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**SUMMARIZED PRESENTATION OF THE PLANNING
FRAMEWORKS STATE REVIEW IN BURKINA FASO**

RAPPORT DEFINITIF

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AFD : Agence française de développement

BAD : Banque africaine de développement

BID : Banque islamique de développement

CCTP : Cadre de concertation technique provincial

CFA : Communauté financière africaine

CND : Commission nationale de la décentralisation

CSLP : Cadre stratégique de lutte contre la pauvreté

DCPE : Document cadre de politique économique

DEP : Direction des études et de la planification

DOS : Document d'orientation stratégique

FMI : Fonds monétaire international

LIPDHD : Lettre d'intention de politique de développement humain durable

LPDRD : Lettre de politique pour le développement rural décentralisé

MEBA : Ministère de l'enseignement de base et de l'alphabétisation

OCDE : Organisation de coopération et de développement économique

ONG : Organisation non gouvernementale

ONUSIDA : Organisation des Nations unies de lutte contre le Sida

OSS : Observatoire du Sahel et du Sahara

PAM : Programme alimentaire mondiale

PANE : Plan d'action national pour l'environnement

PAN/LCD : Programme d'action national de lutte contre la désertification

PAS : Programme d'ajustement structurel

PASA : Programme d'ajustement du secteur agricole

PASEC/T : Programme d'ajustement du secteur des transports

PIB : Produit intérieur brut

PIP : Programme d'investissement public

PNOCSUR : Plan national d'organisation et de coordination des secours d'urgence et de réhabilitation

PNUD : Programme des Nations Unies pour le développement

PSA : Programme spécial pour l'Afrique

PSO : Plan stratégique opérationnel

PTF : Partenaire technique financier

UERD : Unité d'Enseignement et de Recherche en Démographie

UNICEF : Programme des Nations Unies pour l'Enfance

1. INTRODUCTION

During the Rio de Janeiro conference held in 1992 the participants unanimously agreed that it was necessary for all countries to implement national strategies for sustainable development. In this regard, an action plan called Agenda 21 or World Action Plan for the 21st century was designed.

Burkina Faso and five other countries have been selected to conduct a steering dialogue process on experiences in development planning in order to define the guidelines which should orient the implementation of sustainable development strategies.

This activity will be carried out in Burkina Faso in a favorable global context because of the new orientations followed by development policies.

A strategic framework for poverty control has been established. In addition, the country has elaborated several sectorial and transversal policies which focus on the rationalization of activities and the sustainability of development actions.

The national strategy for sustainable development is not aimed at proposing a new plan designed for replacing previous planning frameworks. In fact, its objective is to enhance policies and programmes which are underway and enable a better synergy between the different actions carried out in the field.

This planning process should make it possible to enhance the assessment of planning frameworks done by the different actors so as to agree upon the different methods which are likely to promote a better integration of sectorial and transversal policies. The following main actor groups discuss the issues :

- i. Directors of Studies and Planning and Officers in charge of the different planning frameworks,
- ii. NGOs and youth organizations,
- iii. Farmer organizations,
- iv. Women organizations,
- v. Unions, human right movements and consumers associations,
- vi. Companies and
- vii. Local communities.

The conclusions and recommendations deriving from these meetings will be used by the Economic Development and Cooperation Organization (OCDE) to reevaluate its cooperation policy during the 2001 autumn session intended for Ministers of economy from the main donor countries. Besides, Burkina Faso will have to use it to elaborate its national strategy for sustainable development.

2. PLANNING SYSTEMS EVOLUTION IN BURKINA FASO

While achieving its independence in 1960, Burkina Faso decided to set up a national system for planning economic and social development. Three five year plans were designed without the participation of the civil society actors. Because of their technocratic aspects, only the Ministry of Plan, the sectorial commissions and the Parliament were involved in the process. Since the advent of the revolution in 1983, the national policy has been based on participatory development. In this respect, an emphasis has been laid on two essential orientations : implementing the planning process systematically in all activity sectors on the one hand, and involving grassroots communities at the different levels of the planning process on the other hand.

From 1986 these new orientations were carried out by elaborating five year plans with quantified objectives and strategies to attain these objectives. One should note that the procedure involved a strong community based participation in the form of "public debate".

However, as of 1991, the implementation of the five year plans was hampered by the adoption of the Structural Adjustment Programme (SAP) by the state and international financial institutions which considered it as a proper solution to a current crisis (persisting deterioration of public finances and balance of payments). As a result of economic reforms dictated by the SAP, the five year plan could no longer be a normative plan which had set assessed objectives and a precise temporal vista intended to be changed into a short and medium term framework for policies orientation. Therefore, the adoption of the SAP turned the second five year plan down and enabled the establishment of an unstable planning and a three year public investments programme (PIP). This new planning system didn't work successfully due to the State insufficient financial resources. Moreover, the PIPs only include activities carried out at the central administration level.

The effects caused by the structural adjustment policies and the devaluation of the CFA Franc weakened the production system and resulted in a general impoverishment which seriously affected the most deprived communities. The nasty social effects caused by the SAP and the dramatic situation urged the Government to identify the fight against poverty as a priority objective of policies to be implemented during the 1995/2005 decade.

In its objective such as establishing a global consistency of sectorial policies and taking into account all development concerns, the Letter of Intent on a Policy for Sustainable Human Development (LIPDHD) elaborated in 1995, emphasizes the necessity to promote human security by enabling each Burkinabe to have access to remunerative employment, preventive and curative medical care and environmental, individual and political food security.

To pursue the LIPDH objective, the Burkinabe authorities elaborated a strategic framework for poverty control (CSLP) in 1999 with the support of external partners.

The CSLP became not only the reference framework of cooperation between Burkina Faso and development partners but also the cornerstone of all development policies. In fact, this framework is aimed at improving poor communities (40,5 %) access to basic social services, especially in the areas of education, health, water and employment. Another objective set to be taken into consideration is to reduce regional disparities and discrepancies related to the socio-economic situation and gender. The CSLP goal is to enable the Government to better enhance aid for development.

3. PLANNING FRAMEWORKS ALREADY IMPLEMENTED OR UNDERWAY

Operationally speaking, the LIPDHP and the strategic framework for poverty control constitute the support of the new strategy for Burkina Faso economic development. In the meantime, the country is involved in other sectorial or transversal planning processes which need to be improved along with the CSLP.

Frameworks and sectorial plans are, according to us, those which are essentially implemented within a sectorial ministerial department, even if their orientations are to be taken into account by other departments. As for transversal plans, they are to be considered as referential and structuring frameworks for others.

Development frameworks and sectorial plans

- the ten year development plan for basic education (2000/2009) ;
- the scientific research strategic plan ;
- the agricultural sector adjustment program (PASA/DOS/PSO/PISA) ;
- the livestock action plan ;
- the national strategy and the action programme on biologic diversity ;
- the national health policy document ;
- the action plan for the child survival, protection and development ;
- the food security action plan.

Transversal frameworks and plans

- decentralization ;
- the national population policy ;
- the strategic framework for poverty control ;
- the framework document for economic policy (DCPE) ;
- the action plan for woman promotion ;
- the national environmental action plan ;
- the national action programme for desertification control.

4. COMPARATIVE ANALYSIS OF PLANNING FRAMEWORKS

While conducting a comparative analysis of the planning frameworks, whether sectorial or transversal, the following aspects are to be taken into account :

- the context ;
- actors ;
- how to integrate institutions and initiatives ;
- the process ;
- impacts.

4.1. Planning processes context

The initial idea of elaborating planning frameworks derived from various motivations. For example, regarding the ten year plan for basic education and the elaboration of the strategic plan for scientific research or decentralization policy, these planning processes were urged by national concerns, particularly a strong social demand and pressures exercised by certain actor groups. One should note that these processes occurred in a context characterized by great institutional changes (questioning the state's role as the greatest rural development actor, emergence of new actor groups seeking new negotiation opportunities, etc.).

Concerning planning frameworks dealing with issues such as population, gender, child protection and poverty control, they result from international consensus's concluded during important meetings such as the Beijing summed on Women (1995), international conferences held in Bucharest (1974) in Mexico (1984) and in Cairo (1994) on population issues and the world summit for children held in New York in 1990.

On the other hand, the ratification of certain international conventions by Burkina Faso can be considered as one of the fundamental causes of these planning processes particularly in the case of the elaboration of the national programme for desertification control and the preparation of the action plan for biologic diversity.

The last case concerns planning processes resulting from certain donors' requirements in relation to the implementation of structural adjustment policies (especially PASA, PASEC/T and DCPE).

One should note that whenever these planning processes are initiated on the basis of an external condition, the national authorities find a way to transform this constraint into opportunities (enhancement of policies or programs being executed or elaborated).

In pursuing their objectives, the plans and sectorial frameworks will have to define their guidelines aimed at consolidating achievements in the concerned sector and/or promoting new relevant actions at institutional, economic and organizational level. Plans and transversal frameworks have undertaken important intersectorial actions such as human resource development, poverty control, improving environmental management and promoting women in economic and social development.

4.2. Actors

The actors are involved in the planing processes in several ways. In fact, we could say that there are as many involvement formulas as the number of planning processes. However, these various involvement forms can be classified in three main categories.

The first category concerns involvement modes based on a technocratic and centralized approach which tends to keep the civil society actors in a marginal position and to provide a better position to state institutions. In elaborating the ten year development plan for basic education, public institutions which were directly concerned worked in close collaboration with cooperation agencies involved in the sector. However, one should note that it was only during the validation of the plan that social partners were involved in the process including the elaboration of the framework document of economic policy which was executed by technical agents of the Ministry in charge of economy and finances with the support of World Bank and IMF experts.

The second category is related to modalities of involvement in the planning processes aimed at including the civil society, but one should note that the quality of this involvement is not always satisfactory. For example, in elaborating the PSO, it was not possible to set up participatory mechanisms which could provide the civil society organizations with means to define their own vision and formulate proposals taking into account their specific concerns and their experience in the field. The same observation can be made in the elaboration of the national policy on population issues which didn't include several actor groups of the civil society who have relevant visions and proposals in relation to policy orientations and intervention strategies (union organizations, human rights movements, youth organizations, women groups). Besides, it was also noted that the private sector's participation in the process of strategic framework for poverty control was insufficient despite the initial wish of officers working at the Ministry of economy and finances. These actors didn't show any interest in the process due to the fact that the consultations on strategies for poverty control occurred through technical debates without the participation of the civil society actors.

The third category refers to all involvement strategies which have been successfully implemented while raising the concerned actors' awareness of their responsibility. During the process of formulating the decentralization policy and the PAN/LCD, a remarkable improvement was noted in the quality of actors involvement through a successful combination of different mechanisms, especially reflection groups, steering committees and consulting workshops. Even though important insufficiencies have been noted, these innovations have been introduced to show the way.

In general, the actors involvement strategy has been hindered by several constraints. The first constraint is related to ways in which the consulting and steering structures are established and function. In fact, mechanisms used to represent actors in these structures don't always take into account proxies' capacity of contributing significantly in the planning process. This remark specially refers to actors participation in forums and larger meetings. It has been noted that technical service representatives and those from the civil society organizations cannot always establish adequate relationships between their original institutions and the planning frameworks they represent.

This situation is partly due to the fact that the institutions which should be involved in the planning process are generally selected by the steering structure. Deadlines given are not enough to assess the different institutions capacities of being actually involved in the process and to carefully examine agents' profiles before designating proxies.

The lack of specifications for these representatives doesn't enable to precise their roles in the steering frameworks. When terms of reference are defined, the representatives' mission is not clearly determined and there is no procedure to evaluate the quality of their involvement in the process. As a matter of fact, the lack of specifications including sanction procedures (positive or negative depending on cases) shows the proxies unmotivation and their inadequate performance.

This situation has been worsened by the fact that institution representatives in the steering committees change their ways according to the meeting they have attended, which undermines the continuous follow up of the planning process.

Another constraint is the lack of mechanisms designed for a preliminary sufficient preparation of the different meetings (forms, steering committees, work meetings). Actors attending these meetings only receive the preparatory documents on the eve of the meeting or on the very day. In these conditions it is difficult for them to bring their contribution efficiently while taking into account all the experience of the actor groups or the institutions for which they work.

In addition, regarding pedagogical aspects, French illiterate actors face serious difficulties in getting involved in the consultation processes due to the lack of devices which could enable their comprehension (translations of basic documents into local languages) and in defining a suitable work plan according to their needs. The civil society actors cannot always participate in debates largely. They need mediators who will help them better understand some terms used in the debates. This is indispensable and enables them to express their concerns and make proposals.

It has been noted that when actors are not enthusiastically involved in planning processes, this is due to the fact they are requested at a late stage after the processes have been designed and modalities defined. As for the civil society actors more specifically, they feel that their involvement in the process is simply a vindication and a source of legitimacy for state institutions since there is no certainty that their viewpoints will be actually taken into account.

It has been also noted that the insufficient involvement of the civil society organizations in planning processes is due to the internal functioning of these organizations which doesn't always enable a sufficient preparation of meetings and an adequate selection of representatives within the different consulting frameworks. In fact, according to some observations, these organizations are run by a few managers who take initiatives and make decisions alone without consulting grassroots individuals. This situation causes several problems related to the internal functioning of these organizations, to the legitimacy of their managers and to information dissemination.

Development partners are usually well motivated to support almost all planning processes. However, they face several problems in their intervention. In order to respect their deadlines donors have imposed a progression pace to the planning processes which could often affect the quality of work (collection of preliminary data, assessment of ongoing actions, consultation between actors, etc.).

Instead of following the progression pace in accordance with their own agenda, national actors try to comply with donors agenda ; since the respect of the deadline is a criterion of process assessment and a condition to benefit from financing.

On the other hand, it has been noted that donors' financial efforts to support consultation processes don't always meet requirements. As a matter of fact, these insufficient financial resources cannot encourage efforts made by the different groups of the civil society to develop consulting internal mechanisms.

4.3. Integrating institutions and initiatives

The problem of integrating institutions and initiatives should be addressed in relation to the steering of processes on the one hand and to consultation between the different planning frameworks on the other hand.

At the first stage which is related to the steering of mechanisms, two major actions need to be taken :

- i. referring to the DEP or to a technical Directorate and ;
- ii. establishing a specialized structure (coordination technical secretariat, permanent secretariat or national committee).

Experience has shown that the DEP's involvement in planning processes don't always ensure a sufficient horizontal consistency. An obvious example is the preparation of the national policy in relation to population issues. The different technical Ministries DEP's involvement in this process didn't actually contribute to improve sectorial strategies as expected.

In the case of the decentralization policy, the CND has participated in the activities of the different steering committees and in formulating policies. This has permitted the structure to show the orientations and principles adopted in the context of decentralization. However, since there is no specific action taking into account these orientations in projects and programmes supporting activities remain very limited.

As regards the process elaborating the PAN/LCD, their orientations are not sufficiently addressed by the different ministerial departments involved in natural resources management. It has been noted within the Ministry of Environment and Water that the PAN/LCP was not well prepared in compliance with the two conventions on biologic diversity and climatical change even though the SP/CONAGESE was the focal point of these three conventions.

The strategic framework for poverty control was elaborated during a moment when most sectorial policies were already underway. The CSLP has included orientations, objectives and planned reforms in certain sectors (essentially basic education and health) while adding new indicators. In its current formulation, the CSLP is not a reference framework for most sectors which are unfamiliar with it. Besides, there have been no major innovations regarding defined indicators even for these sectors. In addition, the CSLP hasn't modified the orientations of the different sectorial policies.

It has been decided to adopt the principle of iterative approach to elaborate the CSLP different versions through a close consultation whose modalities need to be clearly defined.

The steering committees and executing technical structures have been hindered by constraints noted at three essential levels :

- the low participation of public institutions whose representatives don't fulfill the requirements to be involved in the processes. In some rare cases when the institution relevantly selects its representative, it doesn't pay a sufficient attention to the preparation of meetings and the examination of the outcomes of activities in which the representative has participated.
- the inadequacy or lack of a legal authority to ensure the monitoring and adoption of orientations and strategies. This is one of the essential problems faced in steering planning processes. In fact, these committees don't have enough authority to negotiate with state institutions and urge them to include orientations and strategies defined by the planning frameworks into their sectorial policies.
- the inadequate capacities of technical organs responsible for the operationalization of the different planning frameworks (permanent secretariat, executive secretariat...). These structures usually lack required competence and don't have multidisciplinary teams capable of conducting dialogues efficiently and proposing working procedures which can reinforce synergies and complementarities between planning frameworks and the different sectorial policies. It is clear that the way in which these teams are made up and remuneration conditions proposed can't provide the most appropriate national expertise (in terms of professional competence and autonomy level).

At the second level concerning decentralized planning processes, it has been noted that some processes have developed ad hoc frameworks before being adjusted through the enhancement of existing frameworks, especially the CCTP without actually reinforcing them.

Generally, the weakness of the steering committees (irregularity, quality of participation) didn't permit to develop a sufficient capacity for an efficient follow up of decisions and enable coordination and consistency of processes. This situation raises the question of the coordination framework and political authority capable of taking over or supervising the effective implementation of orientations. In order to work efficiently, these frameworks should be made up of the main representatives of the different social groups (public institutions and non governmental actors) and exercise sufficient authority (in terms of taking over) to supervise planning activities and create favorable conditions for a common implementation of policies and plans.

The Ministry of Economy and Finances which is in charge of coordinating aid and development planning is unable to fulfill its mission satisfactorily. In fact, this department doesn't have enough authority to efficiently boost the coordination of aid and activities executed by the other ministerial departments. Besides, coordination between the different services within the department needs to be improved.

In the area of cooperation with development partners, certain processes have attempted to develop a steady dialogue with donors based on consulting mechanisms they have established. On the other hand, other processes have encouraged bilateral relations with cooperation partners.

Donors in general have tried to develop sectarian attitudes. Each of them prefers to encourage actions which respond to their concerns without considering ongoing dynamics in the field, or attempting to coordinate planning frameworks and policies. The priority that each donor gives to his own options in relation to objectives, evaluation criteria and financing procedures, tends to keep planning processes in an isolated functioning logic.

Thus, several planning processes happen to be concomitantly steered by the same ministerial department without any coordination between them. An example is the case of the national action program to combat desertification and the action program on biologic diversity elaborated under the aegis of CONAGESE. Another example is the national policy on population issues and the CSLP which are steered by the Ministry of Economy and Finances. Such a situation seems to favor national actors since this enables them to mobilize external financial resources. Therefore, each process is perceived as a new potential channel to mobilize aid.

Two important issues should be taken into account in assessing cooperation systems :

- the lack or difficulty of consultation among donors themselves. In some sectors remarkable exceptions need to be highlighted. It is especially the case of consultation related to the decentralization process, support to the education sector and to environmental plans specifically the (PAN/LCD) ;
- the insufficient coordination of development policies and the low assertion of a true national leadership ;

4.4. Processes

During their implementation the planning processes have been structured in several steps and have been validated at different levels :

- i. an internal validation at the level of the ministerial departments DEP,
- ii. a social validation during decentralized and or national seminars and
- iii. an official approval during the Cabinet meeting. In the particular case of the PANE and the national population policy, lessons learned during their implementation have aroused the idea of reviewing these planning frameworks.

In almost most cases, planning processes have largely depended on external financing. The Government's support consists of only providing agents and premises. In some rare cases of financial support, amounts provided were purely symbolic and couldn't meet financial needs identified.

Donors support occurs in different forms according to cases. In the case of the decentralization process they showed a good example by acting in consultation in the context of fungible funds. This unique procedure facilitated the execution of a real programme unaffected by accounting and administrative heaviness. However, in preparing the PAN/LCD, financing modalities were mainly undermined by the lack of flexibility of financial partners in elaborating budgets and by the option of these partners which consisted of financing actions gradually.

One should note that donors have always disagreed to support a national expertise even partially for a determined duration. Besides, they are not very willing to provide resources intended for mobilizing appropriate expertise at national level. Local experts are largely less paid than expatriates without considering the actual market situation ; as a matter of fact, this doesn't enable the recruitment of better national experts. The Burkinabe public authorities are partly responsible for this situation since they haven't defined guidelines for the use of national expertise.

Since the planning processes depend on external supports, actions are likely to be hampered as the experience of the national policy on population has shown it. In this case, projects supporting the SP/CONAPO will be completed in December 2000. This situation compels the public authorities to increase their financial resources to ensure an effective functioning of technical structures.

In the future, the planning processes agenda will have to be better controlled by national actors. Otherwise, deadlines shouldn't be determined in accordance with donors requirements, but should rather take into account priorities defined by national actors. This improvement in the process control means that a progression pace should be adopted and adapted to the internal capacities of institutions and actors involved in the planning processes.

The operationalization of the different planning frameworks remains an important challenge. There are still no reliable indicators which will enable to assess the quality of the process and the impacts deriving from it. With the OSS support, the PAN/LCD has made an important effort to establish a monitoring/assessment system.

In general, actors responsible for monitoring/evaluation activities are not fully autonomous to appreciate the process impacts objectively. This situation resulted in divergences noted between government officials' appreciation and those of donors and beneficiaries. The SAP experience is an obvious example.

Donors are not always willing to allow true autonomous evaluations which could enable to question their programmes and plans. Consultants hired are most of the time members of the central offices (head offices) or experts who are closely linked with certain institutions considered individually that would like to have their contracts renewed. Whatever the case considered, it has been noted that consultants avoid criticizing officials' presuppositions objectively and highlighting donors responsibilities.

4.5. Impacts

It is difficult to determine the planning process impacts for at least three reasons :

- the operational implementation of most processes is still in a starting phase ;
- certain oldest processes lack institutional structures to support their implementation ;
- others have not yet been thoroughly evaluated so as to determine impacts.

Therefore, processes related to the SAP have produced effects which have been differently appreciated by actors (State disengagement, economic reforms, etc.). Other processes (scientific research, decentralization, PAN/LCD...) are perceived as bringing progress especially in the sense of reinforcing local contracting authority and establishing a reference strategic framework for all actions.

As indicated previously, there is a difference between the donors and the beneficiaries viewpoints obtained through data on the evolution of poverty indicators.

4.6. Ongoing innovations to promote synergy and coordination of development actions

Innovating practices are implemented or sought by the state financial and technical partners to promote synergy between actions and improve the efficiency of coordination structures (workshop in Tenkodogo in April 2000).

To avoid the danger of an abstract presentation of these innovating practices, we suggest that a definition of the outlines be illustrated from some important actions being executed in the rural sector and the sector of basic education.

4.6.1. Description of innovating practices and attempts to enhance actions in the basic education sector

Innovating practices have been recently introduced in the basic education sector. The most important changes occurred during the last months (May to July 2000). For the time being, we don't have enough information to evaluate expected or unexpected effects. Nevertheless, we can make a presentation and outline an analysis which will show the main difficulties arising in this experience.

Commitments for the principle of sectorial approach

Since 1997 most partners working in the educational sector have taken part in the formulation of the ten year plan and have adopted the principle of including any new sectorial action in the plan.

Most donors interested in the sector have approved the principle of sectorial approach. This position was initially strongly supported by the Dutch Cooperation and the World Bank. More recently, other financial partners actively brought their support (European Union, French Cooperation, Canada).

In adopting the principle of sectorial approach, the donors agree with the following conditions :

- actions will now be carried out through a reference framework jointly defined ;
- since project implementations are often hindered, this approach will be given up to support MEBA Services in executing their activities ;
- the leader's role of the national party in coordinating and arbitrating donors' intervention modes has been recognized by all parties involved ;
- more attention will be paid to technical and financial support to develop MEBA capacity for playing its role fully in the process.

Agreement with the leadership role of the national party

Donors agree with the principle of the State leadership in the ongoing process. Even if important observations have been formulated and should be taken into account by the ten year plan, one should note that donors have decided to respect the progression pace defined by MEBA.

Joint missions

A joint mission of technical and financial partners interested in the basic educational sector was conducted 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, ONUSIDA, OSEO, PAEB, PAM, The Netherlands, UERD, UNESCO, UNICEF, European Union, Tin Tua.

The composition of this mission shows real progress made concerning the coordination of the different donors (the most important NGOs of the sector and even a national NGO are included).

According to the mission's objectives one can note their concern for supporting actions and coordinating dialogues with the national party. These objectives mainly aimed at getting interested financial partners and national actors agree on a ten-year programme which will serve as a reference framework for all actors involved in the sector.

The technical and financial partners framework (PTF)

Its members comprise all institutions currently working in the sector of basic education in Burkina Faso. NGOs are also included through the platform they have established for education.

The PTF have formed working groups that have been all involved in the process of the ten year plan elaboration. Recently, the donors set up the following two working groups to contribute to the operationalization of the ten year plan :

- the group to harmonize activities ;
- the group to harmonize procedures.

The programme consistency with the other initiatives and policies

During the process the donors have sought to carry out their activities in compliance with the provisions of other frameworks (CSLP) and new financing opportunities in the context of the initiative for debt alleviation.

The joint mission carefully examined the issue of intersectorial consistency. It formulated a series of proposals to promote a multisectorial approach and develop appropriate integration modes for institutions and initiatives in the education sector.

Towards the adoption of guiding principles defined consensually

The mission expressed its interest in a certain number of practices and innovations which are very important for the pursuit of the process (financing principles, provisions for policies, etc.).

Assertion of the priority given to MEBA institutional reinforcement

The mission made recommendations aimed at reinforcing the national party capacity in formulating policies and managing the sector. It also proposed an agenda for meetings (in the context of dialogues) between donors and the national party.

The PTF agreed on the principle of breaking down financing fields while taking into account each donor's comparative advantages. Although the principle was clearly defined, the PTF haven't been concretely committed yet. This issue will have to be discussed as one of the essential points of the dialogue within the consulting framework.

Agreement between the national party and the PTF on the reform of aid conditions

In 1997 a large group of donor's started an experimental approach related to aid for development in Burkina Faso in the context of the Special Program for Africa (PSA). This experimentation on the reformulation of aid conditions was conducted under the aegis of the European Community that ensured its coordination. It mainly aimed to have all the donors agreement on a series of sectorial performance indicators for the government activities. These indicators should serve as a common reference for decisions on aid disbursement in the form of budgetary support in accordance with the principle of sectorial approach.

The experimentation objectives dealt with the following :

- improving and reinforcing actions to ensure the Government ownership of the processes of definition, follow up and policies evaluations ;
- regulating aid flow and reducing aid suspensions which cause sudden disturbances in the state treasury management ;

- improving efficiency in donations by following up programmes on the basis of measurable performance indicators consensually defined beforehand ;
- reinforcing and improving coordination between the PTF.

Such a procedure is globally consistent with the sectorial approach. The experimentation was completed by the fifth evaluation carried out in July 2000 with the participation of the most important donors interested in the sector of basic education. The evaluation came up with the following conclusions :

- by opting for a real ownership of public policies by the Government, this supposes that after the definition of objectives and sectorial strategies, the PTF should allow national actors to choose the modalities of their operational implementation, their appropriate progression paces as well as the reform programme ;
- evaluations should be done on the basis of defined indicators in agreement with all interested parties (cooperation partners and Government). These evaluations should help define the nature of the different partners' contributions to the programme and especially establish harmonization systems ;
- the selection of the most relevant indicators should be done during the elaboration of new programmes ;
- the agenda should give sufficient deadlines to develop reflections and come up with operational conclusions on two essential issues related to :
 - i) the identification of result indicators for a certain number of sectors or activity areas and,
 - ii) the establishment of a link between results obtained while monitoring indicators and financing amounts allocated by donors.

4.6.2. Description of attempts to enhance actions in the rural sector

The elaboration of the policy letter for decentralized rural development (CPDRD) is to be considered as a relevant initiative. In fact, the CPDRD has decided to promote a comprehensive consistency and complementarity of activities implemented in the field by enabling consultation on some guiding principles to orient these actions. Since representatives of ministries acting in the rural sector are involved, the elaboration process of the LPDRD should make it possible to reach a common agreement between concerned public institutions on the principles of actions carried out at local levels.

To reinforce the achievements of the LPDRD process it is necessary to take into account certain issues which represent important challenges for the future of the process. These challenges are related to :

- the technical competences and autonomy level of the technical group in charge of preparing the files to be submitted to the different institutions representatives ;
- the importance given to the civil society proxies ;
- the authority given to the coordination framework. In this respect, it's important to note that by involving the representative of the Prime Minister, this raises a sine qua non

condition regarding not only choices and required arbitrations, but also sanctions which are indispensable for the process success.

Even if the elaboration of the LPDRD is a considerable breakthrough (in terms of objectives, formulation of guiding principles, structuring of institutional organs), the process covers only the rural sector. The CSLP ambition is to cover all sectors, but its results are still modified. Therefore, for the time being the CSLP coverage is limited to the sectors of basic education and health.

4.6.3. Analysis of ongoing processes and innovations

If certain major innovations are presently accepted by all parties involved in the basic education sector (particularly innovations related to the sectorial approach and new conditions), their implementations face serious difficulties which need to be identified.

Consensus on the principles of a sectorial approach and follow up indicators in relation to the conditions reform

For the time being, these new innovations concern the adoption of a new approach and the modalities of designing the ten year plan (content and principles). Principles adopted deal with national priorities and the coordination of actions (multi sectorial integration).

We should note that the decentralization process has been taken into account in the ten year plan including the reinforcement of MEBA management capacities. However, the plan was unable to precisely determine the nature of links which should be established between outlays and results achieved by the governmental policy. This issue will have to be discussed by the national party and the PTF.

Lack of real agreement on certain measures to be adopted

Upon completion of the joint evaluation carried out with the national party, the donors insisted on the fact that the achievement of the objective of improving the educational coverage according to the ten year plan proportions, means that infrastructures should be largely extended and the staff reinforced. Because of the state budget insufficient resources, donors have recommended a reduction of education cost by fixing teachers' salary as the triple of GDP per capita income, which means a decrease of the current remuneration. This proposal was turned down by the national party whose members consider that this could result in social conflicts and a decrease of teaching quality (unmotivation).

A representative consulting framework but in search of greater efficiency

Thanks to its quality, the donors consulting framework has managed to establish a dialogue with the general agreement of most PTFs. However, there are still certain important partners (BAD, BID, UNDP) who have not been involved in the process yet.

The creation of working groups has opened up interesting perspectives but they haven't included all the donors. The working group on the harmonization of procedures is very less productive, which doesn't encourage donors to adopt the recommended innovations. To adapt

their procedures to a sectorial approach, the PTFs are hampered by difficulties which cannot be exactly evaluated.

The marginalization of the civil society

Non governmental institutions (associations belonging to the basic education sector) have been very insufficiently involved in the consultation processes. This situation can lead to nasty consequences, especially in relation to the relevance of the plan under certain aspects but also to the sector governance. In this area, the approach no longer complies with the major orientations set by both financial partners and the Burkinabe Government.

Donors didn't provide necessary support to ensure a real involvement of the civil society (grassroots associations, teachers unions) that could play a key role in lobbying and making proposals. There is no doubt that these actors involvement is indispensable if we want to achieve a national consensus and promote a real ownership and a viability of all processes.

Some important objectives such as the transparency of the process management and the civil society participation at all levels, have not been explicitly taken into consideration. If the implementation of a sectorial programme should largely be based on state institutions, it also means that the civil society and local communities have to play an important role in activities related to the monitoring of aid management (access to information, involving the civil society actors in decision making processes pertaining to management, especially bidding). These different issues have not been soundly discussed yet.

The low effectiveness of the Burkinabe Government leadership

The agenda of the process formulating the plan is largely determined by donors. One can wonder about the degree of involvement of the national party in the process and how they attempt to own it. This remark is related to important delays which occurred during the process implementation. Technical and financial partners are essentially responsible for taking initiatives and making proposals. In these conditions, the following question is worth being asked : will the national party sincerely adopt the sectorial approach or will it adopt it simply because it is a new condition for action ?

The national party doesn't still play its coordination and arbitration role fully by effectively steering the PTFs meetings ; this could make it possible to play a leader's role. Despite its pretensions, the national party can't still enact rules which should be respected by the PTFs. Things are happening as if the national authorities carefully avoided scaring the donors who still hesitate to comply with the new requirements.

MEBA institutional weakness in assuming its role

To pursue the process, uncertainties are being expressed especially concerning the national party's capacity to implement certain actions mainly related to :

- administrative and financial management (in the present context, MEBA's level of budgetary implementation is below 80 %) ;
- programme follow up/evaluation.

All institutional audits carried out (particularly audits dictated by the World Bank and MEBA itself) show important deficiencies in the functioning of the department. In order to overcome these difficulties, it is indispensable to implement in-depth reforms in the sector management. Other reforms still need to be implemented not only by MEBA alone but also by other departments as well.

Shouldn't these reforms be efficiently implemented, the capacity of the national party leadership, which is the foundation of the sectorial approach, could be compromised. One should recall that the financial partners have assisted several projects which provide institutional support to MEBA, but results expected haven't met expectations yet ; and one should wonder what to do now. In this area, there are no clear, explicit and comprehensive lessons which could be learned either by donors or by the State.

However, we can notice that public administrative positions at high level don't sufficiently attract national officers who are more skillful to perform managerial tasks efficiently. In addition, managerial tasks are not urged by incentives and motivating awards. These essential issues which had been dodged by all partners including donors should now be raised and addressed objectively so as to define an efficient strategy for institutional capacity building.

5. LESSONS

There is a wide range of planning frameworks which are not very familiar with each other and lack adequate synergy in designing, executing and monitoring processes. Each partner or partners group tends to set up his own strategy and policy framework for the country. So far, the authorities have complied with these requests in order to meet the different donors' expectations and requirements.

The CSLP which is viewed as a federative framework deriving from the LPDHD is obviously concerned about this criticism. However, it is perceived as a reference framework unless it should be reviewed in a compliance with an increased consultation with other ministerial departments and the civil society organizations.

According to lessons learned from the planning processes, if the national political commitment is not accompanied by significant funding, this could seriously hinder the functioning of the steering structures.

One of the consequences of such situation will be the fact that the steering committees will be compelled to comply with development partners conditions and expectations in terms of timing the activities regardless of the requirements of consultation and participation. This constraint leads to the partitioning of processes, due to the fact that each financial partners has his specific procedures and paces for outlays.

The steering structures capacity to boost an intersectorial action and efficiently assume their coordination mission is hampered by their institutional positioning, their current status, their agents' profile and sometimes by their inclination to ensure the contracting authority of processes.

At another level, the lack of appropriate modalities to involve the civil society actors, the inadequate functioning of democratic organizations and the weak legitimacy of their representatives have led to a situation in which the grassroots actors are insufficiently involved and informed. This situation has limited their capacity to elaborate quality contributions which will take their specific concerns into account and to address the public authorities questioning on the financing of plans and programmes defined.

Innovations are underway, but they essentially require a real leadership capacity involving the institutional development of public administration.

At internal level, two factors hinder the breakthrough towards leadership and financial partners' trust : human resources within the country and modalities of their use, transparency in aid management.

Financial support is indispensable to enable the State better coordination of aid and interventions. However, the experience of the basic education sector has shown all the challenges to be taken up both at the level of development partners and the State.

6 RECOMMENDATIONS

Since the LPDHP and the CSLP have already been adopted by national actors to be used as global reference frameworks for the macro-economic development process, the idea is to consider the sustainable development strategy, not as a document defining new policy orientations, but confirming an existing reference framework which will precise the modalities for its improvement, define management codes, intervention principles and institutional reforms with the approval of all national actors. The objective is to ensure a sustained and coherent economic, social, political and environmental growth of the development process.

The NSSD should have to conduct activities with emphasis on the following :

- sustainable human development ;
- a real equity in the distribution of the outcomes of growth ;
- a larger transparency in public affairs management and granting aid ;
- efficiency and sustainability of development programmes ;
- capacities building at national level.

In this perspective, the main recommendation is to improve the strategic frameworks reference (the CSLP) towards the achievement of a NSSD. In this regard, the following actions need to be taken into account :

- review the CSLP in close collaboration with all the ministerial departments and the main organizations of the civil society and the private sector ;
- develop a new CSLP version designed to create adequate conditions for a larger synergy between the different existing planning frameworks and define modalities to harmonize coordination mechanisms (existing or planned), performance indicators and procedures for policies monitoring / assessment ;

- provide sufficient funds from the state budget to re-update the CSLP ;
- urge all external partners from Burkina Faso to consider the CSLP as a unique framework integrating different cooperation programmes ;
- elaborate a simplified and shortened version of the CSLP for a larger distribution to all actors.

In operationalizing the NSSD, the different partners (State, civil society and development partners) will have to identify constraints and concrete actions to be undertaken.

Specific and complementary recommendations will be made for the main actors such as the State, the civil society and development partners. These recommendations are meant to ensure efficiency in implementing activities and transparency in management.

6.1 At the State level

6.1.1 Improving the functioning of the DEPs and public administration

- Carry out an in-depth institutional audit which will enable to reorganize the DEPs and ensure efficiency in managing their planning function and monitoring / assessment ;
- review the DEPs functioning mode in order to create adequate conditions to collect data and disseminate information ;
- carry out planned activities in the context of the public administration reform in order to determine proper conditions to ensure administrative senior agents better involvement and greater motivation in performing their tasks ; establish an effective monitoring /assessment mechanism involving all actors concerned.
- respect the application of a more strict sanction system (positive or negative) ;
- reinforce the civil society organizations presence in the steering committees while entitling these structures with stronger authority, particularly in relation to ministerial decisions.

6.1.2 Capacity building

- Elaborate and apply procedures to appeal for competition in order to mobilize a more appropriate expertise which will conduct the programme execution ;
- operationalize the system for assessing work teams and apply sanctions in relation to results obtained ;

- refer to the national private expertise, particularly in elaborating policies and steering consulting activities between actors ;
- ensure remuneration for the national expertise in relation to realities of market ;
- consider the environmental dimension as well as the links between the environment and other activity sectors (agriculture, hydraulics, health, mining...) in training modules ;
- help to establish a national network for aid monitoring made up of an autonomous and informal group whose members will work to facilitate readjustments which could improve financial partners' interventions (in compliance with the NSSD main principles).

6.1.3 Promoting principles for transparent management

- Support the development of a management code which will ensure a transparent management of development processes at all activity levels (modalities for conducting audits, involvement modes of republican institutions and the civil society, mechanisms for information dissemination related to financial resources, sanction systems, ...)

6.1.4 Reinforcing efficiency of aid coordination and development actions

- Operationalize the coordination system in time (rural sector) planned in the context of the LPDRD ;
- ensure the effective coordination of the different aid flows for development while taking into account the results of previous evaluations ;
- at public authority level, consider the implications of the national leadership in aid management by disagreeing with cooperation partners' policies and strategies which are not orientated in compliance with the planned reference framework ;
- mobilize necessary financial resources to ensure the regular functioning of coordination systems and facilitate the most appropriate mobilization of the national expertise;
- ensure political commitment at the State highest level (Prime Ministry and Presidency) in order to entitle coordination managers with sufficient authority ;
- operationalize the aid coordination system, facilitate the organization of round tables with development partners and establish monitoring mechanisms for these meetings ;
- establish a synthesis related to executed or ongoing strategic orientation frameworks ; collect all information for a large dissemination ;
- mobilize financial resources at national level to implement actions stated above.

6.1.5 The NSSD monitoring/assessment

- elaborate a specific indicators structure for the NSSD monitoring/assessment and refer to an independent expertise (approved by all actors) to conduct the evaluation process ;
- define an institutional mechanism for the NSSD monitoring/assessment.

6.2 At the level of civil society organizations

6.2.1 Improving the organizations functioning and reinforcing their capacities

- Urge the civil society organisations to elaborate development strategic plans as a supporting and partnership framework with development partners,
- develop ambitious programmes to reinforce the civil society organizations' capacities for managing and executing activities.

6.2.2 Consulting dynamics between the civil society organizations

- Support the establishment of a partnership spirit between the civil society different organizations performing the same tasks ;
- establish appropriate mechanisms to develop regular consultations between these organizations.

6.2.3 Promoting transparent managerial principles

- Establish more strict transparency rules for the civil society organizations functioning, decision making and management ;
- elaborate and have a management code adopted. This code will clearly define the responsibilities of the civil society organizations in funds management and the respect of subscribed commitments.

6.2.4 Improving the quality of the civil society organizations' contribution in elaborating, monitoring and assessing policies

- Name their representatives in the steering committees on the basis of their effective competences ;
- mobilize resources to prepare relevant contributions for the different consulting or planning processes in which they are involved ;

- ensure information dissemination on the different planning processes in which they are involved.

6.3 At development partners level

6.3.1 Improving the quality of involvement of the civil society actors

- Mobilize more financial resources to ensure a better involvement of the society organizations in the processes (preparation of meetings, mobilization of facilitators, monitoring/assessment...);
- urge associations and NGOs to develop institutional development realistic plans, particularly in relation to capacity building and mobilize necessary resources for their implementation ;
- facilitate partnership with specialized national or regional institutions (foundations, study offices, NGOs) to accompany and support the civil society organizations institutional development ;
- require the respect of participatory principles in processes designed for elaborating and implementing policies and development programmes ; and use it as a condition for approving the different steps of planning frameworks ;
- see to the application of the principles of good governance and consider these principles as a requirement as well ;
- take into account the society concerns and also consider public opinions regarding the respect of these conditions for good governance and participation ;
- Consider the civil society organizations' urgent needs for institutional development by creating or reinforcing appropriate supporting mechanisms for this purpose.

6.3.2 Developing synergy between the processes

- Consider the unique referential framework adopted by the country as the basis for developing cooperation programmes ;
- adopt a procedure based on the organization of round tables intended for development partners while recognizing the national party's leadership ;
- clearly determine development partners prerogatives scope and urge the country to assume its leadership role in defining specific modalities for internalizing processes ;

- Show an opening spirit and adopt flexible procedures which will facilitate the adaptation of mechanisms and funding procedures in order to provide the national party with an effective manoeuvre margin in elaborating and implementing processes ;
- Forecast a degressive contribution system based on the costs of intervention coordination and the functioning of the structures established by the national party ;
- Based on periodical assessments and guarantees obtained through transparency in management, proceed with the implementation of sectorial approaches by readapting financing procedures and mechanisms.

6.3.3 Capacity building

- Mobilize sufficient financial resources to provide more attractive working conditions for the national expertise (agents recruited in the context of planning processes) and set up a structure which will enable the State to take over within reasonable deadlines ;
- remunerate the national expertise on the basis of contracting norms ;
- refer to the national expertise in priority ;
- systematically apply transparent and autonomous procedures of selecting technical organs ;
- adopt flexible and pragmatic procedures which will enable to mobilize the national expertise efficiently ;
- reduce as much as possible recourse to external technical assistance and allow the selection process of this technical assistance if necessary ;
- help to formulate and implement a reform of the administration in order to improve the quality of managing policies and strategies ;
- avoid dependence on aid, by particularly removing aspects related to the use of technical assistance ;
- give high priority to the development of national capacities while supporting the country's efforts in elaborating a policy and a strategy to reinforce the different actors' capacities (NGOs, private sector, local collectivities, associations).

6.3.4 Monitoring/assessment of processes

- Define monitoring/assessment indicators and parameters which take into account the civil society actors' concerns ;

- necessarily disseminate the results of the processes audits and evaluations, especially those related to the civil society actors ;
- conduct a periodical evaluation of processes in order to measure the national party commitment level (State and civil society) in the NSSD process (management code, actions and reforms) so as to better determine forthcoming actions to be undertaken ;
- establish regular and autonomous procedures to monitor the work of cooperation and aid management structures within cooperation agencies (headquarters agents and field workers) ;
- refer to technical teams commonly selected by development partners and the national party (State and civil society) to conduct evaluation processes designed for measuring the commitment level of the State, cooperation agencies and the civil society in the context of the NSSD.

7 PROPOSALS OF GUIDELINES TO DEVELOP THE NSSD

Recommendations	Management codes	Actions	Methods of implementing actions and responsibilities
<i>7.1 State</i>			
7.1.1 Functioning of the DEPs and public administration	<ul style="list-style-type: none"> • Be committed to effectively apply regulations related to the functioning of administration • Be committed to provide the DEPs with sufficient human and material resources • Be committed to highlight the DEPS function • Be committed to increase the representativeness of the civil society organizations in the processes steering committees • Be committed to consider workers representatives (unions) concerns • Adopt a participation quota for the steering committees up to 3/5 (State a departments) and 2/5 (civil society) 	<ul style="list-style-type: none"> • Disseminate and popularize laws regulating the functioning of the administration in order to ensure a better application • Review and adapt anachronistic regulations • Conduct an institutional study to recenter the DEPs missions (consider the function of planning and monitoring/assessment) • Forecast sufficient financial resources at State and projects levels 	<ul style="list-style-type: none"> • Institutional study (Consultants and Representatives of the administration) • Adoption of regulations determining the participation quota for the different actorr groups to the steering committee (State) • Formulate consensual supporting measures for the administration global reform (Consultants and Representatives of the administration)

Recommendations	Management codes	Actions	Methods of implementing actions and responsibilities
7.1.2 Capacities	<ul style="list-style-type: none"> • Get committed to promote and reinforce workers' capacities and ensure institutions harmonious development 	<ul style="list-style-type: none"> • Elaborate and implement a development plan for human resources within ministerial departments while highlighting integrated structures (hydraulics, health environment, gender, etc.) • Implement activities planned in the strategic framework document for promoting the national expertise • Ensure the following up of the implementation of the regulation related to administrative agents involvement in consulting contracts • Review projects and programmes staff's structure by considering conditions for contracts 	<ul style="list-style-type: none"> • Study (Consultants and administrative agents) • Participatory workshops (State, development partners and civil society) • Establishment of a monitoring/assessment committee • Workshop to review the structure
7.1.3 Transparency	<ul style="list-style-type: none"> • Get committed to conduct regular audits and assessments on projects and programmes • Get committed to disseminate audits and evaluations results • Get committed to improve the representativeness of parties in the planning frameworks coordinating structures 	<ul style="list-style-type: none"> • Produce and disseminate audits and evaluations results 	<ul style="list-style-type: none"> • Recourse to independent consulting firms • Favour the involvement of sub-regional experts in national consulting firms in charge of conducting audits

Recommendations	Management codes	Actions	Methods of implementing actions and responsibilities
7.1.4 Actions reference framework	<ul style="list-style-type: none"> • Urge all actor groups to know the CSLP better • Get committed to change the CSLP into the only reference framework designed for elaborating the different cooperation programmes 	<ul style="list-style-type: none"> • Review the CSLP while including other dimensions (invironmental issues espically) and lagely distribute results 	<ul style="list-style-type: none"> • Close consultation with the different ministerial departments and the civil society • Financial support (State and development partners)
7.1.5 Coordinating aid and development actions	<ul style="list-style-type: none"> • Ensure the national leadership political involvement in aid coordination • Manage aid offers in compliance with principles defined for aid coordination in the country • Get committed to provide necessary ressource for aid coordination 	<ul style="list-style-type: none"> • Complete, adopt and implement the LPDRD provisions • Harmonoize existing and forthcoming coordination mechanisms • Conduct a monotoring/assessment process on coordination structure and disseminate results • Reinforce the capacities of services dealing with aid coordination • Establish or reinforce the periodical consulting frameworks at national level between the State and development partners • Collect and disseminate information on existing strategic frameworks 	<ul style="list-style-type: none"> • Provide necessary financial resources to ensure aid coordinaion
7.1.6 NSSD monitoring/assessment	<ul style="list-style-type: none"> • Get committed to ensure the NSSD monotoring/assessment 	<ul style="list-style-type: none"> • Turn the present steering committee into a national NSSD commission • Elaborate monitoring/assessment indicators to implement the NSSD guideline • Ensure an annual NSSD monitoing/assessment 	<ul style="list-style-type: none"> • Recruit an independent national expertise for the NSSD monitoring/assessment • Implement a participatory procedure to elaborate indicators and conduct the monitoring/assessment process

Recommendations	Management codes	Actions	Methods of implementing actions and responsibilities
7.2 Civil society organizations			
7.2.1 Functioning and capacities building	<ul style="list-style-type: none"> • Be committed to respect regulations and statutory texts • Give priority to capacity building <p>Be committed to elaborate and apply activity programmes intended for organizations</p>	<ul style="list-style-type: none"> • Establish a diagnosis of the organizations functioning and capacities • Elaborate a proposal of regulations related to NGOs legal functioning • Elaborate an action plan for capacities building • Keep track of statutory reports on a regular basis • Involve NGOs as actors in programmes implementation 	<ul style="list-style-type: none"> • Study (independent consultants) • Identify specialized institutions to support institutions and elaborate programmes for NGOs (provide resources, contacts) • Use and improve existing methodologies for institutional diagnosis and programmes development in a participatory way • Large consultation (Organizations and Consultants) • Financial support (State, donors)

Recommendations	Management codes	Actions	Methods of implementing actions and responsibilities
7.2.2 Consultations between organizations	<ul style="list-style-type: none"> • Be committed to promote horizontal consultation between organizations (same intervention areas) 	<ul style="list-style-type: none"> • Establish and operationalize a steering committee to follow up actions 	<ul style="list-style-type: none"> • Initiate actions urging organizations to consult each other (e.g. use each NSSD guideline as an opportunity for consultation) • Organize periodical meetings (twice a year) between organizations
7.2.3 Transparency in management	<ul style="list-style-type: none"> • Be committed to respect regulations and statutory texts • Be committed to apply the rules of good governance (democratic functioning, transparent funds management, etc.) 	<ul style="list-style-type: none"> • Elaborate an ethics code for the civil society organizations to be respected • Elaborate a plan to implement the ethics code 	<ul style="list-style-type: none"> • Internal dialogues, sectorial and national workshops (Organizations and Consultants) • Workshops (organizations and Consultants) • Financial support (State and donors)
7.2.4 Involvement in developing, monitoring and assessing policies	<ul style="list-style-type: none"> • Ensure permanent availability in order to contribute to policies efficiently • Be committed to focus on competence while selecting representatives of the different processes 	<ul style="list-style-type: none"> • Develop a national strategy to involve the civil society organization in processes • Plan an exchange meeting to discuss the possibility for the civil society to bring its contribution in supporting participation costs 	<ul style="list-style-type: none"> • State, Organizations and Consultants (participatory approach) • Create a fund to support the participation of the civil society organization in the different processes (State, donors) • Enlarge the representativeness of civil society

Recommendations	Management codes	Actions	Methods of implementing actions
7.3 Development partners			
7.3.1 Participation of the civil society actors	<ul style="list-style-type: none"> Consider the civil society organization support as a priority while taking into account unions and associations involved in the defense of human rights Consider the civil society organization participation (in elaborating policies and strategies) as an effective requirement Listen to the civil society's opinion to appreciate the State's respect of commitments related to requirements (particularly good governance and participation) 	<ul style="list-style-type: none"> Increase financial resources intended for supporting the civil society organization while considering institutional development as a priority Increase financial resources intended for supporting the civil society organizations in consultation with the State 	<ul style="list-style-type: none"> Identify and recourse to experienced institutions capable of supporting institutional development and the civil society participation Recourse to reliable audit firms in collaboration with NGOs and associations to control the use of resources
7.3.2 Synergy between the different processes	<ul style="list-style-type: none"> Be committed to establish cooperation framework based on the global reference framework developed by the national party (CSLP); organize a consultation between development partners leaders (from all sectors) Respect the authority of a round table between cooperation leaders working in the country (aid coordination) under the leadership of the national party Be committed to develop sectorial programmes based on the approach and financial support depending on guarantees offered through transparency and capacities 	<ul style="list-style-type: none"> Elaborate the policy to assist the country based on strategic orientations and principles included in the reference documents (LPDHD, CSLP, PAN/LCD...) Bring a degressive contribution for the institutional reinforcement of the Directorate in charge of coordinating and monitoring structures (LPDRD, CSLP, PAN/LCD...) Elaborate policies for sectorial assistance while referring to those existing in the country 	<ul style="list-style-type: none"> Support the country in re-updating the CSLP according to the conclusions of the present document through a larger consultation including other ministries of the civil society) in order to better address all the sectorial policies Support CONAGESE in dealing with environmental issues effectively (plans of the three conventions including the PAN/LCD) in the CSLP as well as in other policies and programmes (notably PASA) Provide support, including financial support (forecast depression) for coordination by the national party

Recommendations	Management codes	Actions and reforms	Methods of implementing actions
7.3.3 Capacities	<ul style="list-style-type: none"> Consider capacities building at national level as a priority for the 	<ul style="list-style-type: none"> Support the country in elaborating a real policy and a strategy to develop 	<ul style="list-style-type: none"> Have a consulted discussion (all financial partners) with the national

	<p>cooperation policy</p> <ul style="list-style-type: none"> • Include the strategy for supporting capacities building in the national policy which should be elaborated in a participatory way (involvement and consensus between the different actors) • Review the policy for technical assistance and any other activities according to the national policy's results • Give priority to skills development in relation to environmental issues (in a transversal dimension) • Respect related to procedures used in recruiting and remunerating projects and programmes personnel • Support the country in elaborating a real policy and a strategy to develop capacities and the expertise (public, private) 	<p>capacities and the expertise (public, private)</p> <ul style="list-style-type: none"> • Review the policy elaborated to mobilize the private expertise while considering the conclusions of this study (reduction of technical assistance, contracting regulations for private expertise rather than administrative ceiling) • Provide financial resources in a degressivbe way to motivate the personnel involved in implementing programmes and strategic policies • Provide sufficient resources to establish a mechanism in charge of dealing with national reforms and cooperation towards an NSSD 	<p>party on this issue</p> <ul style="list-style-type: none"> • Show reserve in relation to current actions designed for supporting capacities building before the elaboration of such a strategic document
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Recommendations	Management codes	Actions and reforms	Method of implementing actions
7.3.4 Transparency	<ul style="list-style-type: none"> • Establish a communication system on the different aid flows and their modalities of use • Publish the different bidding procedures and works execution on aid budgets • Consider sound management and the application of sanctions as one of the requirements 	<ul style="list-style-type: none"> • Enable the national party (State, republican institutions and representative organizations) to have access to financial resources provided through assistance • Publish the different audits and evaluations conducted by the assistance and cooperation programmes • Require the respect of regulations or their review in order to come up with effective transparency 	<ul style="list-style-type: none"> • Conduct a study on specific needs related to information about aid • Use findings to develop tools and supporting instruments in order to disseminate information
7.3.5 Monitoring/assessment	<ul style="list-style-type: none"> • Establish a monitoring assessment of the assistance of each cooperation by an independent expertise ; this monitoring assessment should be conducted while considering the conclusions deriving from studies on operational programmes ; it will involve the staff working for aid agencies • In addition to impact indicators, the policy and the NSSD key principles (management codes, actions, methodology) should be included in the monitoring assessment process • Consider the results of the monitoring assessment process (regarding national actors responsibilities : associations and NGOs, State) as a requirement of forthcoming commitments in assisting the country 	<ul style="list-style-type: none"> • Implement a regular evaluation of each financial partner' s assistance under the supervision of the national party (once every two or three years) 	<ul style="list-style-type: none"> • Financial partners provide financial resources to carry out this work efficiently • Help the country (likely degressive resources) to conduct this type of evaluation successfully • The national party is responsible for conducting the work by an independent and credible expertise selected in common agreement with the financial partner • The NSSD policy is a barometer for this evaluation
8 The NSSD external evaluation	<ul style="list-style-type: none"> • Be committed to conduct the NSSD periodical external evaluation 	<ul style="list-style-type: none"> • Establish an appropriate mechanism to facilitate the NSSD external evaluation 	<ul style="list-style-type: none"> • Recourse to consulting firms commonly selected by the national party and the donors

9 Transversal recommendations (State, development partners and civil society)	Management codes	Actions	Methods of implementing actions and responsibilities
9.1 Establishment of a mechanism to support the voluntary sector development	<ul style="list-style-type: none"> • Be committed to establish and operationalize a mechanism to support the voluntary movement development 	<ul style="list-style-type: none"> • Define the modalities of optimizing existing mechanisms • Evaluate needs in relation to capacities building • Identify and provide types of support required • Provide access to resources 	<ul style="list-style-type: none"> • Large consultation (donors, State and civil society) • Study (independent expertise)