonomy and financial resources, the team created within the secretariat cannot promote multi-sectorial consistency and coherence between the process and projects and programmes.

There is no coordination and synergy between the different national actions carried out under the authority of the national party. This has been by inadequate synergy, redundancies and low efficiency (several consulting systems on identical subjects that could be gathered). This is due to the fact that the process is urged by donors who largely determine its implementation modalities.

The national party, at the highest level (Prime Ministry) didn't express any political will ; it didn't provide financial resources required either.

Funding mechanisms at international level often cause the separation of processes ; each mechanism having its own procedures, pace, terms of reference, requirements and financing mechanisms. In order to mobilize financial resources, the national party has to comply with requirements on synergy and efficient use of financial resources. This adaptation strategy makes it possible to mobilize and diversify financial resources available at international level.

The civil society organizations cannot efficiently be involved in the process without appropriate modalities for selection and preparation. Actions taken to cope with this issue were inefficient; Then, it would be appropriate to carefully define the conditions and participation mechanisms in consultation with the civil society organizations.

II. THE NATIONAL POLICY ON POPULATION ISSUES

2.1. Background

In achieving its independence in 1960, Burkina Faso opted for a planned management of its economic and social development. But because of the low level of development during this time, population issues were not considered as a planning parameter. Therefore, during the first decades after independence, the country didn't clearly define any global and consistent policy related to population issues. Only a few initiatives were taken such as the signature of a convention on labor with Côte d'Ivoire (March 1960) and Gabon (August 1973), the creation of the Authority for Developing the Volta Valleys (1973), the introduction of "Education on population issues" in educational programmes (1976) and the adoption of a sanitary programme (1979).

Population issues and their paradigms were thoroughly modified soon after the international Conferences of Bucharest (1974) and Mexico (1984). These meetings dealt with the international community recognition of the close interdependence between population and development. One of their main recommendations concerned the elaboration of national policies on population issues and the establishment of mechanisms to coordinate initiatives at regional and international level.

In Africa, conferences held in Accra (in 1971) and Arusha (in 1984) contributed to renew the reflection on development issues while analyzing the demographic situation of the continent. By adopting the Kilimandjaro action programme formulated after the Arusha conference, several countries of the continent were willing to ensure "a self-sufficient and accelerated economic and social development in the interest of the populations". At sub-regional level, discussions and reflections conducted on the interrelations of population/development led to the adoption of an action plan of Ouagadougou on sustainable population and development in the Sahel in 1987.

In accordance with these different conference recommendations, Burkina Faso undertook several series of actions designed not only to promote a better control of demographic growth, but also to permit a systematic consideration of population issues in the macro-economic planning process. In this respect, the creation of the National Council of Population (CONAPO) was an important decision aimed at providing the country with a consulting framework which should deal with the formulation of a consistent population related policy.

The first discussions and reflections on population issues started in 1986 under the aegis of CONAPO. This process led to the formulation of a national

population policy in 1991 and the adoption of an action plan in 1992 scheduled from 1991 to 1995.

The main objectives of the population policy are related to :

- improving the populations living conditions especially the most disadvantaged groups ;
- increasing essential needs in relation to nutrition, health, education and training, employment and housing, information and culture ;
- developing human resources ;
- reducing morbidity and mortality particularly within vulnerable social categories ;
- promoting women and adopting measures to improve their productivity, alleviate their works and eliminate oppressive structures and practices ;
- promoting a balanced national and regional development in order to limit rural exodus and international migrations ;
- improving environmental management.

To implement the orientations of this policy, ten priority domains and about a hundred action lines were defined, but no programming had been established for their execution.

In 1995, CONAPO decided to review the population policy while taking into account other concerns related to the emergence of a new category of population issues (AIDS pandemic, reproduction health, etc) and requirements deriving from the evolution of development institutional context in Burkina Faso (establishment of a state of rule, strengthening the civil society, restructuring of the state missions in the context of structural adjustment programmes and decentralization).

The objective of the new policy defined was to "contribute to the populations well being by establishing a balance between population and resources". General objectives mainly aimed at the improvement of reproduction health, the territory development, regional integration, development of human resources, improvement of the efficiency of inter-sectorial coordination and the mastery of inter-relations population/gender/development. These orientations were planned to be

implemented by the year 2015. A first action plan was developed to cover five years (2001-2005).

2.2. Actors

During its launching, the elaboration process of the population policy was steered by the population Unit which was CONAPO technical secretariat. This structure called for national consultants to conduct a series of basic studies.

The consultants elaborated reports which were discussed by CONAPO three specialized commissions (demographic research commission, population and development commission, and family well being commission) exclusively made up of representatives of public institutions.

The different consulting workshops were attended by the same actors including NGOs managers working for family well being, representatives of certain United National specialized agencies (UNFPA, UNICEF, WHO) and other development partners.

One should note that certain local actors (High Commissioners, managers of decentralized technical services and socio-professional organizations) were invited to participate in meetings held at provincial level. In reality these actors were lowly represented due to the fact that they only constituted the fourth of participants. In the local actors group, senior managers of the territorial administration and decentralized technical services showed up in great number and the civil society was only represented by one or two organizations.

The draft policy document elaborated by a team of "multidisciplinary consultants" was submitted to all the Ministry DEPs to be discussed and amended before being validated by the Ministry of Plan. Then the document was examined during a CONAPO general assembly intended for technical services depending on the different ministerial departments, NGOs working for family well being, representatives of the territorial administration and religious groups. The policy objectives and orientations were changed into an operational action programme (PAP-I). This work was carried out by the population Unit in collaboration with the ministerial departments DEPs in charge of social sectors.

Upon completion of the exercise, CONAPO didn't establish the assessment of activities to draw lessons for upcoming actions. In reviewing the planning document, the institution only reconsidered the procedure adopted during the population policy elaboration phase. But it happened that this procedure tended to marginalize several actor groups of the civil society who could bring bright ideas and make sound proposals in relation to political

orientations and strategies. These groups were especially union organizations, human rights defense movements, youth organizations and women groups.

We noticed that CONAPO general assembly held in March 2000 raised the question of including the civil society actors in consulting frameworks, but this perspective was finally turned down. This means that it is difficult to establish partnership with certain so called difficult groups despite the official speech made on popular participation and the promotion of the civil society.

2.3. Integrating institutions and initiatives

The elaboration process of the population policy mobilized the central structures of the different ministerial departments, particularly the DEPs along with the population Unit of the General Directorate of Plan. This DEPs, involvement occurred through their participation in meetings organized by CONAPO specialized commissions or by ad hoc committees. The involvements of institutions working at local level occurred episodically through seminars organized in some provinces (Bobo-Dioulasso, May 1986 and Tenkodogo, December 1987).

A large debate was expected to be conducted on population and development issues but it was finally limited to few public institutions and specialized NGOs, due to the fact that CONAPO didn't establish any mechanism actually involving other organizations of the civil society.

In such conditions, the elaboration process of the population policy marginalized organizations of the civil society and institutions working at local levels, including decentralized structures of ministerial departments. This situation was quite normal according to CONAPO experts. For them, the process had to be managed at central level since its main objective was to help the DEPs consider population issues in the definition of sectorial policies and strategies.

This reasoning led CONAPO to adopt methodologic restricting actions which resulted in the ownership of the process by a few public institutions. One should notice that the adoption of a procedure which consisted of enabling a dialogue behind closed doors between the central administration institutions, was the cause of the lack of visibility which had characterized this planning process since its launching.

The population policy review permitted CONAPO to readjust the methodologic approach in order to take all national actors' concerns into account. Such a step could enable to compare the grassroots communities endogenous initiatives with the orientations and action lines proposed to create appropriate conditions for a successful synergy.

But, due to the lack of a critical reflection on methodologic approaches adopted during the elaboration phase of the population policy, CONAPO simply reconsidered its classical programming. This showed that the institution didn't seem to clearly realize the contradiction between the technocratic and centralized procedure that it supported and its reference to the conclusions of large international conference on population which urged the promotion of populations participation. We should add that CONAPO methodologic options don't actually consider the transformations which affected the national socio-political context (democratization, emergence of the civil society, etc).

In order to coordinate the process with the ongoing decentralization policy, CONAPO last general assembly recommended the development of regional programmes. Without denying the relevance of such an option, we can however wonder about the added value of these regional programmes whose implementation modalities in coordination with the national programme haven't been clearly defined.

The problem of inter-sectorial integration was addressed by the new population policy whose objective was " to promote issues related to population, gender and sustainable development in development projects and programmes at national, regional and local levels".

In relation to this objective, the document proposed intermediary objectives and strategic orientations which particularly emphasized the growth of the populations' means, especially women, facilitation of access to financing, the creation and/or strengthening of networks pertaining to population and development.

But the document didn't define coordination mechanisms between the population policy and other planning processes. It simply mentioned the Intent Letter of the Policy of Sustainable Human Development 1995-2005 as an inspiration source to elaborate the population policy.

If one considers CONAPO's reasoning, consistency between the population policy and the different sectorial strategies is immediately ensured because ministerial departments are represented in the specialized commissions and actively participate in discussions and the preparation of planning documents.

But, the experience shows that the involvement of technical Ministries in a planning process doesn't always enable to establish a horizontal consistency. It is true that some ministerial departments have established mechanisms which can allow their representatives to account for the evolution

of the process preparing the population policy. But these reports are produced at central level and don't reach decentralized structures.

One should wonder if the development of the population policy actually contributed to improve sectorial strategies as expected. Answers to this question will be provided by ongoing studies conducted to define an analysis and monitoring/assessment framework for the population policy. This framework should permit to identify convergences, but also gaps between the orientations of the national policy on population and those of sectorial policies dealing with populations issues.

In our opinion, this work should propose mechanisms to coordinate the population policy with other processes and identify procedures to consider changes affecting the national context. This requires an analysis of the different planning frameworks through their orientations and recommendations formulated in relation to population issues in order to :

- determine the relevance and limits of these orientations related to the requirements for an actual consideration of the population variable as a dynamic component of any development policy.
- Identify conditions to reinforce synergies between structures operating in the different sectors.

Regarding monitoring/assessment, the process internal assessments have to be completed through mi-term external reviews and final reviews upon the programmes completion. Internal assessments should be carried out at different activity levels while using existing systems, particularly regional consulting frameworks.

The action programme (2001-2005) includes a "coordination, monitoring and assessment" sub-programme aiming at "guiding the different actors multi-sectorial population-related actions for an efficient execution of the PNP and PAP". In addition to harmonizing the partners actions, the sub-programme insists on the necessity to improve the efficiency of inter-sectorial coordination in order to boost actions more efficiently both at central and decentralized levels.

The sub-programme identifies monitoring/assessment actions to be undertaken (elaboration of monthly activity reports, field visits, annual reviews, etc) but it doesn't provide accurate indications on the parameters and indicators to be used.

We should notice that the dysfunctioning of CONAPO central structures couldn't enable to assess activities after the institution's different phases in order to draw lessons in terms of methodology for conducting the planning process, of the PAP consistency with the different sectorial strategies and the implementation system of the populations policy.

2.4. The process

The creation of CONAPO in February 1983 marked an outstanding step in the elaboration process of the national policy on population. The institution first mission was to define a consistent population policy in compliance with the requirements of the country socio-economic and cultural context. Therefore, CONAPO's role was to :

- "define the major lines for research and education on population issues" ;
- "orient programmes for data collection on population issues in relation to national needs pertaining to planning" ;
- promote the family and its members well being.

At the beginning of the planning exercise in 1986, CONAPO initiated several thematic studies intended for gathering basic materials required. In the mean time, the institution organized consulting workshops which enabled to define structuring elements of a "plan of actions" related to population.

The findings of the consulting workshops and investigations were used in elaborating draft projects of the policy and the action programme. These documents were approved at three levels (central structures of the Ministry of Plan, other ministerial departments DEPs, CONAPO General Assembly) before being adopted by the Cabinet in 1991-1992.

During this period, the African Development Bank (BAD) established contacts with the Burkinabe authorities to conduct several "studies in the population sector". This investigation work was carried out by foreign consulting firms. It covered a large range and resulted in the formulation of ten priority projects.

Reports produced certainly presented a scientific interest but they didn't bring any real contribution to the planning process. The consulting mission's terms of reference were obviously defined without considering the fact that the country had already developed and adopted a policy and an action programme

related to population issues. Even though the Burkinabe authorities were aware of the low added value of studies recommended by BAD, they agreed with the process for two main reasons :

- funding for the studies had to be supported by BAD as a grant for the Government ;
- the national authorities expected BAD to finance projects identified as part of the mission.

The implementation of studies financed by BAD occurred during to a transition phase between the adoption of the first planning documents in 1991/1992 and their review from 1995.

The review of the planning documents permitted to consider the orientations of the population policy on the basis of a better control of the country socio-economic and demographic situation. Similarly, the preparation of a new action programme permitted to bring important innovations. While the PAP-I was designed in the form the five year popular development plan for 1991-1995, the PAP II sought to orientate sectorial initiatives towards a common goal.

The new policy and programme documents were adopted during CONAPO general assembly held in March 2000. Once the PAP costs are estimated, the document will be transmitted to the Government for approval. As regards the policy on population issues, CONAPO intends to have it adopted by the National Assembly as a law. The next step will deal with the development of regional action programmes.

Exercises carried out to elaborate and review the planning documents were mainly based on available data at INSD and at the ministerial departments DEPs in charge of social sectors (health, education, social action and family, etc).

It is appropriate to note that access to this data was facilitated by the fact that these institutions were represented in CONAPO specialized commissions. To meet planning needs, the institution established a multi-sectorial database which was regularly supplied by partner institutions.

This initiative doesn't lack interest and provides a good basis for institutions networking to provide information on the population. But it would be appropriate to expand collaboration to private institutions which are better informed about operational activities carried out by the civil society organizations (NGOs, religious institutions, youth movements, women organizations and various associations).

Financing for the exercise was essentially supported by Cooperation agencies through multi-annual or exceptional projects. Thus, the planning activities largely benefited from UNFPA financial support which was renewed several times in 1986.

The World Bank supports the SP/CONAPO through the "population and AIDS control" project.

Although there is a consulting framework between donors interested in population issues, the SP/CONAPO deals with each cooperation partner separately. These agencies prefer to include their projects within the SP/CONAPO in order to avoid conflicts between the different sectorial institutions which are the beneficiaries.

This situation seems to favour the SP/CONAPO due to the fact that it is an opportunity to have financial resources to manage, but the drawback is that this could create a confusion between the functions of contracting authorities.

In addition to donors' contribution, the SP/CONAPO benefits from the Government support with the provision of fifteen employees (including ten designing senior managers) and an office building.

However, one should precise that from 1983 to 1996 the institution didn't receive any financial contribution from public authorities. It only benefited from the state financial support in 1997, but this was symbolic when we consider the SP/CONAPO's needs.

This clearly means that the SP/CONAPO largely depends on external support. In these conditions, the discontinuation of collaboration with development partners could lead to a paralysis of the institution. Obviously, CONAPO's current situation characterized by the national authorities' low political commitment and insufficient support is a source of blockage. The institution cannot function adequately with its organs without financial resources. For example, the General Assembly whose ordinary sessions were supposed to be held each year, met only twice within ten years.

The different ongoing projects should be completed in December 2000. If public authorities do not provide CONAPO with important financial resources, the institution will have to face serious difficulties. Even if donors agreed to continue supporting the SP/CONAPO, activities are likely to be hindered due to long deadlines given for negotiation for the renewal of project phases.

2.5. Impacts

This process is historically important since it goes back to the 80s. But it is difficult to assess its impacts due mainly to the lack of a reference framework for projects and programmes monitoring/evaluation defined within the PAP I. Instead of defined synthetic indicators which could enable to measure the degree of consideration of population issues in sectorial policies, the SP/CONAPO tends to consider actions executed by the different sectorial departments as its own achievements.

On the other hand, one should highlight that the adoption of the SAP impeded the implementation and the monitoring/assessment of the 1991-1995 five year plan including the PAP-I as one of its components.

In fact, the application of the SAP discarded the usual planning system to adopt a three year programming through Public Investment Programmes (PIP) urged by the Government. Because of this reason, there are no sufficient available data which would enable to assess the PAP-I implementation.

The institutional structuring of the SP/CONAPO and its status represent its weaknesses. In fact, the SP/CONAPO is linked with a ministerial department within which it doesn't have a real visibility and a sound policy.

Its status which is assimilated to a sectorial directorate has a limited capacity to boost an inter-sectorial coordination dynamics.

2.6. Lessons

The weakness of CONAPO central structures mainly results from the lack of political commitment from national authorities whose support to the process is very limited. As a result, the institution is so weakened that it entirely depends on cooperation agencies support for its functioning. It would be actually sustainable and viable if the State agreed to support it (increased political support and consistent budgetary allocation).

The SP/CONAPO capacity to boost an inter-sectorial action and efficiently assume its coordination mission is hampered by its institutional positioning and its current status but also by its inclination to ensure the process contracting authority at the same time. In these conditions, the improvement of the SP/CONAPO intervention capacities (in terms of technical steering, dialogue and inter-sectorial coordination) and the clarification of its role, are important conditions for the promotion of a dynamic partnership with technical services and the civil society organizations.

Despite its willingness to establish a transversal political framework, the PNP couldn't define modalities for considering the population variable in existing sectorial policies. On the contrary, the SP/CONAPO has been changed into a contracting authority by seeking to manage projects, with donors support.

Due to the lack of operational systems for monitoring/assessing the implementation of the policy on population, the SP/CONAPO was compelled to conduct the process.

Thus, the population policy and the PAP review was carried out without any assessment established by the institution on its experience from 1986 to 1995 in order to draw lessons for the future.

This situation may last for a long time since the new programme has proposed a monitoring and assessment mechanism without precisising its objectives for collecting information required.

To have a real interest, the monitoring/assessment system should go beyond sectorial assessments which do not depend on the SP/CONAPO competence to measure the degree of consideration of the population variable in the different ongoing policies and strategies. If we want to advance in this way, it is indispensable not only to define appropriate indicators and parameters, but also to precise the modalities of using these data collected from the monitoring/assessment conducted by public institutions and the civil society organizations.

While using these data, the different actors can start a dialogue on policies and programmes related to population issues, verify the consistency of strategic orientations, evaluate their impact and define measures intended for tackling the weaknesses of ongoing dynamics and/or strengthen their achievements.

III. THE STRATEGIC FRAMEWORK FOR POVERTY CONTROL

3.1. Background

Burkina Faso is the first West African country and the second country of the continent after Uganda to develop a Strategic Framework for Poverty Control (CSLP). The CSLP which has now become a reference and cooperation framework between Burkina and development partners (multilateral and bilateral) was adopted by the board of directors of the World Bank on June 30, 2000 and that of the International Monetary Funds on July 10, 2000. This process resulting from international and national initiatives, is economically important with tremendous consequences for the Government.

At international level, the Copenhagen Conference in 1995 and the G7 summit in 1996 marked the beginning of an awareness raising of the weight of the debt prevailing in developing countries, and more particularly in sub-Saharan African countries.

During the meeting held in December 1996, the SPA work group (Special Programme for Africa), which was in charge of "economic reforms in a context of political liberalization" was commissioned to examine the proposal reviewed by the European Community and related to the reformulation of requirements.

A year later, in its report on development in the world, the World Bank dealt with the same issue to permit the international community to measure the dimension of the phenomenon in order to better tackle debt problems.

Similarly, UNDP addressed the issue in its 1997 report on Sustainable Human Development.

Following this, the initiative to alleviate the debt of heavily indebted poor countries (PPTe) was born. A high level meeting was held in Libreville (Gabon) in January 2000 to discuss the modalities of its implementation. Several heads of states and Governments of African countries attended this meeting which was presided over by the IMF former president, Michel Camdessus.

At national level, before the CSLP, Burkina Faso developed international cooperation frameworks such as the Framework Document for Economic Policy (DCPE) and the Intent Letter for Sustainable Human Development in 1995 which expressed the Government's willingness to ensure five human securities to the population. Motivations which led to the adoption of the intent letter were mainly related to the evil effects caused by the implementation of the Structural Adjustment programme (SAP) since 1991.

Even though Burkina Faso obtained positive results in relation to economic growth and public finances within the SAP, these results were not sufficient to improve social indicators significantly : therefore, the Government decided to ensure sustainable growth with the population increased participation in a globalization context tending to democratize political life.

Among other experiences and lessons considered in the formulation of the CSLP, one can cite the Test on the reformulation of conditions, public

expenses review, the budget/programme and the Framework for Medium Term Expenses (CDMT)².

The CSLP which was planned for three years to be consistent with the Framework for Medium term Expenses (CDMT) has replaced the Framework Document for Economic Policy with its measurement matrix in compliance with commitments dictated by the SAP. It has become a recent document which will be used by a joint mission IFM/World Bank in September 2000.

According to its objectives, the Government has to take up the social challenge while improving poor communities (40,5%) access to basic social services especially in the sectors of education, health, water, and employment. Another essential concern which should be addressed is the problem of regional disparities and differences between boys and girls. This new action should make it possible for the Government to better enhance development aid.

3.2. Actors

One of the fundamental critiques that developing country Governments formulated regarding the SAP was the fact that these programmes were developed by Bretton Woods institutions and partly by certain national senior managers experienced in designing techniques and implementing economic policies. Then, as a result, these programmes were not beneficial for the national communities, which complicated their implementation with unsatisfactory results. Furthermore future generations still involved in the SAP, attempted to integrate a social dimension by emphasizing the option of participatory process and decision-making. The CSPL development was finally oriented by this guideline.

The first initiatives designed for preparing the CSLP were expressed through information and consulting workshops held in 1998 on sustainable human development in Bobo-dioulasso and Ouagadougou under the aegis of the General Planning Directorate (DGEP). These workshops, which were attended by several actors representing ministerial departments and the civil society went over the operationalization of the Intent Letter on Sustainable Human Policy.

Then, in 1999, a series of workshops gathering the previous actors and donors, addressed again the issue of poverty alleviation. The workshop held in August 1999 in Ouagadougou with the participation of different representatives

² The CDMT is a tool to manage public finances. Its goal is to ensure a better visibility of receipts and expenses over a three year period. It is a consistent framework for strategic planning which aims at an optimal allocation of the State limited resources between the different public sectors.

of the civil society (including unions) through work commissions, led to the production of the first documents which will be discussed during forthcoming meetings.

During the year 2000 three information workshops³ were organized to discuss and validate the CSLP provisional document with different actors, including :

- Ministries of Economy and Finances, Agriculture and Employment ;
- Representatives of ministerial departments ;
- Representatives of the World Bank, IMF, BAD, UNDP, FAO, UNFPA, WHO and other multilateral donors ;
- Representatives of bilateral donors present in Burkina Faso ;
- The Confederation of Women Associations ;
- Students parents associations ;
- The National Federation of Farmer Organizations ;
- The Industrialists Professional Group ;
- The National Cotton Producers Union ;
- Burkina Lawyers Association ;
- Burkina Consumers League ;
- Burkina Human Rights Movement ;
- Burkina Mayors Association ;
- CESAO ;
- Burkina Fibre and Textile Company (SOFITEX)
- Burkina Young People Association ;
- Burkina Retired Persons Association ;

³ These workshops were held on February 15th, 2000 in Ouagadougou, February 25th in Ouahigouya and March 25th 2000 in Bobo-Dioulasso. They were financed by the Government with the assistance of the project for institutional support to the adjustment social dimension (BAD and UNDP).

- The private sector through the Chamber of Commerce Industry and Craft ;
- UEMOA ;
- The Economic and Social Council
- Workers Unions.

Certain groups didn't attend these meetings, particularly secretary generals of ministerial departments who are not only high ranking technicians but also the memory of ministries.

Besides, the private sector was insufficiently represented even though it plays a key role in poverty control especially in the area of employment creation.

Those who played an important role were representatives of central directorates of ministerial departments and development partners. One should notice that the civil society representatives found the exercise too demanding (in terms of deadline), which didn't allow to meet their expectations.

This situation hindered the actual participation in the CSLP development process which was largely discussed during workshops.

3.3. Integrating institutions and initiatives

The CSLP was developed with the participation of public, para-public, and private institutions. The public institutions were :

- The Ministry of Economy and Finances ;
- The Ministry of Social Action and Family ;
- The Ministry of Transport and Tourism,
- The Ministry of Basic education and Literacy ;
- The Ministry of Civil Service and Institutional Development ;
- The Ministry of Regional Integration ;
- The Ministry of Justice ;
- The Ministry of Agriculture ;
- The Ministry of Secondary and High Education and Scientific Research ;
- The Ministry of Foreign Affairs.

These public institutions were convened to different workshops in Ouagadougou, (exchanges on the CSPL strategic elements and priority actions), and in Ouahigouya and Bobo-Dioulasso to thoroughly analyze and validate the CSLP. Most public institutions were represented except the Ministries of Health, Environment and Water, and Employment which play an outstanding role in the definition of actions aimed at combatting poverty. The Ministry of communication didn't attend either although its participation could permit to adopt a communication strategy to ensure a better dissemination of the CSLP content.

The National Assembly, the Second Chamber, and the Economic and Social Council also failed to take part. The non-involvement of these institutions which represent the populations through elected members could be explained by the fact that the CSLP is considered as a Government initiative. After discussing the issues with the development partners and the civil society members, the Government should present the CSLP to these organs for adoption.

On the other hand, ministerial departments which attended the different meetings to validate the CSLP didn't ensure a continuous representiveness. In fact, the representatives of ministries tried to attend several meetings including the Ministry of Economy and Finances which plays an important role in the CSLP process. Such a situation didn't enable an appropriate coordination of actions and an efficient monitoring of the process. One should note that the representatives of ministerial departments concerned participated in the process without bringing an homogenous contribution which should be consistent with policies and strategies being developed or implemented in their departments.

In Burkina Faso, ministerial departments had defined cooperation and action frameworks before the CSLP. These were :

- the ten year plan for basic education,
- the Ministry of Agriculture operational strategic plan,
- the national environmental plan,
- the framework document for economic policy,
- the public investment programme,
- the pact for convergence, stability and growth within UEMOA, etc.

One should emphasize that all these plans and programmes include measures and actions aiming at the country harmonious development. Prior to the CSLP, the framework document for economic policy which is a cooperation framework with Bretton Woods institutions, was the IMF and World Bank document as previously mentioned. Thus, other multilateral donors such as

the United Nations specialized institutions, the European Community, BAD, and BOAD, as well as bilateral partners don't recognize each other through this document.

As a result, we can notice multiple cooperation frameworks and donors various and different procedures which complicate the mobilization of external financing.

This situation leads to an inefficient use of external aid and limits its scope and impact on the country development. This lack of aid coordination disrupts consistency and synergy between plans and programmes. This situation worsens with constraints faced by the State concerning financing for its plans and programmes, which compel it to rely on donors and comply with their multiple and disparate requirements. For example, the Public Investment Programme (PIP) which is a framework for public investment is only financed up to 20% by the national budget ; 80 % of the financing is from external resources. This external financing is inadequately oriented when one compares it with the ten year education plan or the operational strategic plan for agricultural development.

In describing their state review, these plans highlighted the difficulties of their decentralized structures and pointed out the necessity to orient investment efforts towards underprivileged zones. But competition between donors has urged these plans to concentrate their actions towards zones showing a high human development index such as Kadiogo, Comoe, Houet to the detriment of zones with low human development index located in the northern part of the country.

Regarding the PIP, it was expected to be a touchy three year plan to enable a strategic and operational planning in compliance with the SAP which is also a three year programme. In reality, the national budget (despite the adoption of the programme budget) and donors do not forecast medium term necessary resources to finance the PIP over three years. This insufficient planning of resources leads to an annual PIP, instead of a three year programme . As a result, inconsistency is noted with most existing planning frameworks along with a lack of medium term planning.

In these conditions, donors tend to sign financing conventions with the general directorate of cooperation according to their interest and not according to priorities defined by national plans and programmes. To address this situation, the Medium Term Expenses Framework (CDMT) was adopted along with the programme budget forecasted for 2000-2003.

However, the CDMT will likely succeed only if external resources are forecasted in the medium term. But, the assessment of the test on the reformulation of new requirements ordering development partners to consider budgetary aid rather than the programme aid, shows that even if partners agree with this cooperation approach, countries⁴ often have difficulties to meet requirements.

In comparison with other sectorial planning frameworks, the ten year plan has the advantage to be incorporated in the CSLP, mainly through certain objectives defined . One should underline that the test on the reformulation of the new requirement enabled the Ministry of basic education and literacy (MEBA), in consultation with development partners of the civil society, to define objectives aiming at poverty alleviation and set up implementation and impact indicators.

Since this sector was considered as a priority in the government action, donors were more interested in the national education plan. They even asked MEBA to review its objectives which they found less ambitious due to the social deficit shown by survey results, and advised it to forecast additional financial resources to support the PPTTE initiative. It was the reason why the validation workshop held in Ouahigouya emphasized its works on the ten year plan.

Therefore, while considering consistency and synergy with the CSLP, the ten year plan for basic education was included in the programming.

The CSLP was developed at a moment when most sectorial policies were underway. It incorporated orientations, objectives and reforms which had already been planned in certain sectors (mainly basic education and health) while adding new indicators. But there were no major innovations regarding defined indicators. Besides, impact indicators were not defined for the health sector.

Generally, there was a common agreement on a minimum of indicators to measure performances in the different sectors, but the CSLP didn't modify the orientations of the sectorial policies. The ten year plan for education didn't undergo any modifications either.

There was not enough consulting with the senior managers of sectorial policies and those conducting the transversal plans in order to elaborate synergetic actions with the CSLP or envisage the process or implementation modalities.

⁴ A proposal was made to reduce the basic personnel's salaries as a means of reducing basic education cost dictated by donors.

Generally, the DEP and DAF represent the ministerial departments within the inter-ministerial committee established. Within the ministerial departments, there are no links between actors involved in the inter-ministerial committee in charge of developing and monitoring the CSLP and those responsible for ongoing sectorial policies and plans. Consequently, articulation difficulties arise. For example, at the Ministry of Environment and Water, the programme officers working on the three conventions (CCD, Biodiversity and climatic changes) and CONAGESE Permanent Secretariat are not entirely involved in the CSLP elaboration process or its monitoring.

As a result, most of these senior managers are sceptical and wonder if the CSLP will be beneficial strategically and financially. According to its content, certain ministerial departments view the CSLP as an opportunity to bring in additional resources and indicators.

Concerning its quality (improving the orientations of existing policies and implementation actions, synergy with other frameworks), the CSLP added value is not perceptible. This situation has been revealed by comments and critiques made especially by the Economic and Social Council. Surveys conducted didn't include structural aspects of the analysis on poverty (according to the populations). According to some critiques, the document only made observations on poverty without analyzing causes.

The CSLP has been developed in the spirit of the PPTTE initiative. The Technical Secretariat for Economic and Social Development Programmes Coordination (STC/PDES) is responsible for conducting its activities. This structure of the Ministry of economy and finances is capable of monitoring such programmes. Monitoring tools such as the table of the State financial operations are available at its level.

However, the assessment of the test carried out to reformulate the new requirement, showed that new tools need to be implemented for the CSLP monitoring/evaluation. Activities have already started and will be carried out through small surveys among decentralized structures in order to establish a model of measurable general balance (social accounting matrix).

This means that more objectivity is required in the appreciation of the programme which will no longer be done at a centralized level. The civil society decentralized structures will have to express their views on the CSLP execution. It was the reason why the Ministry of economy and finances and development partners insisted on the ownership of the CSLP development process and monitoring.

Thus, the IMF/World Bank/Government joint mission scheduled for the beginning of September 2000 will make it possible to definitely establish the

steering framework, monitoring tools and an agenda for the CSLP assessment.

3.4. The process

The CSLP development was successfully carried out thanks to studies and surveys conducted within the 2025 prospective study, the INSD priority surveys and the State budgetary capacity. Generally, information used to analyze the situation of poverty was not fully reliable due to the choice of the statistic sample. The method was shown during a validation workshop involving national and international experts.

Analyses proposed were based on the results of two quantitative surveys conducted by INSD with the World Bank and BAD financial support, and a qualitative survey conducted by UNDP.

Data of the quantitative surveys were collected in the field but statistic calculations and reporting were carried out at the World Bank headquarters in Washington under its supervision. This showed a shortcoming for national autonomy in survey data processing. The same situation occurred in relation to the qualitative survey. It was initiated by UNDP which supervised the results analysis. This situation showed the two donors strong influence (UNDP and the World Bank) on data collecting process.

The results of these surveys showed that in 1998, 45% of the population lived under poverty line, i.e. 75.000 CFAF of monetary income per inhabitant. Poverty has been worsened by the low delivery of basic social services such as education and health (a physician for 29815 inhabitants and a gross schooling rate of 40,5%).

The surveys were conducted among the populations on the basis of a questionnaire developed beforehand. However, one should notice that there was a low proportion of the target population involved in the surveys. As a result, opinions expressed didn't represent the whole burkinabe population views.

Data on the financial situation are available on the internet of the Ministry of Economy and Finances. From this information, it was noted that funds allocated to the social sectors (basic education and health) were relatively low. This showed that public intervention instruments were inadequately developed in spite of the increasing expenses intended for social sectors in the context of the programme budget.

The CSLP development (entrusted to DGEP) actually started after the Libreville meeting. In this respect, an information and discussion workshop was held in Ouagadougou on February 15, 2000 attended by some ministerial departments, representatives of the civil society, NGOs and development partners.

On February 25, 2000 a validation and enhancement workshop was organized in Ouahigouya but with a low participation of the civil society and development partners. Another validation and enhancement workshop was held in Bobo-Dioulasso on March 3, 2000 with the participation of donors and social partners.

These three workshops were organized by the DGEP and intended for the Ministry of economy and finances. In fact, it was a logical subsequent procedure : information-enhancement-validation. But we noticed that the rate of participation varied according to workshop.

An inter-ministerial committee was set up after the three workshops to complete the document while taking into account the sectorial orientations included in existing plans and programmes or those being developed. Three workgroups were created within the committee to address precise issues.

The summary of their works resulted in the CSLP preliminary version. The report, which bore the DGEP seal was then transmitted to the donors and the civil society for observations.

The inter-ministerial committee which worked at the beginning came up with two frameworks of the DGEP and STC/PDES to become the Kernel of the CSLP development.

The reports were sent to the different actor groups. But there was no international discussion, neither within the civil society organizations (most participants at the workshops didn't receive documents) nor within other ministerial departments.

In mid-April, the document was reviewed to take development partners' observations into account (integration of aspects related to growth, essential baseline for poverty alleviation). This change of orientation ipso facto led to a change in the structure responsible for conducting the CSLP even though the Minister continued to preside over working sessions. In fact, the STC/PDES was responsible for elaborating the CSLP.

This structure which usually coordinated the donors' actions was now responsible for the production of the last version of the document. This version was discussed in the Minister's office during a meeting intended especially for multilateral and bilateral donors, the STC/PDES and the DGEP.

The civil society didn't attend the meeting although they expressed their willingness during the information and discussion workshop held in Ouagadougou, to be involved in the CSLP development and implementation process.

The Minister of economy and finances introduced the CSLP to the National Assembly. Besides, the CES examined the document during its ordinary session.

After these discussions, the document which was slightly modified by the members of Parliament and the CES advisers, was transmitted to Bretton Woods institutions to be examined. The World Bank Board of Directors fully adopted the CSLP on June 30, 2000 and it was approved by the IMF Board of Directors on July 10.

Concomitantly, the European Community adopted it as a cooperation framework following the fifth and final assessment of the test on the new requirement held on July 10 to 14, 2000. This adoption by international institutes showed the international community availability to support Burkina Faso in the combat against poverty.

Several sectorial groups within the population were consulted during the CSLP document elaboration.

They all participated in the different discussions on the preparatory survey documents. However, the following observations were made :

- only local sections attended the meetings The institution itself or through its senior managers was not involved in the development process ;
- the organizations invited received the workshop documents very late, sometimes on the very day of the meeting ; this couldn't help them to be prepared so as to bring actual contribution ;
- agendas for the meetings were often short and presentations by the Ministry experts were time consuming. As a matter of fact, participants from the civil society had the impression that it was a "technicians" concern ;
- local sections didn't present reports to the national representations, which showed that they were not informed on the process ;
- NGO, professional organizations and unions were considerably sub-represented in comparison with Ministry technicians and donors.

The European Union had been designated as the donors representatives to transmit information on the CSLP formulation works.

Insufficient coordination with the civil society actors in relation to the preliminary document didn't enable to consider their concerns and proposals for the CSLP implementation strategy and actions to reinforce their sector (in terms of organization, information...). This also didn't enable to take into account critiques related to the lack of efficiency in implementing sectorial policies, particularly concerning good governance issues.

The CES underlined insufficiencies in the SAP strategy (low consideration of constraints which hampered competitiveness) and inadequacies pertaining to basic education. The Council regretted the lack of assessment of the different actions undertaken in order to reduce poverty and increase employment (FARF, FAPE, PAPME, as well as other national commitments). The national policy on population issues experienced a similar situation due to the fact that no assessment had been explicitly presented to the CSLP although this was an important issue in the context of poverty control.

According to the CES, the CSLP elaboration was hindered by the lack of systematic assessment of all policies related to poverty control.

These opinions are similar to those of the civil society members who participated in the preparatory workshops. Critiques are also related to certain quantitative objectives particularly those pertaining to economic growth whose rates are low due to expanded poverty in the country.

The document was prepared with a low involvement of the actors including the MEF who faced difficulties in meeting the deadline. They attempted to respect the agenda defined by donors in order to submit the document during the World Bank session (June 30) and that of the IMF (mid-July).

The process is currently being implemented within the Ministry of economy and finances. After its adoption by international and national institutions, the STC/PDES is preparing a preliminary report on the CSLP which will be transmitted to the Cabinet. Concomitantly, a reflection is being conducted within this structure in collaboration with development partners and other ministerial departments to set up the basis of a monitoring/assessment of the implementation of the poverty control strategies defined in the CSLP in the light of discussions conducted during the workshop on the reformulation of requirements.

The problem is not raised at the level of monitoring tools which will not be basically different from those of the SAP (for the CSLP expects to reach a sound and satisfactory level of economic growth). The question related to the composition of the civil society is being currently addressed. Another important issue has been raised : how to integrate existing sectorial policies in this new initiative ? The joint mission planned for September will certainly permit to answer it appropriately.

In developing the CNSL, the national party (through the state budget) supported a part of the charges and the donors community supported most part. In fact, the INSD priority surveys were entirely supported by the European Union which had decided to support all spending related to the five assessments of the test on the reformulation of requirements.

The prospective study was conducted with the support of the World Bank and the State budget. Fees related to the CSLP information and validation workshops were supported by Denmark and the World Bank.

The national financing part was estimated at 40% and the donors support accounted for 60% to develop the CSLP.

The nature and extent of the country political commitment regarding objectives, plans and budgetary requirements (adoption of the CSLP by the country's highest structures : Government, National Assembly, CES and civil society) shows the state political willingness to fight against poverty through the CSLP.

The CSLP has several objectives that are all concerned about all sectors of national activities : from economy to employment through social sectors such as education, health, water and environment. One of the document weaknesses now is its lack of reference criteria for an assessment upon completion of the government action.

If objectives related to education were set with ease and included in the CSLP, this was due to the expected effects of the PPTTE initiative which should unfreeze about a hundred billion CFAF by 2003 for Burkina Faso. But one should note that the ten year plan for basic education, which was estimated at 235 billion CFAF couldn't be financed by the national budget due to its insufficient resources. In any case, development partners consistent support was needed to implement such a plan.

This raised the problem of establishing an hierarchy of national priorities. In fact, the approach related to development issues cannot help to identify the Government's priorities clearly. It's easy to establish plans, but their financing always raise problems. This often results in setting priorities aside.

In this respect, structures in charge of conducting discussions could better ask for precisions on the modalities for financing the strategy and reducing poverty : will it be financed by the state own resources, and in which proportion ? will this lead to an increase of the internal tax due to the country low manoeuvre margin caused by sub-regional integration ? how to ensure financial resources in a crisis context and in an unfavourable international situation lately characterized by a constant decrease of raw material costs such as cotton and gold ?

The intention to implement a participatory action was expressed from the very start but mobility in the representiveness of public and private structures didn't help to have a full ownership of the process by actors concerned . The deadline given to write the document didn't also permit to have a preliminary discussion within the ministerial departments (especially with their decentralized structures) in order to take all the sectorial strategies into account.

Regarding the process monitoring, the main concerns expressed in the three workshops synthesis report derive more from the Ministry of economy and finances structures and partners rather than representatives of the civil society. The low analysis capacity of the civil society is one of the causes of this situation. In brief, the ownership of the elaboration process and its monitoring are impeded by objective limits.

The CSLP will be actually monitored by all sectors of the national economy, but the Ministry of economy will particularly ensure its coordination through the STC/PDES.

The traditional management tools for multilateral and bilateral cooperation programmes are available (situation of budgetary implementation, table of the State financing operations...). But in order to follow up the evolution of poverty, a certain number of tools such as a social accounting matrix, and periodical light surveys should be planned.

A political willingness has been expressed to include the civil society in the monitoring/assessment of actions and strategies for poverty control. But, the debate is to know what the civil society represents and who are its members. Beyond these questions, the Government has to perpetuate and publish the survey results on the management of public assets. Two surveys have already been conducted for the fifth assessment of the test. One of these was the survey conducted for the Ministry of health decentralized services and those of MEBA which revealed difficulties faced by these structures in elaborating and implementing the budget. The second survey was conducted on unit prices for public and private contracts. The dissemination of information will enable the civil society to play its role fully.

Concerning the CSLP monitoring system, one should underline the importance of information collection, its processing and its analysis. The CSLP document insisted on national capacity building in relation to monitoring system. We should notice that this objective has been particularly considered by the different ministerial departments for several decades. Institutional support was even provided through the DEP. We noticed that after the termination of support, actions were discontinued for several reasons : ambiguity of these structures missions, the State insufficient financial means and the agents low motivation. These factors have always been noted and will mortgage long term ambitions.

The INSD has to play a key role in data collection and indicator monitoring. Financial partners will provide it with budgetary means to play its role adequately. However, these two observations have been made :

- this institution doesn't have any status to ensure its autonomy and manoeuvre margin which is important for a mission representing such important stakes (aid outlays). Even the status of an administrative public institution (underway) has not been bestowed on it yet ;
- INSD is not provided with adequate human resources sufficiently motivated (career planning, financial incentives and working conditions) in order to avoid mobility and improve performance.

In conclusion, the PPTTE was the starting point of the CSLP development. This document was prepared upon completion of a participatory process carried out with the state limited financial means and the civil society's limited capacity to raise consistency problems between the CSLP and existing plans on the one hand and request for information on financing sources on the other hand. Ownership of the process has started with the involvement of certain ministerial departments, especially social sectors and development partners. The mission in September will make it possible to better define the type of control to be carried out by the structure through a transparent management of public assets.

IV. LESSONS AND WAYS FOR REFLECTIONS

The presentation on the planning frameworks state review in Burkina Faso has enabled us to draw lessons and determine some ways for reflection.

4.1. Lessons

Lessons learned from the planning processes have permitted to notice that if political commitment at national level is not accompanied by the

provision of sufficient financial resources for a significant contribution, the functioning of the steering structures might be hindered. One of the consequences of such situation is the steering structures present situation in which they are compelled to comply with the donors' conditions and expectations, including the requirements dictated by the activities agenda notwithstanding consultation and participation conditions. This constraint shows a tendency to diversify processes, due to the fact that each financial partners has his own specific procedures and his pace for making outlays.

The steering structures capacity to boost an inter-sectorail action and appropriately assume coordination missions is hindered by their institutional positioning, their current status, their workers' profile and sometimes their tendency to ensure the process contracting authority.

At another level, the lack of appropriate modalities for the civil society actors' involvement, the random democratic functioning of organizations and the low legitimacy of their representatives, have created a situation in which basic actors are less involved an informed. This situation has limited their capacity to elaborate qualitative contributions to address their specific concerns and support public authorities' questioning about financing for plans and programmes which have been defined.

Some innovations are underway, but they especially require a real leadership capacity, calling to the public administration institutional development .

4.2. Ways for reflection

The state review of the different planning frameworks has made it possible to identify certain working procedures which pertain to concerns commonly expressed by involved actors.

These are essentially general principles capable of inspiring elaboration practices and improving strategies designed for implementing plans. During the dialogue process, more emphasis will have to be placed on the orientations of activities identified.

4.2.1. Establishment of more adequate communication mechanisms between public institutions in charge of steering planning processes and the civil society organizations.

The improvement of communication mechanisms between public institutions ensuring the steering of planning processes and the civil society actors requires readjustments pertaining to three main actions :

- provide the civil society organizations with information which will enable them to better tackle planning process issues and develop their own vision by establishing links between their field knowledge and measures affecting the national economic and social situation. This access to information is a motivation source for the civil society actors and offers them the opportunity to play a more dynamic role within the process.
- urge the civil society organizations to have a better command of information by enabling them to mobilize qualitative intermediaries to carry out necessary studies and prepare and conduct meetings during which these organizations will make proposals.
- establish and/or strengthen internal consulting mechanisms so as to enable discussions between managerial structures and members on proposals formulated in the name of the organization.

If we want the civil society participation to be more significant, the quality of their involvement should become a kernel criterion for assessing sectorial and transversal policies. This means that principles need to be elaborated on the participation of the civil society organizations. These principles should consider at least three requirements :

- i) provide these actors with complete information on the process in which they have to participate ;
- ii) provide various supports to help them conduct internal consultations, elaborate their proposals and have them taken into account and
- iii) adapt planning processes to technical and organizational plans (agenda and management).

4.2.2. Promoting a more asserted inter-sectorial consistency

Inter-sectorial integration should be materialized by the definition of a strategic orientation framework which should be used to coordinate sectorial policies consistently. The establishment of stronger horizontal consistency doesn't aim to suppress all ongoing processes to adopt a unique political orientation. The idea is to enable a convergence of different ongoing policies towards common action lines. In this respects, the dialogue process should identify actions designed for building up inter-sectorial consistency.

Concretely speaking, one should attempt to know how these policies can be mutually enriched, what are the convergences noted, and how to promote synergies and possible common actions to be undertaken. Such a procedure should enable not only to ensure coherence and complementarity of orientations defined in the different sectors, but also to improve the efficiency of coordinating systems.

4.2.3. Promoting the harmonization of actions at local level

Seeking consistency shouldn't only be limited to a political level. It also requires an harmonization of actions implemented at local levels by several types of institutional systems which are supposed to be complementary but also competitive (state services, projects, NGOs, socio-professional organizations, etc). It is then necessary to promote global coherence and a complementarity of actions undertaken in the field by enabling consultation on main principles to guide interventions (financing system, modalities of supporting the local contracting authority, reference to close actors, etc).

This evolution should be reinforced at national level by the development of framework conditions which will permit to orientate actions on the basis of common principles in terms of identification of institutional structures, financial modalities and links between policies and projects and programmes.

All these procedures mean that the definition of clear and consistent orientation lines at national level and a framing to ensure the harmonization of field actions will be one of the main factors to reinforce the strategy for the country economic and social development.

4.2.4. Clarifying the institutional system in order to remove constraints related to sectorial partitioning

Clarifying the institutional system appears as an important requirement if we want to ensure the global coherence of all actions implemented at different levels and bring about efficient inter-sectorial coordination.

While delimiting the different structures missions, we should emphasize the necessity to carry out a comprehensive assessment of the institutional framework in order to better determine these institutions real capacities for steering ongoing processes.

Supporting public institutions to develop their competences should be concomitantly carried out with a review of methods and working procedures, and functioning modes based on partitioning logics. In this regard, institutions should have commonly useable tools in the planning process, the strategic analysis and policies and programmes assessment.

4.2.5. Developing the analysis of critical points related to donors roles in planning processes.

The planning process state review has revealed that most plans and policies are inspired by the donors who also largely ensure their financing. Other facts noted are related to the pace of elaborating plans and policies which is often dictated by donors but doesn't enable efficient inter-sectorial consultation and a real participation of the different actors of the civil society. We can also notice a low synergy between certain structures financed by donors and steered by the same national institutions⁵ and multiple actions being undertaken. This, in fact, doesn't allow a better process ownership.

It is indispensable to thoroughly analyze these critical points in order to bring about proposals which will likely ensure a better synergy of field actions, an efficient and conscious participation of the different actors and an adequate functioning of existing planning frameworks.

⁵ Convention on biodiversity, climatic changes and desertification.

ACRONYMS

ACDI	:	Canadian Agency for International Development
AFD	:	French Development Agency
BAD	:	African Development Bank
BID	:	Islamic Development Bank
BOAD	:	West African Development Bank
CASEM	:	Board of Directors of the Ministerial Sector
CCTP	:	Provincial Technical Consulting Framework
CCD	:	United Nations Convention on Desertification control
CES	:	Economic and Social Council
CIFRAF	:	Information, training and research action center on Women
CILSS	:	Inter-State Committee for drought control in the Sahel
CFA	:	African Financial Community
CND	:	Decentralization National Commission
CNP	:	National Steering Committee
CNPF	:	National Commission for women promotion
CNUED	:	United nations Conference on Environment and Development
CNRST	:	National Center for Scientific and technological research
CDMT	:	Medium term expenses Framework
CSLP	:	Strategic framework for poverty control
CRDI	:	Research Center for International Development
CONALDIS	:	National commission to Fight discrimination against Women

DAF	:	Directorate of Financial Affairs
DAT	:	Directorate of Territorial Development
DCPE	:	Economic policy framework document
DEP	:	Directorate of Studies and planning
DGEP	:	general directorate of Economy and planning
DOP	:	Political Orientation Speech
DOS	:	Strategic Orientation Document
DPPA	:	Pollutions and Sanitation prevention directorate
FAARF	:	Support funds to women's income generating activities
FAO	:	Food and Agriculture Funds
FAPE	:	Support fund to employment promotion
FEER	:	Water and rural equipment funds
FEM	:	World environment funds
FIDA	:	International Funds for Agriculture development
FODECOM	:	Community Development Funds
INEAR	:	Institute of environment and agricultural research
INSD	:	National Institute of Statistics and Demography
INSS	:	Health Science Institute
IRSS	:	Research institute in social sciences
LIPDHD	:	Intent Letter of the Policy for Sustainable Human Development
LPDA	:	Policy letter for Agricultural Development
MEBA	:	Ministry of Basic Education and Literacy

OCDE	:	Cooperation and economic development organization
OMS	:	World Health Organization
ONASENE	:	National office for maintenance, cleaning and embellishing Services
ONEA	:	National Water and Sanitation Office
ONG	:	Non-gouvernemental organization
ONUSIDA	:	United Nations Organization for AIDS control
PANE	:	National Action Plan for Environment
PAN-Enfance	:	National action plan for the child's survival and protection
PAN/LCD	:	National action programme for desertification control
PAM	:	World Food Programme
PAP I, II	:	Action programme for population issues I & II
PAPME	:	Support Programme for small and medium size enterprises.
PIP	:	Public Investment Programme
PISA	:	Investment Programme in Agricultural Sector
PNIGM	:	National Programme for Information Management on the Environment
PNDSA	:	National Development Plan for the Agricultural Sector
PNGT	:	national Programme for Land management
PNP	:	National Policy on Population Issues
PNUD	:	United Nations Development Programme
PNDS	:	National Plan for Sanitary Development
PPD	:	Popular Development Programme
PSB	:	Burkinabe Sahel Programme

PSN	:	National Sanitary Policy
PSO	:	Operational Strategic Plan
PPTTE	:	Programme for Heavily Indebted Countries
RAF	:	Land Tenure Reorganization
SNAT	:	National Scheme for Territorial Development
SNDD	:	National Strategy for Sustainable Development
SOFITEX	:	Fibre and Textiles Company
PSA	:	Special Programme for Africa
PASA	:	Agricultural sector adjustment programme
PAS	:	Structural Adjustment Programme
SP/PANE	:	Permanent Secretariat of the National Council for Environmental Management
SP/CONAPO	:	Permanent Secretariat for the Population National Council
SP/CONAGESE	:	Permanent Secretariat of the National Council for Environment
SRAT	:	Regional scheme for territorial development
STC/PDES	:	Technical secretariat for the coordination of economic and social development programmes
TOD	:	Orientation document on decentralization
UEMOA	:	West African Monetary Union
UERD	:	Unit for education and research in demography

