OECD/DAC Donor-Developing Country Dialogues on National Strategies for Sustainable Development

DRAFT: 31 May 2000

REPORT OF THE FIRST PLANNING WORKSHOP, ARUSHA AND SUPPLEMENTARY FIRST PLANNING WORKSHOP, LONDON

Note: This draft report has been prepared by IIED and is being circulated to all workshop participants for comment and clarification.

1 Combined report

This is a combined report covering (a) the First Planning Workshop held in Arusha, Tanzania on 4-7 April, 2000 and (b) a Supplementary First Planning Workshop for those countries and individuals unable to attend the Arusha meeting, held near London on 9-10 May 2000.

The Arusha workshop brought together country teams from Tanzania, Thailand and Bolivia (dialogue countries), a representative from IUCN Pakistan (a parallel learning country), members of the DAC Task Force on nssds, three 'resource' persons with expertise in national strategies for sustainable development (nssds), and staff from the International Institute for Environment and Development (IIED) (the coordinating organisation) and the Natural Resources Institute (NRI). The UNDP/ GEF Cross Border Biodiversity Project (based in Arusha) provided local logistical support (see Appendix 1 for list of participants).

The London workshop was a smaller event and of shorter duration. It brought together representatives from Burkina Faso and Nepal (dialogue countries) and from Ghana (a parallel learning country), several members of the DAC Task Force on nssds, a resource person from Senegal, and IIED (see Appendix 2 for list of participants).

Namibia (also a parallel learning country) was not able to attend either workshop and will be visited separately by DFID and IIED in early June 2000.

This report provides a summary of the two workshops, highlighting the key conclusions and recommendations. It will be posted on the project website (<u>www.nri.org\NSSD</u> - later to be transferred to <u>www.nssd.net</u>), together with copies of the papers, project documents and overheads presented at the two workshops.

2 Objective of the workshops

The objective of the workshops was to develop a common approach to the project, agree ways of working and a timetable, exchange views on proposals for country dialogues and develop a sound basis for networking.

3 Arusha workshop and pledges of support

The workshop was officially opened by the Permanent Secretary of Tanzania's National Planning Commission, Mr Charles Mutalemwa (on behalf of the Minister for Planning), who stressed the importance of the dialogue initiative and pledged the support of the Tanzanian government. A

letter from the Bolivian Minister for Sustainable Development was presented expressing formal support for the initiative.

4 Background and objectives of the project

At both workshops, representatives from the UK Department for International Development (DFID) and the European Commission's Development Directorate (the agencies leading the DAC Task Force on nssds) presented the background and objectives of the project, and the roles of the different participants:

4.1 Responding to nssd targets through a partnership approach

It was noted that Agenda 21, agreed at the Earth Summit in 1992, called on all countries to prepare a national strategy for sustainable development (nssd). Five years later, at a Special Session of the UN General Assembly, a target date of 2002 was set for all countries to have introduced such strategies. In the run up to this event, the OECD Development Assistance Committee (DAC) - a forum which brings donors together to harmonise policy – agreed its *Shaping the 21st Century* policy document which set a target of 2005 for nssds to be in the process of implementation in all countries, and made a commitment to support developing countries in the formulation and implementation of nssds.

However, no official interpretation of what nssds are, or how to develop and implement them, has been given to assist countries in meeting these targets and commitments, and there is a risk that the targets could result in the production of nssd documents that are poorly implemented, as has often been the case with previous approaches.

The DAC Working Party on Environment (WP/ENV) therefore decided to develop guidance for donor agencies on how best to support nssds, and appointed a Task Force on nssds for this purpose in June 1998. The Task Force identified the need for guidance to be developed in partnership with developing countries, through consultations and dialogues in a number of countries.

In parallel to the WP/ENV initiative, the DAC high level meeting in May 1999 defined an nssd as "a strategic and participatory process of analysis, debate, capacity strengthening, planning and action towards sustainable development". It also noted that an nssd is not necessarily a new strategic process, but can be developed by incorporating sustainable development principles into key existing policy and strategic planning processes.

Discussion of the WP/ENV initiative began with a Donor - Developing Country Scoping Workshop, held in Sunningdale, UK, in November 1998, to discuss the approach and key themes relating to nssds (see DAC/WP/ENV, Room Document WP(19)1). The workshop endorsed the need for a process of in-country dialogues to learn from experience with nssds and examine the role of donors in supporting nssds. Four key themes were identified:

- nssds can take the form of a range of different strategies and plans and are characterised by a focus on processes
- nssds should integrate sustainable development into key economic, social and private sector planning processes;
- there should be broad stakeholder participation in the development and implementation of nssds;
- nssds could act as an umbrella for other environment and development planning processes to improve coordination and reduce duplication (see also Detailed Project Description).

4.2 Objectives of the project

The following objectives were confirmed:

- to elaborate good practice for donor agencies to support nssd processes in developing countries (the main objective for donor agencies); and
- to improve international understanding of how to develop and implement nssds.

It was stressed that the purpose of the country dialogues is not to initiate new planning processes, but to learn from those that already exist. However, it is hoped that the dialogues will also make a substantive contribution to nssd processes in developing countries. It is also hoped that they will enable the identification of indicators to monitor progress towards successful sustainable development strategies, and generate a better understanding of what constitutes a nssd.

A representative from the OECD/DAC emphasised the significance of the dialogue process, since, for the first time, policy guidance for the DAC is being developed in partnership with developing countries. The country dialogues are extremely important because the outputs will be used to develop policy guidance for donor agencies. The guidance will be presented to OECD Ministers of Development Cooperation in mid-2001 and, if adopted, may influence key actors such as the UN and the World Bank.

4.3 Roles of participants in the nssd dialogue project

These were confirmed as:

- In-country lead institutions/teams: to coordinate and implement the dialogues in each country, working closely with governments.
- In-country steering committees: to meet several times and provide a forum for a broader range of stakeholders to have an input into shaping the dialogues.
- IIED: to coordinate the project, ensure consistency of approach and adherence to the timetable, develop draft guidance, and assist with the administration of funds.
- DAC Task Force: to listen and learn (the guidance will be informed by the dialogues), to assist IIED, secure and release funds, and provide feedback to the DAC WP/ENV and other donors and financial institutions (e.g. IMF, World Bank).

5 Background paper on nssds

At the Arusha workshop, IIED presented a background paper on nssds highlighting some of the problems with previous approaches (e.g. environment-driven, weak links to decision-making and investment, weak participation and implementation), and identifying key challenges for the future. The text of this paper ("*National Strategies for Sustainable Development: the Challenge Ahead*" by Barry Dalal-Clayton and Steve Bass, draft 17/3/2000) is available on the project website and CD Rom.

6 Sharing perspectives on the value of nssds

Presentations were made at each workshop on experience of nssds and related issues in participating countries:

<u>Thailand</u>

In developing Thailand's 8th National Economic and Social Development Plan, stakeholders from all levels of society (including the grassroots) were allowed to participate in the planning process. Previous development plans had been very top-down and did not achieve national objectives. The

new planning approach, adopted in the wake of an economic crisis, seeks to gain public acceptability to improve implementation. It has added value by generating useful information, creating a new paradigm of 'people centred development', strengthening the role and responsibility of civil society in the national development process, empowering local communities to address their own problems, and improving cooperation amongst stakeholders.

Ghana

Ghana's Vision 20:20 provides a conceptual framework for sustainable development over a 25year period (1996-2020) and is being implemented through successive five-year development plans. It is the product of extensive consultations involving all stakeholders, resulting in consensus around long and medium term goals. The approach to planning is human-centred, integrated, participatory, decentralised and long-term. One of the strengths of this approach is the extent of use of new coordination mechanisms, such as quarterly meetings to review governmentdonor activities, which allow problems to be identified early and all stakeholders to intervene to resolve issues. Similarly, sector partner groups have been set up under the Comprehensive Development Framework (CDF) to review project implementation and institutional and policy reforms. However, there are a number of constraints to implementation: weak institutional capacity at district level, very sectoral monitoring and evaluation, limited analysis at district level, and the difficulty of fiscal decentralisation and accountability at decentralised level.

<u>Bolivia</u>

Bolivia has introduced economic and social reforms over the last ten years, including a law on public participation and a law on decentralisation. Following these reforms, and in view of continuing poverty problems, the government has adopted a new approach to planning, based on dialogue, participation and consensus. The results of this new approach have been effective in the fight against drug trafficking. A National Dialogue process to agree a programme for poverty reduction was held in 1997, and another National Dialogue to develop a Poverty Reduction Strategy is planned for July 2000. A Ministry for Sustainable Development has been established, which incorporates four ministries concerned with development planning and environment, and consultative groups have been set up to improve coordination between the government and international cooperation.

Nepal

Following the preparation of a prospectus for a National Conservation Strategy (NCS) in 1983, the process to develop the NCS started in 1985 and was completed in 1988 when the NCS ("Building on Success") was endorsed by the government. Implementation began in 1989 and focused on three key areas: environmental planning and assessment (particularly concerning law, pollution control and national heritage conservation); environmental education; and public information. In response to IMF requirements, the National Environmental Policy and Action Plan (NEPAP) was prepared in 1993. Stimulated by Danish interest, efforts have been made integrate environment and development through environmental strategies and policies for several sectors: forestry, industry and water resources. The 8th Five Year Plan (1992-1997) made an effort to bring past experience together into a separate chapter on the environment. All of the above mentioned initiatives were filtered in the preparation of the 9th Five Year Plan (1997-2002). IUCN-Nepal helped to draft a chapter on "Objectives of environment and natural resource management" in the plan. A mid-term review of the Plan is to be carried out in 2000. In 1997, an NCS implementation review was undertaken (through a workshop and theme panels) and produced a range of broad recommendations extending beyond the NCS itself. Swiss SDC also conducted an external review of the NCS. In 1998, the National Planning Commission convened a meeting on how to update the NCS into a comprehensive strategy reflecting current needs. Current ideas on nssd approaches in Nepal centre on: income generation and poverty alleviation;

model demonstration projects; and coordination.

Burkina Faso

Burkina Faso is a dominantly rural country where economic growth is very dependent on agriculture. The government prepares regular Five Year development plans and currently the main economic development objective is fighting poverty. This is supported by sectoral policies but their preparation lacks consultation and they are not clearly articulated with each other. The government has signed the main Rio conventions but these are proving difficult to implement. There is therefore an urgent need for a framework to provide harmonisation and a holistic approach. The National Council for Management of the Environment (CONAGESE) was established in 1995 by law, based at the Ministry for Environment and Water and chaired by the Prime Minister. CONAGESE is in effect a framework for consultation which promotes the principles of environmental conservation and sustainability within development. It has responsibility for a range OF activities including the programme against desertification. Government departments, civil society and the private sector make proposals for CONAGESE activities.

An external review of the past activities of CONAGESE and other technical ministries active in the rural sector by OECD/Club du Sahel and CILSS, and subsequent discussions with Burkina Faso officials, has shown that effective co-ordination of development and co-operation policies is a key challenge involving several dimensions:

- Improved information about existing policies;
- Improved relationships between policies and the projects and programme portfolio;
- Long-term involvement of representatives of rural communities (locally-elected officials or farmers' unions) to develop their capacity to participate effectively in the policy debate.

An initiative has been launched to harmonise planning and to integrate environmental issues in development planning in a participatory manner. This initiative aims to test a prototype planning approach to integrate global and transnational priorities in existing sectoral planning frameworks. It is hoped that this will result in: the main players in sustainable development in the country reaching consensus on an nssd approach; CONAGESE being better perceived at the national level as the coordinator of environmental management; a clearer definition of institutional roles at the highest level; and a revised national environmental action plan.

The process envisages several phases and steps (see Appendix 6) and is scheduled to conclude in February 2001 with a methodological document containing new proposals for planning and policy integration.

<u>Tanzania</u>

A process to develop a National Conservation Strategy (NCS) was initiated in 1988. Following UNCED, it was renamed the National Conservation Strategy for Sustainable Development (NCSSD). A draft was approved by the National Environmental Management Council (NEMC) in 1994 but has never been effectively implemented. A National Environmental Action Plan prepared by a World Bank consultant was approved by the President, also in 1994. It too has remained a shelf document. Lack of implementation has, in part, been due to overlapping institutional mandates for environmental issues and inter-institutional rivalries. The Institutional and Legal Framework for Environmental Management Project is currently seeking to address these issues. Tanzania is currently developing a Poverty Reduction Strategy.

Key points

A number of key points emerged during discussions:

- *The value added of nssds:* In Bangladesh, the participatory approach adopted in the formulation of the National Environment Management Act added value because it engaged the lower tiers of government (who are usually not consulted), enabled the identification of development as well as environment priorities and resulted in the government's acceptance of the need for wide public consultation, facilitated through NGOs. Participation strengthens the links between thinking and acting (otherwise thinking is done at national level, while action is at local level).
- *The role of donors*: In Bolivia, framework agreements with donor agencies mean that the next government will have to continue with the policies and approaches currently in place. In Thailand, the UN helps to bring experience from other countries and is examining the meaning of sustainable development in terms of action at local level. Donors should act as facilitators and respond to developing country requests. Donor pilot initiatives which create common playing fields can serve to improve understanding of the perspectives of different stakeholders and strengthen collaboration between them.
- *Analysing nssds:* it would be useful to start by examining the factors that characterise unsustainable development (see DFID key sheet on nssds). For example, economic inequality is underpinned by inadequate financial systems and inequitable land tenure, whilst social instability is caused by poor governance (e.g. corruption and abuse of power) and high unemployment. This will then provide a framework for assessing the effectiveness of national development processes in tackling these bottlenecks or constraints to sustainable development.
- *Nssds need to be politically viable to be sustainable*: political viability is important to enable and sustain sustainable development policies and improve their efficiency. This means integrating such policies with those development priorities which have strong political consensus, and securing government commitment to decentralisation, localisation and democratisation.

7 Methodologies for analysing nssds

Methodological approaches

At each workshop, IIED presented a paper 'Analysing nssds: Some Methodologies' setting out a possible approach for analysing strategic planning processes and their contribution to sustainable development. Such analysis requires an assessment of processes or systems, and what they are achieving, rather than looking only at impacts based on existing sustainable development indicators – since it will take time for impacts to become apparent (and since nssds are all about process). Approaches will need to vary from country to country depending on the subject of analysis – some countries have developed nssds, some have not, while others have many different existing plans and strategies. It is therefore useful to use principles to analyse nssd processes (e.g. participation which enhances the quality of information and generates public ownership).

Drawing on international experience, the paper presents a possible framework for analysis (successfully tested in a recent review of Pakistan's National Conservation Strategy – see next section) with five broad categories: the context of nssds (political, economic etc); the actors; integrating mechanisms (including other initiatives such as CDF and PRSP which may be ore sustainable in the long term); process characteristics; and impacts. The specific processes and

issues that are important will be different depending on the country, but the framework can be used as a starting point for analysis.

In discussion, it was suggested that an nssd could be seen as an evolving system of institutions and processes that deal with sustainable development, and that the best way to see if strategies adjust to changing contexts is to consult sectoral focus groups. The information that emerges will depend on the maturity of the strategic planning process. Where an nssd is not in place, the analysis should provide useful information on the effective institutions and processes on which to base such a strategy. Analysis of an nssd process that is in its early stages should illutrate how to conduct an nssd, and analysis of older (longer-standing) nssds can illustrate how to adapt and improve nssds.

Pakistan's experience of NCS mid-term review

In Arusha, Asif Zaidi of IUCN-Pakistan presented Pakistan's recent experience of undertaking a mid-term review of the National Conservation Strategy. The objectives were: to assess progress since the adoption of the NCS in 1991; to analyse and collate lessons; and to formulate recommendations for the adjustment of the NCS as a strategic guideline for sustainable development in Pakistan. The review was conducted in two phases over a period of 12 months: data collection conducted internally (11 months), and an external review led by an international panel (1 month).

8 Topic guides for country dialogues

The original project proposal set out a phased approach involving:

(a) A status review conducted by the lead organisation/team to build a map of existing strategic processes including key stakeholders, groups and institutions, based on interviews/consultations with key stakeholders (including government, NGOs and the private sector) (1-2 months); and

(b) A dialogue phase involving the participation of a broader range of stakeholders, including a 2/3- day national round table, possibly preceded by smaller events (3-5 months).

However, the approach in each dialogue country is a matter for local decision and, during workshop and other discussions, it has been suggested that the two elements might be best be undertaken in parallel or merged rather than be carried out in sequence.

At each workshop, DFID presented a draft topic guide (see 'Topic Guides for Status Reviews and Dialogues') with possible issues to be considered during the status review (Topic Guide 1) and dialogues (Topic Guide 2). The guide was originally developed for a similar exercise in Uganda to determine the extent to which policies, plans and processes take account of sustainable development issues. The basic format is essentially the same as the analytical framework proposed by IIED (see section 7 above) with Topic Guide 1 covering the context, actors and integrating institutions, and Topic Guide 2 covering processes and impacts.

In Arusha, working groups considered which additional questions and topics should be included in the topic guides, which ones should be excluded, and what methodologies might be employed to address these questions. At the London workshop, participants discussed the topic guides in plenary and suggested some revisions, The following general comments were made:

• The topic guide questions should be used as a basis for discussion, rather than just providing yes/no answers. The status reviews should begin to ask questions about process issues and the role of donors, and should provide the basis for identifying specific issues, stakeholders and methodologies for the dialogues.

- It may not be possible to review all existing strategy processes within the scope of the project. Strategies should be prioritised according to their potential or actual contribution towards sustainable development, and their potential to yield interesting lessons. Defining characteristics of selected strategies should be that they are cross-sectoral, people-centred and participatory. As far as possible, the strategies discussed should be applicable across national, sub-national and local levels.
- The work should be undertaken by a multi-stakeholder group to ensure that the project is not too closely associated with any sector/stakeholder.
- The methodologies used should be: participatory (therefore lead teams require this capacity); credible (all stakeholders should be consulted) and transparent.
- Capturing the viewpoints of all stakeholders is essential and represents a significant challenge. A combination of approaches may be required (stakeholder workshops, questionnaires, structured interviews, focus group discussions, participatory techniques, traditional village forums, stakeholder analysis, conflict resolution, use of the media).
- Lessons learned should be both positive and negative.
- The final output for the country should be a short report, two-thirds of which should focus on future priorities. The process adopted during the dialogues should continue after the DAC guidance is produced.
- It may be necessary to make a distinction between strategy and planning processes in the DAC guidance.
- The two topic guides should be merged into a single document and combined with guidance on methodologies for nssd analysis.

[Note: In the light of specific suggestions made at both workshops, the issues covered in the two topic guides and in the presentations of methodologies for nssd analysis are now being revised and merged into a single, more user-friendly document intend as a 'prompt' for analysis and debate. This will be circulated to all project participants and placed on the website.]

9 Communications strategy for the project

Workshop participants discussed the need for a communications strategy for the project. The dialogues will only be possible if participants are well informed. At present, there is very little awareness about the project in the dialogue countries, and it will be important to market and propagate the initiative in the initial phase. The DAC Task Force should help to raise awareness amongst donor agencies (e.g. DFID has recently visited the World Bank and UNDP to discuss the initiative).

It was agreed that it was important to ensure a multiplier effect, so that other countries learn from the process. In addition, it will be important to link up with other countries that have initiated similar reviews.

One mechanism to promote communication and learning is a proposed project website (see next sub-section) but it was agreed that other means of communication need to be explored, such as the preparatory consultations in advance of the Rio +10 conference.

Prototype project website

With funding from DFID, IIED and the Natural Resources Institute (NRI) have developed a prototype website for the project and this was demonstrated to workshop participants. The website provides the architecture for holding: detailed information about the project, participating countries, organisations and individuals and the on-going dialogues; the texts of a wealth of documents on nssds and closely-related issues as well as documents from participating countries and other organisations; and hyperlinks to a wide range of useful related websites including those in participating countries. The basic structure of the website is as follows:

Country area: - contacts - project details

Reference area:

- sustainable development

- the project
- key documents
- tools

Discussion area:

- general topics
- country topics
- draft project documents

The prototype website with project information and the texts of a wide range of key nssd documents is contained on a CD Rom which is available to project participants.

During discussion, several issues arose:

- Control and access of the website information (which is now no longer an entirely private site) all participants will be able to send information and materials to be posted on the website. IIED/NRI will only be concerned with matters such as relevance of content, correct formatting, consistency of style, eliminating viruses, etc.
- The distribution and frequency of distribution of the CD-ROM in the dialogue team countries and other constituencies probably quarterly.
- Participants stressed their need for the information contained in the website and CD-ROM.
- It was agreed that the information would be varied and span from policy to methodologies as well as contact details.
- The participants also agreed with the proposal for a e-mail discussion list (now set up as <u>nssd@egroups.com</u>).
- There was also some discussion centred on the hidden costs of information technology (which are now well known) but that there are also high costs of searching for information whose accessibility is poor.

The two workshops agreed that the website provided a very useful and important resource and urged that it be developed further and opened to public access. DFID has offered to support the further development and maintenance of the website during the life of the project. The website is now open to access on <u>www.nri.org\NSSD</u> and will in due course be transferred to www.nssd.net.

10 Country dialogue work plans

During the two workshops, dialogue country teams presented their proposed approaches to the dialogues and their proposed workplans. Brief details are provided in appendices:

Appendix 3	Thailand
Appendix 4	Tanzania
Appendix 5	Bolivia
Appendix 6	Burkina Faso
Appendix 7	Nepal

11 Conclusions and next steps

11.1 <u>Timetable</u>

- A mid-term review workshop will be held in October 2000 in Thailand, after the status review phase, and a final workshop in February 2001 in Bolivia.
- Draft guidance must be ready in time for the meeting of the DAC WP/ENV in February 2001. This means that IIED will have to work in parallel with the country teams to draw lessons from the country dialogues throughout the dialogue phase, and prepare a first draft of the guidance in time for the February workshop.
- An annotated outline of the guidance should be developed at the October workshop on the basis of the status reviews.
- Efforts should focus on producing draft policy guidance for the DAC High Level Meeting in May 2001, and work on the detailed technical document (the sourcebook) should continue beyond May 2001.

11.2 Workshop objectives

- *Mid term review workshop in Thailand (October 2000)*: to review the results of the status reviews and progress with the dialogues; and to consider the annotated outline for the guidance on nssds and agree on key points for its further elaboration.
- *Final workshop in Bolivia (Feb 2001)*: to present the findings of the dialogues, discuss key lessons and refine the draft guidance prepared by IIED in consultation with the country teams.

11.3 Information and communication

- The proposed website should be made operational, funds should be allocated for translation and key documents translated into Spanish and French. It would be useful to provide a glossary of key terms.
- A progress report will be prepared for the DAC WP/ENV meeting in June 2000.

11.4 Initiating the country dialogues

- Country teams will need to submit revised work plans (including the schedule, costs, personnel details) to IIED as soon as possible so that contracts and terms of reference for lead teams can be agreed.
- IIED will need to discuss the sequence of tasks and the methodology for each dialogue with the country teams and help to develop the analytical framework so that common issues are addressed and common lessons can be drawn.
- Countries are encouraged to hold an initial planning meetings as soon as possible to discuss the approach, and to build wider awareness of and support for the initiative. Where possible, IIED will attend.

IIED will maintain constant contact with the country teams throughout the project

Drawing lessons from parallel learning countries

Pakistan

- The final report of the mid-term review of Pakistan's NCS will be placed on the project website.
- A regional workshop will be organised by IUCN in Nepal for South and South-East Asian countries to present the results of the mid-term review of the Pakistan NCS as both an information-sharing and training event. IIED will take part.
- Once the mid-term review is finalised, it is hoped that this will lead to the development of a NCS II (as a nssd) and IUCN may hold a roundtable for this purpose. In developing this nssd, Pakistan will wish to benefit from the learning deriving from the DAC initiative.
- IUCN Pakistan would be willing to second a person to Nepal to facilitate mutual exchange on NCS analysis.

Namibia

A visit will be made to Namibia by IIED and DFID in early June 2000 to discuss options for linkage.

Capacity 21

• Ndey Njie (UNDP Capacity 21) will help to maintain links with Capacity 21 initiatives by providing documentation and attending the mid-term and final workshops.

11.6 Feedback on workshops

Participants made several suggestions for future workshops:

- key documents should be translated in advance, and good translation services should be provided during the workshops;
- the second and third workshops should be longer than 2.5 days and involve more group discussions;
- resource persons should be used more effectively (not only as chairs); and
- easy access to a computer and more than one printer would be very useful.

APPENDIX 1 Arusha Workshop, 4-7 April 2000: Participants

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APPENDIX 3 Thailand: Summary of Draft Work Plan

Government commitment, Steering Committee and Lead Team

The National Economic and Social Development Board (NESDB) has formally written committing the government to the project. NESDB and the Ministry of Science, Technology and Environment (MOSTE) has given its support and will work closely with the lead team to execute the dialogues.

A Steering Committee is being established and will be chaired by an eminent (independent) person. Other members will include representatives of civil society, public sector, private sector, politicians, academics and NGOs, as well as stakeholders.

The Thailand Development Research Institute (TDRI) has been appointed as the lead team (team leader: Dr Nipon Poaponsakorn).

Overall objectives

- To review the current status of the planning process of the NESDB with special reference to the existing poverty alleviation strategy. The review will cover the process of formulating the 8th and 9th national economic and social development plans, and the impact of the 8th plan
- To develop an appropriate process for formulating a poverty reduction strategy in line with the concept of sustainable development. Lessons will be drawn from: existing strategies, and areas of best practice and common constraints will be identified.

Note: In Arusha, the Thai delegates suggested that the focus of the dialogue might be on credit. But after further reflection, it has been decided to focus on poverty reduction.

Status review (May – August 2000)

Tasks (and executing institutions):

- Identify core group of participating institutions, steering committee members and resource persons (TDRI, NESDB, MOSTE: May);
- Review existing studies on nssd processes (current and past work over last 10 yrs), with special emphasis on 8th national plan (NESDB: June-July)
- Review literature on poverty and poverty alleviation strategies in Thailand (TDRI: June-July)
- Interview key informants (TDRI: June-July);
- Participating institutions, steering committee and resource persons to identify key stakeholders (government, NGOs, community leaders, academics). Review extent of their involvement in the 8th national plan) through consultative approach (TDRI, NESDB);
- Academic workshop (with commissioned papers) to address participatory planning process for nssd and poverty reduction. Summary report of results to input into a status review workshop (TDRI: July-August);
- Status review workshop for stakeholders (organised by NESDB and TDRI: August-September) to: identify nssd processes, strengths and weaknesses; assess the impact of the existing 8th national plan; and draw lessons from existing strategic processes.

• Prepare status review report (NESDB/TDRI: September).

Dialogues on poverty reduction strategy (June 2000 – May 2001)

Issued to be debated will follow those listed in Topic Guide 2

Tasks (and executing institutions):

- Commissioning 2 papers for *poverty review*:
 - Review paper on existing literature on poverty and processes of poverty reduction (TDRI: June-July 2000);
 - Nssd process (September-October 2000);
- Interviews with 4-5 key informants (TDRI: October 2000)
- Academic-technical workshop (TDRI: November: 30 participants) on *poverty reduction strategy* to identify the causes of poverty, assess existing policies of poverty reduction, and examine processes of poverty reduction strategy (academics and stakeholders). Three papers to be commissioned and presented:
 - Summary of the status and causes of poverty;
 - Assessment of existing policies on poverty reduction;
 - The SD process of poverty reduction strategy;
- Interviews with 20-25 key informants familiar with the process of SD and poverty (academics, outstanding politicians both ministers and opposition politicians, newly elected senators, outstanding NGO leaders, community leaders, and prominent civil servants who have been involving with the poverty policy) (TDRI: October-November 2000);
- Focus group interviews with urban and rural community leaders familiar with government-sponsored poverty reduction projects and with NGO–sponsored or civil society-sponsored projects (TDRI: December 2000).
- Dialogue workshop for NGOs and community leaders (December: 30-40 participants) to respond to the findings of the technical workshop, and to assess independently the processes of a poverty reduction strategy in Thailand (organised by leading institutes on local development, e.g., the Local Development Institute);
- Preparation of synthesis report on 2 workshops, technical studies and interviews to be used to define issues for the discussion in the national seminar (TDRI: January 2001);
- 2-day National seminar on the nssd (for poverty reduction) (70–80 participants prominent politicians, high ranking government officials, outstanding community leaders, academics and leading NGOs). The seminar will employ the approach of Appreciation– Influence-Control (AIC) (TDRI/NESDB/MOSTE: Jan-Feb 2001);
- Final draft on nssds and best practices (February 2001).
- Quality control monitoring throughout by the Steering Committee (every other month)
- A series of press conference will be organised to disseminate the work of this project. The work will also appear in the TDRI Website.

APPENDIX 4 Tanzania: Summary of Draft Work Plan

Government support and Steering Committee

The dialogue process in Tanzania will be undertaken with the key support of the National Planning Commission (NPC). A Steering Committee has been appointed, chaired by the Permanent Secretary of the NPC and comprising the Permanent Secretaries of several key government ministries as well as representatives of the private sector, NGOs, academia and donors.

Lead team

A team leader has been appointed (Professor Lucian Msambichaka of the Economic Research Bureau, University of Dar es Salaam) and other members of the team are being sought (to include a balance of experience and skills including environment/natural resource, social and economic issues.

A zoning approach

The dialogue process will be conducted in three representative zones of Tanzania:

- Dar es Salaam zone (covering DSM city and Coast and Morogoro regions);
- Arusha zone (covering Arusha, Kilimanjaro and Tanga regions);
- Iringa zone (covering Iringa, Mbeya, Rukwa and Ruvuma regions).

The exact areas in which dialogues will be conducted will be determined during the status review.

Initial planning workshop

This workshop will be held on 23 May (IIED will participate) to present the project to a broad range of government and non-government stakeholders, to build awareness and support for it, to consider and comment on the draft workplan.

Methods

In general, the approach will closely follow that suggested in the project document. A range of methods will be used during the status review and dialogues including: review of documents and literature, observations, formal and informal interviews, focus group discussions and participatory stakeholder workshops. To ensure a systematic approach, a checklist questionnaire will be developed for interviews and a semi-structured questionnaire for use in collecting quantitative information from stakeholders.

Status review (assumed June-July 2000)

This will involve:

- Identification of nssd processes that have been undertaken or are underway in Tanzania and collection of key documents;
- Preparation of checklist for interviews
- Recruitment of experts (in the area of each strategy) to review the respective documents in terms of the context, key stakeholders, key institutions, and the country's political commitment and policy in respect of the strategy, and the extent of implementation and/or practice;
- Experts to conduct interviews with key individuals involved in decision-making, preparing and implementing selected strategies;

- Core team to comment on individual draft review reports;
- Presentation of individual strategy review reports to Steering Committee by reviewers;
- Revision of reports and submission to Steering Committee for adoption.

Dialogue process (assumed August-December 2000)

This will involve:

- Identifying key stakeholders and institutions for consultations and interviews;
- Preparation of an interview checklist and semi-structured interview questionnaire to be approved by the Steering Committee;
- Stakeholder workshop in Dar es Salaam with report;
- Stakeholder workshop at District level with report;
- Preparation of summary of major issues emerging from DSM and District workshops;
- National-level stakeholder workshop with report;
- Preparation of synthesis report and submission to government and donors.

APPENDIX 5 Bolivia: Summary of the Draft Work Plan (updated 9th June)

Focus and approach

In Bolivia, there is an existing process of National Dialogues (NDs). A first ND was conducted in 1997 to develop Bolivia's Poverty Reduction Programme and another will be held in July 2000 to develop a Poverty Reduction Strategy. The latter aims to secure the full participation of the main political and social actors, starting at municipal level and then engaging with civil society. An ND 'event' will be held in July and a participatory body will be established to follow-up and monitor commitments made.

The DAC nssd exercise will focus on Bolivia's experience with the NDs and with environment-related strategies (e.g. Agenda 21 and Biodiversity Strategy). It will also examine how to strengthen the integration of environmental concerns into the PRSP. Preliminary discussions have been held with those responsible for Bolivia's PRSP and the CDF. (Some elements of this draft workplan still require further clarification).

Government commitment and lead team

Following meetings between a contact group of donors in La Paz and the Ministry of Sustainable Development to discuss Bolivia's possible involvement in the DAC initiative, the Minister for Sustainable Development has written expressing the government's support for the project and committing it to engage fully in the process.

Bolhispania (a consultancy company) has been appointed as the lead organisation (team leader: Anibal Aguilar Gómez). Key officials from the Ministry of SD (including the departments for Development Planning and the Environment) will be part of the lead team. The lead team comprises a specialists in economics (from UDAPE), environment (from MSD), economics & external finance (Vice-Ministry of Public Investment and External Finance), strategies and SD (MSD), and strategies for economic development (MSD).

The Steering Committee will include representatives from government, private sector, civil society, an NGO and donors (GTZ, DFID and COSUDE).

Aims

- <u>Primary objective for the DAC:</u> To analyse experience with Bolivia's main national strategy processes related to sustainable development (Poverty Reduction, Agenda 21 and the Biodiversity), and to draw lessons for donor agencies on the processes, policies and institutions required to ensure the successful development and implementation of nssds, and on how donors can best support this.
- <u>Primary objective for Bolivia:</u> To identify priorities for integrating sustainable development objectives (including environment?) into the development process, with a particular focus on the PRS, by reviewing the impact of key aspects of development (macroeconomics, market integration, human development, urban development and modernisation) on sustainable development, and by improving the level of coordination between development and environment strategies. Ultimately the aim is to move the PRS towards a more integrated strategy for sustainable development. Another important objective is to motivate economic actors to become involved in the sustainable development process, and to strengthen the involvement of poor and marginalised groups.

Phases

The status review and dialogue phases will be conducted in parallel. The work will involve 3 phases:

 1^{st} Phase: March-April 2000: Preparatory activities for the analysis of strategic processes 2^{nd} Phase: May-December 2000: Status review and dialogues on key themes and strategic processes.

 3^{rd} Phase: December 2000-February 2001: final consultations, revision of draft reports, and final workshop in Bolivia.

The status review will focus on sustainable development related plans, laws, strategies, sectoral and regional plans, and donor initiatives. It will involve a literature review of key documents and studies, interviews with experts and consultations with social actors. It will also identify key lessons, experiences and issues for further analysis through the dialogue process, which will enable the formulation of general guidance for donor agencies.

There will be two main DAC nssd dialogue processes:

• Six small workshops on key development themes and sustainable development (including environmental sustainability?) will be held between June and December. Each workshop will seek to draw lessons from strategic processes and identify priorities for improving the contribution of development processes to sustainable development.

• A National Workshop on August 10-11 in Santa Cruz involving a range of stakeholders, to review experience with the PRS and environment strategies, discuss the draft status review, and identify key issues for further analysis. Participants will include companies, indigenous peoples, farmers, municipalities, NGOs, academics, IIED and GTZ (on behalf of the DAC).

The ongoing National Dialogue process and events for the PRS will be observed and analysed regularly and relevant lessons will be drawn and included in monthly progress bulletins ('Boletin').

Throughout the process, emphasis will be placed on three key concerns:

- 1. Securing political viability and commitment for the dialogue process ensure government is 'on board' (e.g. support of Ministry of Finance).
- 2. Building social 'buy-in' facilitate/promote participation of civil society.
- 3. Achieving technical viability involve relevant experts.

Consultations with stakeholders will be facilitated through the Council for Sustainable Development, which includes representatives from government, NGOs, trade unions, farmers' associations and grass-roots organisations. A web-page will be established to facilitate communication on the learning outcomes, and consultations will include video conferences on the internet.

Workplan

March-April 2000

- Preparatory meetings
- Consolidate government commitment
- Define civil society actors & representatives
- Establish committees
- Consult National Council for Sustainable Development

May 2000

- Planning meeting with Ministry of Sustainable Development (plus to provide feedback on Arusha workshop) (1st week May)
- Initial meeting to present the initiative to key actors and discuss the status of sustainable development in Bolivia, involving government, donors (including Erick Zeballos, DFID), civil society and key experts (May 17th)

June 2000

- Synthesis of state of sustainable development
- Thematic workshop on Macroeconomics and Sustainable Development (28-29 June)

August 2000

- Thematic workshop on Market Integration and SD
- 10-11 August: National Workshop (round table event): (involving all social sectors, to review outputs, identify key issues and prepare for Thailand meeting in October 2000)

September 2000

- Revision of status review report to incorporate the results of the national workshop
- Thematic workshop on Human Development and SD
- Preparation of mid-term review report

October 2000

- Mid-term review workshop in Thailand
- Thematic workshop on Environment Strategies (Agenda 21 and Biodiversity)

November 2000

- Prepare a final report on the status review and experiences with sustainable development in Bolivia
- Thematic workshop on Urban development and localisation

December 2000

- Thematic workshop on Modernisation & Institutional Implementation (early December)
- Prepare final draft of the report
- Consult all participants, including the National Council for Sustainable Development, and hold a video conference, to refine the report

January 2001

- Send the final draft to DAC and IIED
- Prepare the 3rd project workshop, in consultation with the DAC and IIED

February 2001

• 3rd project workshop in Bolivia

APPENDIX 6 Burkina Faso: Summary of Draft Work Plan

In Burkina Faso, it is well accepted that there is weak synergy between the various plans and programmes - a concern shared by the principal ministries. An initiative has been launched to address this problem and will be presented to the political leaders at the highest level. A workshop was held on 11 April 2000 which convened a steering committee to start the process. However, this steering committee suffers from two key limits: its current members represent mainly frameworks of the S/P CONAGESE (National Council for Management of the Environment); and it does not involve sufficient representatives of NGOs and civil society.

The initiative has four main phases as described below:

Phase A: Sharing information and enlarging the steering committee

Urgent tasks include:

- Inform the principal government departments about the initiative (the Minister of Environment has officially asked the Prime Minister to do so);
- Expand the steering committee to include individuals representing the following institutions (responsible for key development policies) and programmes: DGEP (Directorate General of Economy and Planning) and DGCOOP (Directorate General for Cooperation) of the Ministry for Economic Affairs and of Finance, DEP (Department for Studies and Planning) and CC/PASA (Agricultural Sector Adjusment Programme co-ordinating unit) of the Ministry of Agriculture, CND (National Commission for Decentralisation), the DEPs of the Ministry of the Livestock-farming, Ministry in charge of women and the Ministry of Territorial Development (for the aspects connected with the good governance and implementing decentralisation). There will also be co-operation will other ministries.

A full-time project team leader has been appointed (Daniel Thiéba from Groupe Recherches Formation & Conseil - GREFCO) to assemble the basic skills and lead the process. Part-time consultants will provide support as needed, including Oussouby Touré from Senegal.

Phase B: Review of the current situation and proposing mechanisms for dialogue

Many existing studies have taken stock of the weak synergies between development policies, e.g. a review of development policies in rural environment (led by an the initiative of the Club of the Sahel), and evaluations of the CCD (UN Convention to Combat Desertification) processes at regional and national levels.

The S/P CONAGESE is aware of the difficulties of taking into account the environmental policies in the various economic development policies and pre-existing plans.

In essence, the National Action Plan to implement the Convention to Combat Desertification (PAN/CCD) is a rural development strategy which closely approaches many of the principles and approaches for an nssd, e.g. it was developed through a process of broad co-operation involving state services, various policies and programmes as well as civil society organisations.

A priority of the S/P CONAGESE is to define a strategy, which will encourage and enable sectoral development policies to take into account environmental and social concerns. The Earth Council is providing financial support for this initiative.

During this phase, research will focus on simplification and broad awareness raising about commitments and roles in relation to the Rio conventions (Desertification; Biodiversity; Climatic Change). Attention will be paid to synergy in their implementation.

Various existing studies and recommendations on the harmonisation of sectoral development policies will be summarised. Mechanisms will be developed for institutional cooperation and dialogue about integrating environmental and social aspects in development policies, as well as for harmonising interventions at sub-national levels. The experiences of other countries in developing and implementing nssds will be sought. National financing mechanisms will also be examined.

S/P-CONAGESE has taken the lead in articulating principles for sustainable development and of the PAN strategy with other ministries and in national development programmes, e.g.

- with the CC/PASA (but the results of this co-operation have been timid);
- with the PNGT (national programme for the management of natural resources) the major rural investment plan) but whilst the results here have been encouraging, this is not yet the case with other similar programmes.

There has been no success so far in securing the cooperation of the Ministry for Economic Affairs and Finance. This is where the greatest challenge lies, particularly as this Ministry also controls, through the DGEP, the document framework of the strategy for growth. It also leads the fight against the poverty which has similarities with the PAN strategy. Moreover, the senior staff in key departments of this ministry (DGCOOP and DGEP), with senior staff in the Ministry of Agriculture are responsible for leading the process to formulate the policy for decentralised rural development. In support of this decentralisation process, and within the framework of the operationalising the PAN strategy, S/P CONAGESE is working to harmonise local development approaches as part of its efforts to implement Convention to Combat Desertification in Burkina Faso.

Phase C: Validation and building consensus to adopt a strategy and work plan

All analyses undertaken in Phases A and B and all proposals will be brought together in a draft document and will be presented at a small workshop. About 20 participants will be invited, including:

- Individuals responsible for government departments, EPD and DAF;
- The DGEP and the DGCOOP of the Ministry for Economic Affairs and of Finance;
- The principal donors
- Key representatives from civil society.

The resulting proposals will then be examined further and final recommendations for new procedures and mechanisms adopted. An action plan for experimenting with these new approaches will be prepared with a timetable for implementation.

Phase D: Implementation of the action plan

The team leader will lead the process of experimentation and initial lessons will be synthesised in the period up to February 2001. Those activities or innovations which

cannot be tested before this date will be the subject of a protocol of implementation and funds to implement them will be sought.

Schedule of activities

May 2000

- Providing information to participants, contacts and discussions with actors to review cooperation
- Enlargement of steering committee

June 2000

- Status review and assessment of experience (national and foreign)
- Develop proposals for a strategy (to build synergy and harmonisation between various plans and programmes)

July – September 2000

- Mid July: Workshop on proposals and previous questions, drawing preliminary lessons on responsibilities (cooperation, national) and on the limits of an nssd
- Mid July Mid September: Development of operational approaches (methodology, activities, mechanisms) capable of operationalising an nssd (at national and decentralised levels and for financial backers).

This will involve review of documents, research, and external experiments; and consultations with those involved.

October 2000

- 5th October: Technical workshop: on proposals for coordination/harmonisation
- 20th October: Finalisation of strategy (action plan)
- Distribution of strategy, communication and enrichment of strategy

October 2000 – February 2001

- From 20th October: Commence testing the strategy approach (methodology of harmonisation of interventions) at local and national levels
- By end February 2001: Build on lessons and produce final document.

APPENDIX 7 Provisional ideas for a dialogue in Nepal

Note: The representative of IUCN-Nepal outlined the following provisional ideas for a dialogue in Nepal and would be presenting these to the Nepal National Planning Commission on his return from London. It is planned that IIED will visit Nepal in late June to assist the further development of the approach.

The dialogue will be undertaken under a Task Force chaired by the National Planning Commission. It might involve the following elements:

- A review of current strategies also examining how Districts can participate in the work of central government agencies (under the new Decentralisation Act) and how to empower Districts.
- Preparation of a series of discussion papers for the dialogues, covering:
 - policy-makers
 - donors
 - technocrats/administrators
 - development workers
 - private sector
 - general public
- Dialogues
- Preparation of an nssd (as a follow through activity)