

VI - THE FRENCH ODA DECISION-MAKING PROCESS

This chapter aims at showing how are taken, for the French ODA, the decisions of orientation, the decisions of intervention, and the decisions of implementation. The decision-making process will thus be studied under those three levels.

- The "orientation" level: this level includes the determination of France's foreign policy, the establishment of the budget, the choice of countries and fields of intervention that will benefit from the various instruments of the ODA, the adoption of country-strategies.
- The "directing committee" level: this level includes the decisions, in principle those that are internal to the institutions, concerning the choice and the content of projects.
- The "implementation" level: this level, that relates to the realisation of projects, is shared between the local level and the central level of the implementing organisations.

This scheme is, of course, theoretical, in that the local level has a major influence on the choice of projects, and in that the choice of projects can determine the amount of the budget. This chapter will tend to present both the principles and the practice, given the fact, however, that the reform of the French system of assistance for development is not completely installed and that the decision-making processes are still evolving.

6-1- THE "ORIENTATION" LEVEL

6-1-1- The actors of the general orientations

The decision-making process is made up of:

The Government

The Council of Ministers defines France's foreign policy and establishes the general orientations of the ODA and the amount of the budget. The various members of the Council play a more or less important part in the process.

It is, in principle, the **Ministry of Foreign Affairs (MAE)** that is responsible for the policies of assistance for development such as defined by the Government. But others also have an important responsibility: the **Ministry of Finances (MEFI)** whose key role has been underlined in §3-1-1-, the **Ministry responsible for Co-operation and the French-Speaking Community** and the **President of the Republic**. This last one has the support of the African Unit of the Office of the President of the Republic that sole competence is for Sub-Saharan Africa and manages, with the government, the relations between heads of states established by the President. This personalisation of relations tends nevertheless to be less important in the decision-making processes.

The other ministers intervene punctually in the fields that concern their departments.

The CICID (Inter-ministerial Committee for International Co-operation and Development)

This new organisation, created in February 1998, is to ensure the inter-ministerial co-ordination. It took the place of an inter-ministerial Committee of assistance for development, created two years before, and which activity had been low.

The CICID should play a far more important part as it has been asked by the Prime Minister: "The CICID now has a leading role in the design, management and supervision of French co-operation" (cf. § 3-1-4-) and also because it is in the logic of the reform that is being implemented. Various reports, such as the DAC or Tavernier reports, have also wished that this new organisation plays a major role²⁰.

The fact that the CICID has no own staff and that its secretariat is ensured by the Treasury and the DGCID does not give it any autonomy, but does not prevent it neither from playing a key role of co-ordination, which can be seen in the determination of the countries belonging to the ZSP and in the sending to the General-Director of the AfD of a policy paper setting out strategic guidelines for official bilateral development assistance.

However, the CICID still has to impose its co-ordinating role in front of administrations that are jealous of their freedom.

The other organisations that take part in the orientations

The AfD has a particular part, because of its situation of pivot-operator that gives to it a role at all the levels of the decision-making process. Its direction plays, for the orientations of the bilateral co-operation, both a role of advice to the government and a role of orientation for its own actions. For a long time, the AfD has been deciding alone most of its orientations. The 1999 reform should allow for a better integration of those orientations into the overall strategy of assistance for development.

The HCCI (High Council for International Co-operation), created in November 1999, aims at involving civil society in France's development assistance policy by providing non-governmental actors with a forum for joint reflection. It should bring civil society into the debate on policy settings and content of development co-operation and assistance.

Other organisations can be consulted in specific fields, such as, for example, the AEFÉ (Agency for French Teaching Abroad).

6-1-2- The results of the general orientations

The decisions relating to the orientations of the French ODA can be seen through:

- The amount of the budget given to the Ministries and to the various instruments²¹.

²⁰ The press release of the DAC aid review of France outlined: "The Committee noted that the reform was at an early stage and much still had to be done before it achieves all the objectives sought: - Only the broad lines of France's aid strategy have been announced to date. The CICID should amplify its strategic role and, after consulting HCCI, present in the near future a strategy paper, which should be made public and set out the main approaches in relation to the fundamental objective of poverty reduction. A paper of this kind would clarify the aid programme and could serve as a reference for all actors in the aid system, providing a link to the international development goals....".

²¹ The appropriation to the different instruments can be found in the "Etat récapitulatif des crédits concourant à la coopération avec les Etats en voie de développement" (Summary statement of appropriations for co-operation with developing States).

- The choice of countries that are touched by the different instruments (FSP, sphere of intervention of the AfD,...).
- In certain cases, the allocation of the budget between the diverse countries.
- The loans granted to the AfD, that are decided by the Government and approved by the Parliament, the Treasury deciding the allocation of the resources between the various funding instruments.

The budgetary decisions are taken by the **National Assembly** in the framework of the annual finance law, but that those decisions are not the result of a public debate. The DAC said in its report that it wished the CICID to elaborate a framework document on France's strategy of assistance for development, that will be presented to the Parliament.

It can be underlined that the Treasury is the only organisation that has an almost overall vision on the French assistance for development.

6-1-3- The country-strategies

Since 1985, country-strategies have been established for the "ambit" countries, but not for the countries concerned by the MAE. Those strategies, that were realised through OMT (Mid-term Guidelines) prepared on the field by missions of the Ministry of Co-operation and by the local agencies of the AfD, were validated by an orientation and programming Committee including the Ministry of Co-operation and the AfD, but were not discussed with the partner countries.

The discussions with partner countries were taking place within "mixed Commissions" that united, almost every three years, representatives from the Ministry of Co-operation, from the Ministries concerned by the most important projects and from the AfD with the representatives of the partner countries. Those commissions discussed the orientation and allocation of the assistance (inside the general orientations) and gave place to official reports signed by both parties. For some countries that were not part of the "ambit", there was a Study and Programming Committee that met every year, with representative from the beneficiary country, to make an evaluation of the current actions and discuss of the actions to come.

The reform forecasts to replace the OMT by a document of country-strategy over a three-year period, that will be done under the authority of the ambassador in co-operation with the AfD. They will be internal documents, so they will not be discussed with the partners, but they will have to have an inter-ministerial validation, validation that still remains to be defined.

The process of mixed Commissions that met every three years will be enlarged to all the countries of the ZSP. In all of those countries, "framework partnership agreements" will be elaborated and signed jointly.

6-2- THE "DIRECTING COMMITTEE" LEVEL

6-2-1- The FSP

The FSP succeeded to the FAC (Assistance and Co-operation Fund) for which a Directing Committee decides which projects will be allocated to this fund. The projects were leading to the writing of a comprehensive "report of presentation", established by the services of the Ministry of Co-operation. The role of the central and local services being able to change according to each particular case.

It has to be noted that the willingness to break with the "subscription logic" should pave the way to the end of a "right" for each country to get a financing, but should privilege the best projects.

6-2-2- The interventions of the Treasury

As it has already been underlined (cf. § 1-1-2-) the system of Protocols included the laying out by the MEFI (according to a joint proposal of the Treasury and the DREE), of envelopes by country of loans with concessional rates. After the decision of the DREE, of the Treasury and of the administration of the beneficiary country, the final amount and the allocation to the projects was leading to inter-governmental protocols that most of the time were signed by the Minister of Finances himself, or by the Minister of Co-operation, for the French part, and by his counterpart, for the beneficiary country.

The RPE (Reserve for Emerging Economies) is nowadays an overall annual envelope in favour of around fifteen countries. This envelope is still managed jointly by the Treasury and by the DREE (Department of External Economic Relations), but not anymore according to fixed amounts for each country, but according to the interest of the projects applying to such a financing. It is moreover the French ambassador, that is now responsible for the all system of French assistance for development in the country where he is appointed, that signs the protocols.

It has to be underlined that, being oriented toward emerging countries, the RPE has also as a goal, to "enable French firms to acquire strategic export positions", the commercially viable projects being nevertheless unable to benefit from those concessional financing. The private companies and the offices for economic expansion²² of the embassies take an active part in the promotion of those projects. The DREE and the Treasury ensure, for their part, the control of the opportunity and of the eligibility of the projects, their selection, and also, as those financing are tied, of the respect of the procedures and of the rules of the DAC.

The RPE is completed by the FASEP (Fund for Assistance to the Private Sector) that enables to finance feasibility studies, technical assistance or institutional co-operation, by donations or, most of the time, by reimbursable advances; as well as the FASEP-guarantee that aims at promoting the setting up of French SMEs abroad.

6-2-3- The support for structural adjustment and debt relieves

These fields have a particular place in the French assistance, notably because of their considerable amount, and the fact that they need to be implemented quickly. It means that particular decision-making processes are needed.

As a consequence, the amounts allocated to structural adjustment were, after an examination of the situation of the country at the level of the central administrations, decided by a tripartite mission of a few days, that included an agent from the Treasury that led the mission, an agent from the Ministry of Co-operation (currently from the MAE) and an agent from the AfD. The decisions were taken quickly and their implementation could be even faster, as it was only a question of transfer of funds for the concerned country by the intermediary of the AfD²³. But because of the improvement of the financial situation of a lot of "ambit" countries since the 1994 devaluation, there is an important decrease of the funds allocated to the structural adjustment.

The debt relieves, that benefit from public guarantees from the donating countries, also represent considerable amounts of money. Regarding the private loans that have a public guarantee, the decisions

²² The PEE: Postes d'Expansion Economique.

²³ Those funds could, in some cases, be used to reimburse the debts of the country towards other donors.

are taken under the framework of the Paris Club (whose direction is ensured by the French Treasury). If the loans from State to State are considered, it is under certain measures (such as the one of La Baule, or Dakar), that the decisions are taken, but they are taken unilaterally by France. Moreover, this kind of sovereign debt is not supposed to be negotiated.

6-2-4- The Supervisory Board of the AfD

The Supervisory Board is responsible for approving operations and overseeing management. Administration and management of the AfD are the responsibility of a Director-General who exercises direct authority, assisted by a Deputy Director-General, over the establishment's headquarters and local offices overseas. Under Article 12 of the AfD's Articles annexed to the Decree of October 30th, 1992, the Supervisory Board is made up of:

- Ten members appointed by decree for three years (the Chairman, six members representing the State and three members appointed for their special knowledge of economic and financial problems).
- Two Deputies and one Senator nominated by their respective Houses, their term of office ending automatically on expiration of their term in the elective office on the basis of which they were nominated.
- Two members, elected for three years, representing the AfD staff.

A Government Commissioner, nominated by the Minister of Economic Affairs, Finance and Industry, is appointed to the AfD to perform the duties defined in the Banking Act. Under the Act, the AfD's accounts are audited by two auditors appointed by the Supervisory Board.

6-3- THE "IMPLEMENTATION" LEVEL

At this level, the weaker role of the Treasury can be witnessed, as it focuses on orientation and control tasks. However, the MAE, the DREE and the AfD play an important part, whether it is at the central level in Paris, or at the local level.

6-3-1- The central level

The Treasury

The organisation of the Treasury has been described above (cf. §3-2-1-).

As far as the decision-making process is concerned, the former and new protocols are still to be approved by the Minister through the Directors of the DREE and of the Treasury. In the past, the signing of those protocols was done at different levels, according to the circumstances, and to the rank of the co-signatories. But it was always to be signed by the concerned Minister in Paris. Nowadays, it is in principle the French Ambassador that is to sign the protocols.

As it is an administration, the decision-making process of the Treasury depends on the hierarchy. The following succession can be found: geographical, the chief of the office of a given zone, sub-director, director and the Minister.

The MAE

The organisation of the MAE has been described above (cf. § 3-2-2-).

6-3-2- The local level

The embassies, the SCAC, the agencies of the AfD

The Ambassador is the local chief of the French diplomacy and is in charge of the co-operation for development. In the ZSP, he benefits from the support of the SCAC (Co-operation and Cultural Action Service). Since the reform, the SCACs, that ensure the local management of the assistance of the MAE, are integrated in the embassies²⁴. Their sphere of intervention is on education and training, health, culture, and also on technical fields, agriculture, transports, etc.. The people in charge of the SCAC are now frequently diplomats, and not only, as it used to be, specialists of the assistance for development.

The Directors of the agencies of the AfD do not directly depend from the Ambassadors, but have recently been attached to the people responsible for the departments in Paris. The amount of the staff of the agencies is often low and the trend is rather to an increase of the importance of the centre. Local managers are sometimes hired, however, technical assistants (that are often financed by the MAE) depend on the embassies, even if they have an important part in the projects of the AfD.

On field, the decisions can sometimes be taken according to a different logic. When studying the French assistance in Morocco, the DAC said that: "The co-operation system remains complex, with many actors, even though co-ordination through the embassy in Rabat seems to work effectively. The fact is that it incorporates three approaches to co-operation, complementary no doubt but each with its own focus: the MEFI's macroeconomic approach, in which the return on aid can play an important role; the SCAC's approach where an elitist vision of international co-operation aimed at promoting the Francophonie sits alongside support for structural reform; and the AfD's development approach, which is focused in particular on rural development. How these different approaches and visions are ranked and interrelated within the system is far from clear to the DAC team which visited Morocco".

The place of local authorities in the decision-making processes

In the former "ambit" countries, France has important teams (SCAC and technical assistants) that often play a major role in the decision-making process. This is true not only regarding the carrying out of the projects, but also in their drawing up. Technical assistants are often appointed in the Ministries of the beneficiary countries, and can play an important part in the identification and the definition of the projects.

It can be underlined that the local authorities, and in particular the technical assistants, have a tendency not to put into question the programmes for which the decision-making process becomes just a decision of renewal. Positive reasons can be at the origin of this situation:

- The splitting up of the tasks between the donors and the abilities of the national co-operations. For example, in the field of indirect tax systems, and in particular the VAT, it is certain that the French technical assistance has an ability and a knowledge of the overall systems that only a few donors have.
- The willingness to follow programmes that work and to manage to have the one that do not, work in their turn.
- The knowledge of the country that enables to develop projects.

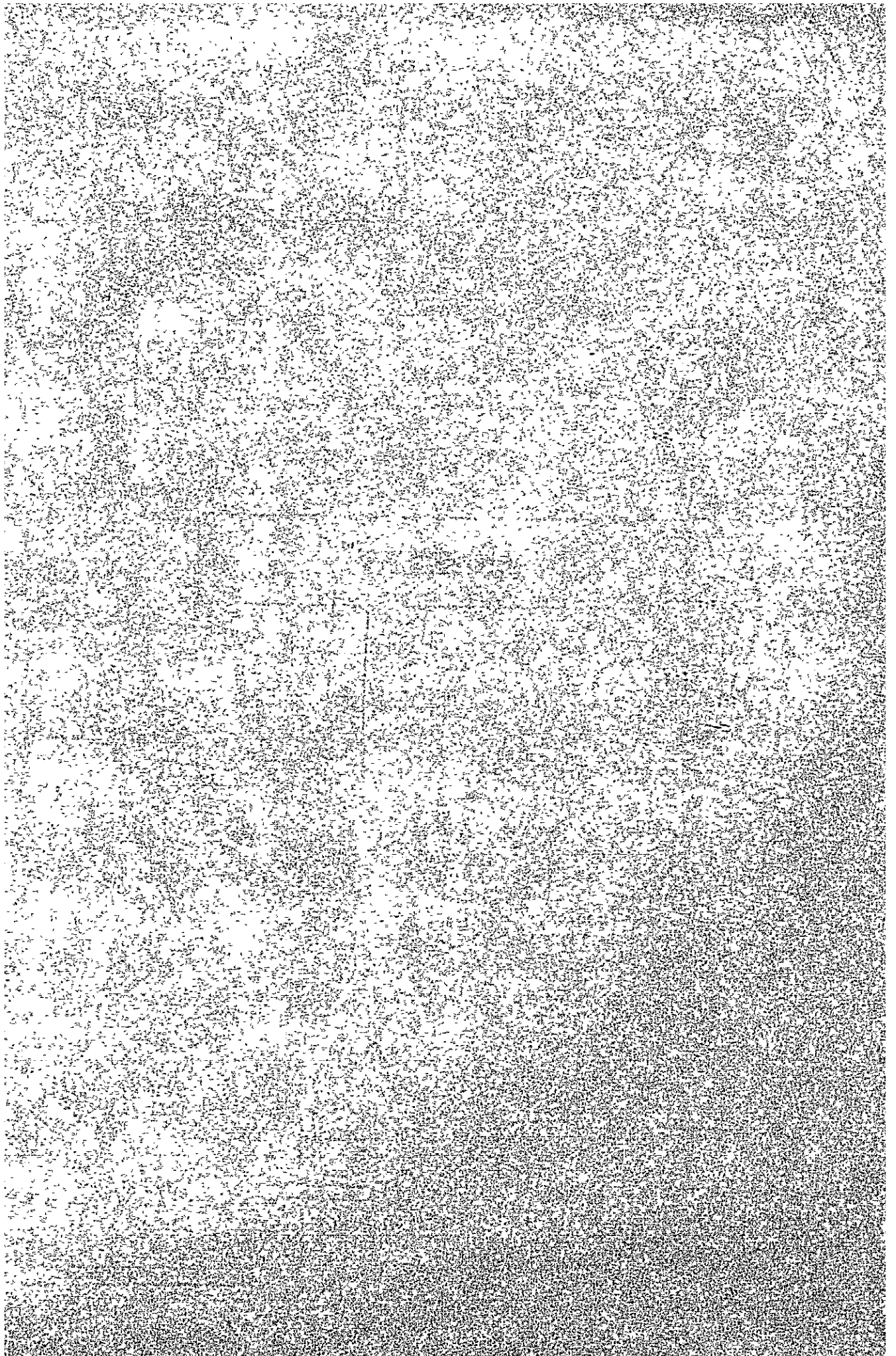
But there are also some factors, that lead to the pursuing of projects, that needs to be fought against:

- The absence of systematic evaluation of the costs and of the results of the projects, and the low importance granted to the time needed to realise them.

²⁴ The SCACs includes around 350 expatriated agents in the countries belonging to the ZSP.

- The pressure from the authorities of the beneficiary country in order not to question what has already been granted.
- The pressure from the technical assistant for the renewal of the projects to which their posts are linked.
- The "fashions" of the donors that feel that they have to intervene in such and such fields, even if their abilities are weak and the results low.

ANNEXES



ANNEX I:

LIST OF REFERENCES

Internet sites

- AfD: www.afd.fr/english/
- CFCE: www.cfce.fr
- DREE: www.dree.org
- European Commission
- Development Directorate General: www.europa.eu.int/comm/dgs/development
- Finance Ministry: www.minefi.gouv
- HCCI: <http://hcci.gouv.fr/ver-gb/plansite>
- INRA: www.inra.fr
- IRD: www.orstom.fr
- MAE – DGCID: www.diplomatie.gouv.fr/cooperation
- MAE - Information: www.ibiscus.fr
- OECD: www.oecd.org
- The CFA Franc zone: www.izf.net

Books and reports

- Agence Française de Développement: *Annual Reports 1997 - 1998 - 1999.*
- European Commission: *Accord de partenariat signé à Cotonou le 23 juin 2000 - Le Courrier - Septembre 2000.*
- Observatoire permanent de la coopération française: *Rapport 2000 - Editions Karthala - Décembre 2000.*
- Secrétariat du Comité Monétaire de la zone franc: *La zone franc – Rapport annuel.*
- Zone Franc CFA: *Guide pratique pour vos affaires – UEMOA / CEMAC – Octobre 1998.*
- OECD: *The DAC Journal 2000, Volume 1, n°3.*
- Proparco: *Annual Report 1999.*

ANNEX II:

LIST OF COUNTRIES BELONGING TO THE PRIORITY ZONE OF SOLIDARITY (ZSP) IN 1999

Caribbean:

Cuba,
Dominican Republic,
Haiti,
Lesser Antilles.

Indo-Chinese Peninsula:

Cambodia,
Laos,
Vietnam.

Latin America:

Surinam

Near East:

Lebanon,
Palestinian-Administered Territories.

North Africa:

Algeria,
Morocco,
Tunisia.

Pacific:

Vanuatu

Sub-Saharan Africa and Indian Ocean:

Angola,
Benin,
Burkina Faso,
Burundi,
Cameroon,
Cape Verde,
Central African Republic,
Chad,
Comoros,
Congo,
Côte d'Ivoire,
Democratic Republic of Congo,
Djibouti,
Equatorial Guinea,
Eritrea,
Ethiopia,
Gabon,
The Gambia,
Ghana,
Guinea,

Guinea-Bissau
Kenya,
Liberia,
Madagascar,
Mali,
Mauritania,
Mauritius,
Mozambique,
Namibia,
Niger,
Nigeria,
Rwanda,
Sao Tome and Principe,
Senegal,
Seychelles,
Sierra Leone,
South Africa,
Tanzania,
Togo,
Uganda,
Zimbabwe.

ANNEX III:
COMMUNICATION EN CONSEIL DES MINISTRES SUR LA REFORME DU DISPOSITIF
FRANÇAIS DE COOPERATION
(4 février 1998)

LES GRANDES ORIENTATIONS

La coopération est une dimension essentielle de l'action extérieure de notre pays. Au cours des dernières années, ses objectifs et ses instruments se sont diversifiés en s'efforçant de tenir compte des évolutions du monde contemporain : aspirations à la démocratie politique, disparition des zones d'influence traditionnelles, ouverture des marchés, différenciation de plus en plus marquée au sein de l'ensemble des pays en développement, montée en puissance des problèmes économiques, commerciaux et financiers internationaux, acuité croissante des problèmes environnementaux, effets de l'intégration européenne.

Dans ce contexte, la coopération au développement doit continuer à jouer un rôle majeur car elle est l'expression de la solidarité de la France à l'égard des pays qui veulent s'engager dans la voie d'un développement durable et démocratique, respectueux des besoins des générations futures. Elle participe à la réduction de la pauvreté et doit bénéficier particulièrement aux populations les plus défavorisées. Elle contribue à l'établissement des conditions macro-économiques, financières et institutionnelles, de la croissance. Facteur de paix, par le dialogue et le renforcement des coopérations régionales, elle participe pleinement à la sécurité extérieure de la France. Elle peut également, en liant flux migratoires et co-développement, concourir à l'élaboration de relations fondées sur la responsabilité mutuelle et la solidarité avec les pays d'origine des migrants.

Mais, s'ajoutant à l'aide au développement, ce sont aussi toutes les autres formes de coopération, dans un monde de plus en plus concurrentiel, qui doivent aujourd'hui être mobilisées. Une image reconnue, une influence active, des valeurs universelles affirmées sont les clés d'une plus forte présence politique et économique. Une telle ambition appelle des actions diversifiées dans les domaines économique, culturel, scientifique, audiovisuel, militaire, humanitaire, ainsi que de la francophonie, qui concernent aujourd'hui, le monde entier. Ces actions traduisent l'ambition de présence universelle qui anime notre pays ; elles contiennent les instruments indispensables des défenses de nos intérêts et de nos valeurs.

C'est pourquoi le dispositif proposé par le gouvernement vise à conférer davantage d'efficacité et de lisibilité à notre coopération, tout en affirmant la cohérence de l'action extérieure de la France, et à souligner toute l'importance de la coopération en tant qu'instrument et expression de notre politique étrangère. Le rapprochement entre les services actuels du secrétariat d'État à la Coopération et à la Francophonie et ceux du ministère des Affaires étrangères conduira sous l'autorité du ministre des Affaires étrangères à la constitution d'un ensemble diplomatique unique. Cette réforme s'inscrit dans une volonté d'adaptation à l'évolution du monde qui a été constante depuis la création du ministère de la Coopération, il y a trente neuf ans en 1959.

Cette rationalisation politique et administrative devra traduire dans le même temps l'importance intrinsèque de la coopération dans toutes ses dimensions, y compris au plan budgétaire ; elle devra témoigner de notre fidélité à nos solidarités traditionnelles, en particulier à l'égard des Etats d'Afrique et francophones, tout en ménageant les adaptations nécessaires ; elle devra tenir compte, enfin, du rôle spécifique de différents « métiers » de coopération.

La France entend maintenir des flux substantiels d'aide publique au développement, en s'attachant à leur plus grande cohérence et à leur efficacité accrue. Dans ce cadre, une meilleure maîtrise et une optimisation de la gestion des dépenses publiques seront recherchées.

Cette rationalisation se traduira par la mise en place de deux grands pôles : les Affaires étrangères et la Coopération, d'une part, l'Économie, les Finances et l'Industrie, d'autre part, qui concentreront, chacun dans son domaine de responsabilité, les fonctions de définition, de gestion ou de contrôle de la gestion, et de suivi de notre coopération

L'exigence de coordination et de cohérence de notre action extérieure se traduira également par une amélioration des procédures de coordination interministérielle et, à l'étranger, par la réaffirmation du rôle de l'ambassadeur. Dans le même temps, un nouveau cadre de concertation sera créé pour promouvoir la mobilisation de tous les acteurs de la coopération.

Il s'agit enfin, dans un souci de plus grande efficacité, de moderniser notre dispositif de coopération au développement par une définition et une articulation plus claires des responsabilités respectives des départements ministériels et des opérateurs, au premier rang desquels, l'Agence française de développement, s'agissant de la conception, de la mise en œuvre et du suivi des actions et des projets.

Telles sont les grandes orientations qui présideront à la rénovation du dispositif français de coopération.

LES MESURES ENVISAGEES

La cohérence et la rationalisation du dispositif public

Le rapprochement du ministère des Affaires étrangères et du secrétariat d'État à la Coopération et à la Francophonie

La réunion et la rationalisation des services en charge des Affaires étrangères et de la Coopération au sein d'un ensemble diplomatique prendront les formes suivantes :

- le ministre chargé de la Coopération sera délégué auprès du ministre des Affaires étrangères, qui aura autorité sur l'ensemble des services, les services en charge de la coopération étant mis à la disposition du ministre chargé de la Coopération ;
- les administrations centrales seront regroupées, en particulier la direction du développement (du secrétariat d'État à la Coopération et à la Francophonie) et la direction générale des relations culturelles, scientifiques et techniques (du ministère des Affaires étrangères) seront rapprochées ;
- les missions de coopération et d'action culturelle seront progressivement transformées en services au sein des ambassades ;
- les personnels du secrétariat d'État à la Coopération et à la Francophonie seront progressivement intégrés au sein du ministère des Affaires étrangères et de l'Agence française de développement, dans des conditions à définir. La mission militaire de coopération sera transférée au sein du ministère des Affaires étrangères, selon des modalités à définir.

Un budget unique du ministère des Affaires étrangères présentera l'ensemble des crédits du ministère des Affaires étrangères et du secrétariat d'État à la Coopération et à la Francophonie ; les crédits d'intervention et d'investissement (titres IV et VI) du nouveau budget affecté à la politique de Coopération seront identifiés et présentés au Parlement par le ministre délégué.

La réforme va ainsi introduire **une nouvelle organisation et un budget unique**. Sa mise en œuvre devra tenir compte des préoccupations des personnels et les associer à la réorganisation. Les modes de recrutement et de gestion de l'assistance technique seront adaptés en conséquence.

La définition d'une zone de solidarité prioritaire pour la coopération au développement

L'aide bilatérale au développement sera dorénavant plus sélective. Elle sera concentrée sur une « zone de solidarité prioritaire », qui comprendra les pays les moins développés en termes de revenu et n'ayant pas accès aux marchés des capitaux.

Les contours de la zone seront fixés en comité interministériel et pourront évoluer à la suite de décisions gouvernementales, en fonction de critères politiques et économiques. Lors de la mise en place de la réforme, l'ensemble des pays bénéficiant actuellement des crédits du FAC sera inclus dans la zone de solidarité prioritaire.

Hors de cette zone, notre coopération a vocation à poursuivre essentiellement un objectif de présence politique et économique. Cette distinction conduit à une spécialisation des instruments d'aide, par pays ou par groupes de pays, sans exclure quelques juxtapositions.

Le renforcement de la coordination

Afin d'assurer la coordination interministérielle, un **Comité interministériel de la coopération internationale et du développement (CICID)** sera créé. Il prendra la suite de l'actuel Comité interministériel d'aide au développement (CIAD). Son secrétariat sera assuré conjointement par le ministre des Affaires étrangères et le ministre de l'Economie, des Finances et de l'Industrie. Les autres ministres concernés par la coopération seront soit membres du Comité interministériel, soit associés aux travaux de cette instance.

Son domaine de compétence portera sur l'ensemble de la coopération internationale et de l'aide publique au développement. Dans ce cadre, le comité interministériel :

- veillera à la cohérence des priorités géographiques et sectorielles des diverses composantes de la coopération française, en particulier par l'établissement annuel des orientations d'une programmation globale ;
- déterminera la zone de solidarité prioritaire, qui pourra évoluer à la suite de décisions gouvernementales, en fonction de critères politiques et économiques ;
- assurera une mission permanente de suivi et d'évaluation de la conformité de notre aide aux objectifs fixés.

Par ailleurs, un agent du ministère des Affaires étrangères sera intégré au sein de l'équipe de l'administrateur français à la Banque mondiale. Il en sera de même au sein de l'équipe du représentant de la France au comité d'aide au développement de l'OCDE.

Le débat et l'ouverture à tous les acteurs

L'opinion publique française n'est pas toujours convaincue de l'intérêt et de l'efficacité de l'aide au développement. Les préjugés et les malentendus se nourrissent d'événements spectaculaires et les réussites sont peu valorisées. Pour retrouver tout son crédit, la politique de coopération doit être plus transparente à l'égard de l'opinion publique.

L'expérience a par ailleurs montré que l'on ne pouvait pas espérer régler les questions ouvertes par le débat sur les orientations et le contenu de la politique de coopération par une réforme purement administrative. La mise en discussion de la politique d'aide doit être élargie, notamment en direction des nouveaux acteurs non étatiques de la coopération, qui jouent un rôle de plus en plus important et apprécié sur le terrain.

C'est pourquoi un **Haut Conseil de la coopération internationale** sera créé. Il participera à la réflexion sur la coopération internationale et l'aide au développement. Il permettra aux représentants de la société civile (fondations, associations, organisations non gouvernementales, experts, enseignants, journalistes, représentants des collectivités locales) de donner un avis consultatif dans des domaines où ils interviennent, afin notamment de faciliter la convergence de leur action avec celle de l'Etat. Le lien entre le Haut Conseil et les enceintes actuelles de concertation fera l'objet d'un examen approfondi.

L'opérateur-pivot et les autres opérateurs

L'opérateur-pivot sera l'Agence française de développement, qui conservera son statut d'établissement public et d'institution financière spécialisée (soumise à la loi bancaire de 1984).

Dans le cadre des orientations définies par le CICID, l'essentiel des projets et des programmes d'aide au développement sera désormais confié à l'Agence française de développement, à laquelle seront délégués des crédits figurant actuellement au budget du ministère des Affaires étrangères et du secrétariat d'Etat à la coopération et à la Francophonie, principalement en matière d'infrastructures de santé et d'éducation. L'Etat conservera la gestion directe de l'aide aux secteurs institutionnels et de souveraineté (justice, défense, police...)

La zone de compétence potentielle de l'Agence française de développement sera la zone de solidarité prioritaire, ce qui n'exclut pas les interventions ponctuelles dans d'autres pays.

La tutelle du ministre chargé de l'Economie et des Finances sera maintenue. La composition du conseil de surveillance ne sera pas modifiée.

Les ressources nécessaires à l'exercice de ses nouvelles compétences par l'Agence française de développement seront inscrites au budget du ministère des Affaires étrangères. Elles feront l'objet d'une délégation globale en début d'année.

Le ministère de l'Economie et des Finances et de l'Industrie (direction du Trésor) sera pleinement associé au processus de préparation de la loi de finances initiale sur les dotations d'ajustement structurel et les dons-projets de l'Agence française de développement (esquisses initiales, pré-conférences et conférences budgétaires spécifiques, à l'exception des conférences de niveau ministériel). La procédure d'instruction des concours d'ajustement structurel initiée par la direction du Trésor associera pleinement le ministère des Affaires étrangères et l'Agence française de développement.

Par ailleurs, le système actuel fondé sur des organismes de coopération spécialisés s'est adapté aux différentes situations rencontrées. L'évolution se poursuivra dans le sens de la rationalisation et d'une efficacité accrue.

La méthode

Promouvoir le partenariat et valoriser les complémentarités

Coopérer, c'est agir ensemble dans un dialogue libre et exigeant. En matière d'aide au développement, il faut sortir de la logique d'assistance. Il faut aussi tenir compte concrètement des exigences du développement durable dans la définition des priorités et de l'établissement des projets. Au sein de la zone de solidarité prioritaire, notre coopération avec chaque pays s'inscrira dans un « accord de partenariat et de développement ». Cet accord précisera dans un cadre pluriannuel les différents types de coopération définis d'un commun accord (développement, environnement, action culturelle, coopération militaire, coopération juridique, maîtrise des flux migratoires...) et organisera leur suivi. Dans ce cadre, la programmation financière par projet se fera annuellement.

Promouvoir l'action de la société civile

Les acteurs de la coopération sont désormais multiples. L'initiative privée et l'action autonome de citoyens responsables sont au cœur du processus de développement. Le dialogue des responsables politiques ne suffit plus. Les organisations de solidarité internationale, les collectivités territoriales, le monde de l'entreprise et les organisations professionnelles sont autant de partenaires hors l'Etat central.

Cette situation appelle un dialogue politique et opérationnel renforcé, avec de nouveaux interlocuteurs. Cela conduit également à définir de nouveaux modes de fonctionnement, de manière à les associer plus systématiquement à la définition des orientations et des stratégies de la coopération au développement et à leur mise en place.

Affirmer notre présence dans les enceintes internationales

Afin d'assurer sa présence dans des pays ou des secteurs où son action ne se porte pas de façon prioritaire, la France pourra le faire davantage à travers l'aide multilatérale, et notamment communautaire, dans un souci de rationalité et de lisibilité accrues et lorsque cette aide multilatérale se révèle plus efficace. La convergence et la complémentarité des aides bilatérale et multilatérale devront devenir la règle, mais une subsidiarité entre elles ne saurait être exclue.

Notre présence doit s'exprimer avec plus de force au sein des instances multilatérales. L'Europe est à la veille d'un renouvellement profond de sa relation avec les pays en développement. Un partenariat plus actif doit vivifier la relation avec les pays ACP, dans une approche plus dynamique et cohérente de l'action extérieure commune.

Il est souhaitable d'améliorer l'efficacité de notre action au sein des organismes et des institutions du système des Nations Unies. Dans ces enceintes, toutes les initiatives qui sont conduites en faveur du renforcement des capacités nationales, de la maîtrise de la gestion publique et du développement durable sont à privilégier.

La francophonie est une autre composante majeure de notre action extérieure. Elle s'attache aux valeurs de la démocratie, de l'Etat de droit, et de la culture partagée dans sa richesse et sa diversité. Elle doit être un espace de coopération linguistique et culturel, mais aussi économique, social et politique, capable de relever les grands défis de la modernité et de s'y adapter.

Mise en œuvre

Les orientations arrêtées et les décisions prises seront mises en œuvre selon une procédure interministérielle. Le Gouvernement prendra les initiatives appropriées dans le cadre de ses relations avec le Parlement.

Les mesures d'ordre budgétaire et financier seront intégrées à la préparation de la loi de finances initiale pour 1999.

**ANNEX IV:
EVOLUTION AND BREAKDOWN OF FRENCH ODA FROM 1993 TO 1997**

EVOLUTION OF THE FRENCH PUBLIC ASSISTANCE FOR DEVELOPMENT 1994-1997
(millions of Francs and net payments)

	1993	%	1994	%	1995	%	1996	%	1997	%
1. Bilateral aid	13 845	78	36706	78	32 085	76	29 438	78	27 877	76
*technical co-operation	9 551	27	10 099	28	10 083	31	10 175	35	9 879	35
*investment support										
*financial support	9 066	26	6 661	18	5 964	19	5 080	17	3 843	14
*debt relief	5 118	15	4 003	11	2 949	9	2 271	8	1 199	4
*overseas territories	4 128	12	8 764	24	5 658	18	4 944	17	6 419	23
* Miscellaneous	4 571	13	4 787	13	4 947	15	4 686	16	4 501	16
	2 410	7	2 393	7	2 485	8	2 281	8	2 036	7
2. European aid	4 728	11	5 083	11	4 912	12	4 321	11	5 145	14
3. Multilateral aid	5 246	12	5 216	11	5 143	12	4 361	11	3 786	10
* Total ODA	44 819		47 004		42 139		38 119		36 808	
% of GDP	0.63		0.64		0.55		0.48		0.45	

* Temporary figures.

BREAKDOWN OF THE FRENCH PUBLIC AID FOR DEVELOPMENT
(millions of Francs)

	1993	1994	1995	1996	1997
- MEFI	14 510	17 799	13 807	11 391	11 005
- Ministry of Co-operation	6 379	6 031	4 986	4 975	4 629
- MAE	3 649	3 612	3 176	3 312	3 004
- Afd	4 694	2 513	2 886	1 897	1 164
- Ministry of Research	2 706	2 689	2 812	2 706	2 706
- Ministry of National Education	1 041	1 320	1 625	1 982	1 982
- Other Ministries	1 005	1 628	1 484	1 299	1 118
- European aid	4 728	5 083	4 912	4 320	5 145
- Overseas territories	4 571	4 786	4 874	4 686	4 501
- Administrative costs	1 536	1 534	1 577	1 551	1 554
Total	44 819	47 004	42 139	38 119	36 808
% of GDP	0.63	0.64	0.55	0.48	0.45

ANNEX V

ANALYSIS OF THE EVALUATION OF FRENCH ODA

(Extract from DAC Journal 2000, Volume 1, n°3)

The three main players in French aid each have an evaluation service, although each one has its own objectives and its own methods. Despite a determination to move closer to the DAC's principles for aid evaluation, much progress must still be made, in particular as concerns the independence of mechanisms, the participation of beneficiaries, the dissemination of results and the incorporation of lessons to be learned from them. The AfD has a systematic mechanism, in the form of an evaluation guide outlining procedures for methodology, retroaction and performance evaluation. The Treasury Directorate and the DGCID also have methodological documents based on the same principles.

In connection with the 1999 reform, the three units have taken concrete steps to improve internal consultations, with the launch of joint "country" evaluations, the first of which, on Vietnam, being scheduled for March 2000. Moreover, within the CICID, an annual report evaluating development assistance will be prepared by a working group and then submitted to Parliament.

The objectives of evaluation

Throughout the French aid system, retrospective evaluations are designed primarily as instruments for improving operational activities. In contrast, use of the results of the evaluation for information policy purposes or to share experience with other partners in development is still limited. Evaluations of financial protocols include the rate of return on exports of beneficiary French companies as one of the evaluation criteria. The AfD's own evaluation work must also contribute to the process of checking how resources are being used.

The split of the evaluation organisation

The Treasury's evaluation unit, consisting of two managers, conducts 15 evaluations per year, making use of outside consultants. With the reform of the protocols and the shift from a per-country envelope to a project approach, the evaluation system was strengthened with the introduction of project monitoring procedures. Evaluations by sector and by country were carried out to ascertain which interventions were most effective, in the areas of water and health care in particular. An evaluation of the aid awarded to Vietnam is in progress. No evaluation of macroeconomic instruments has as yet been conducted, in particular as concerns unilateral debt cancellations.

The MAE inherited the evaluation mechanism of the Ministry of Co-operation. The Programming, Resources and Evaluation Service, with its staff of seven, evaluates programmes and policies; in 1998, it enjoyed a significant FAC appropriation of FRF 10 million earmarked for ZSP countries and FRF 1.5 million for other countries. Projects are evaluated internally by the relevant geographical units, using operating appropriations. Wider-scale evaluations, such as evaluations of programmes, instruments or countries, are made by outside consultants according to DAC rules. FAC projects are evaluated systematically for projects exceeding FRF 10 million (about USD 1.5 million), but with regard to the FSP all projects are going to be evaluated.

At the AfD, the division in charge of evaluation is subsidiary to the General Auditing Department, which in turn reports to the Agency's Directorate-General, like the other headquarters directorates, whereas DAC guidelines would suggest it should report directly to the Supervisory Board. The department's remit also covers internal auditing and management control. The division employs five managers, the head of division, three evaluators and a person in charge of project completion reports. Despite limited resources, the goal is to evaluate one out of six projects, within two to three years of completion. Evaluations seek to assess the quality of a project's design and execution, and to gauge the

extent to which objectives were met, their impact and their viability. Since 1994, a completion report (SRAP) is prepared for all projects within six months after they are terminated. Thematic analyses have been prepared on the basis of completion reports and a number of retrospective evaluations in a number of sectors, such as urban transport, water and purification, energy and so on. Evaluations are submitted to the Evaluation Committee, on which all of the AfD's operational managers are represented. The Committee submits its conclusions and recommendations to the AfD Supervisory Council. Each year the Council devotes one of its sessions to evaluation.

Measuring performance and overall assessment

The AfD alone prepares an annual report on its evaluation work, ascertaining how its financing has performed and ensuring that the results of the evaluations are incorporated into ongoing and future activities. Out of all of the projects evaluated between 1993 and 1997, 54% were rated satisfactory or very satisfactory. With the inclusion of the 1998 assessments, the percentage rises from 54 to 58%, an encouraging result. Levels of satisfaction are independent of the types of projects. Across the range of criteria, the highest rates are found for achievement of objectives and impact, with 78 and 71% respectively. The results in terms of viability, however, show how difficult it is to ensure that projects continue to operate, with 39 per cent of projects deemed satisfactory on this score. Feedback comes via the recommendations of the Evaluations Committee, relating to strategies and policies as well as to procedures and projects. Over half of all the recommendations made to date have already been put into practice. For instance, evaluations of "participatory" projects have highlighted the strong performance of schemes run by women, and AfD is taking steps to include a higher proportion in its range of projects.

In the three organisations, progress still needs to be made in bringing aid evaluation in line with DAC recommendations. The evaluation units are not independent vis-à-vis the hierarchy of the organisation, since they report to the same level as the operational structures. But this system may help the operational units assimilate the evaluation findings more fully. Moreover, the AfD only rarely avails itself of outside expertise to conduct its evaluations. Beneficiaries are not systematically brought into evaluations that concern them. In addition, results are also considered confidential, in many cases even for the beneficiaries of the financing being evaluated. At the Ministry of Finance, evaluation reports for projects financed in connection with protocols are restricted to internal use, although plans for releasing summaries of evaluation results are currently under study. At the AfD and the MAE, outside dissemination is still limited. Public access to the reports themselves is rather theoretical, even if a list of them is available on the AfD Internet site. The AfD is the only organisation to publish the main findings of its evaluation work, on a bimonthly basis, in the *Lettre de l'évaluation*, although the information released is not complete.

It can be seen that the AfD is opening up somewhat in connection with the co-financing of multilateral projects and so-called "cross-evaluations". For instance, the AfD has evaluated a Japanese project, while the Japanese agency has evaluated a French project. In some cases, the AfD has brought in NGOs to help evaluate small-scale local projects with a substantial participative dimension. The MAE also seems willing to update evaluation practices. In the future, a number of evaluations ought to be carried out directly at the country level. In Cape Verde, a joint evaluation has just been performed with project partners; and such an approach is expected to become a rule for all of the ZSP countries, supported by evaluation training. Lastly, plans to conduct joint evaluations have been made with a number of other bilateral agencies (Germany, Japan, and the United Kingdom).

**ANNEX VI - AFD -
EXTRACTS FROM ACCOUNTS - 1999**

Les comptes 1999 de l'AfD font ressortir un résultat bénéficiaire de 36,5 millions d'euros, en augmentation de 3,7 % par rapport à 1998. Ce résultat a été affecté en réserve par le conseil de surveillance, conformément aux statuts de l'établissement.

Le total du bilan s'élève à 16 286 millions d'euros au 31 décembre 1999, en hausse de 1,8 % par rapport à 1998.

En 1999, le produit net bancaire s'est élevé à 316,2 millions d'euros (272,3 millions d'euros en 1998).

Les comptes de l'AfD sont présentés sous la forme du plan comptable des établissements de crédit (PCEC).

Les états détaillés sont disponibles au siège de l'AfD sur simple demande.

• BILAN AU 31 DÉCEMBRE 1999 • BALANCE SHEET AT 31 DECEMBER 1999

ACTIF - ASSET	1997 <small>milliers d'euros euros thousand</small>	1998 <small>milliers d'euros euros thousand</small>	1999 <small>milliers d'euros euros thousand</small>	1999 <small>milliers FF FF thousand</small>
Caisse, Banque Centrale, CCP - <i>Cash, Central Bank, Post Office Banks</i>	793	938	250	1 643
Effets publics et valeurs assimilées - <i>Government securities and equivalents</i>	619 713	494 903	526 091	3 450 931
Créances sur les établissements de crédit - <i>Loans and advances to credit institutions</i>	3 467 016	3 695 103	4 151 845	27 234 318
A vue - <i>Demand</i>	267 942	226 698	130 214	854 150
A terme - <i>Term</i>	3 199 074	3 468 406	4 021 631	26 380 168
Créances sur la clientèle - <i>Loans and advances to customers</i>	10 461 294	10 385 314	10 196 866	66 887 059
Autres concours à la clientèle - <i>Other facilities to customers</i>	10 461 294	10 385 314	10 196 866	66 887 059
Obligations et autres titres à revenu fixe - <i>Bonds and other fixed-income securities</i>	899 527	646 979	534 646	3 507 051
Actions et autres titres à revenu variable - <i>Shares and other variable-yield securities</i>				
Participations et activité de portefeuille - <i>Shareholdings and portfolio activities</i>	44 567	42 533	218 268	1 431 747
Parts dans les entreprises liées - <i>Interests in associated companies</i>	69 136	67 991	50 156	329 000
Immobilisations incorporelles - <i>Intangible assets</i>	6 566	8 234	10 487	68 792
Immobilisations corporelles - <i>Tangible assets</i>	123 629	147 493	144 071	945 044
Autres actifs - <i>Other assets</i>	17 945	25 134	16 173	106 088
Comptes de régularisation - <i>Prepayments and accrued income</i>	743 747	484 323	437 654	2 870 820
TOTAL DE L'ACTIF - TOTAL ASSETS	16 453 931	15 998 944	16 286 509	106 832 493

• HORS BILAN : ENGAGEMENTS DONNÉS • OFF-BALANCE-SHEET ITEMS: COMMITMENTS ENTERED INTO

	1997 <small>milliers d'euros euros thousand</small>	1998 <small>milliers d'euros euros thousand</small>	1999 <small>milliers d'euros euros thousand</small>	1999 <small>milliers FF FF thousand</small>
Engagements de financement - <i>Financing commitments</i>	3 282 177	3 408 942	3 477 328	22 809 773
En faveur d'établissements de crédit - <i>To credit institutions</i>	1 368 838	1 327 630	1 332 430	8 740 165
En faveur de la clientèle - <i>To customers</i>	1 913 339	2 081 312	2 144 898	14 069 608
Engagements de garantie - <i>Guarantee commitments</i>	540 996	425 791	152 412	999 760
D'ordre d'établissements de crédit - <i>For credit institutions</i>	246 368	140 323	88 442	580 143
D'ordre de la clientèle - <i>For customers</i>	294 628	285 468	63 970	419 617
Engagements sur titres - <i>Commitments for securities</i>			158 547	1 040 000
Titre acquis avec faculté de rachat - <i>Securities acquired option to repurchase or recover</i>			158 547	1 040 000

The accounts for 1999 show a profit of euros 36.5 million, 3.7% up on 1998. The profit was appropriated to reserves by the Supervisory Board, under the rules of the AfD.

The balance sheet total at 31 December 1999 was euros 16,286 million francs, 1.8% up on 1998.

In 1999, net banking income was euros 316.2 million

(euros 272.3 million in 1998).

The accounts of the AfD are presented in accordance with the accounts format for credit institutions.

The detailed accounts are available on request from AfD headquarters.

• BILAN AU 31 DÉCEMBRE 1999 • BALANCE SHEET AT 31 DECEMBER 1999

PASSIF - LIABILITIES	1997 milliers d'euros euros thousand	1998 milliers d'euros euros thousand	1999 milliers d'euros euros thousand	1999 milliers FF FF thousand
Banque Centrale, CCP - <i>Central Bank, Post Office Banks</i>	828	18	18	116
Dettes envers les établissements de crédit - <i>Amounts owed to credit institutions</i>	350 729	359 543	335 956	2 203 727
A vue - <i>Demand</i>	137 407	162 344	75 033	492 185
A terme - <i>Term</i>	213 322	197 199	260 923	1 711 542
Comptes créditeurs de la clientèle - <i>Customers' accounts in credit</i>	64 045	15 274	14 939	97 993
Autres dettes à vue - <i>Demand - other</i>	63 432	14 355	14 939	97 993
Autres dettes à terme - <i>Term - other</i>	613	919		
Dettes représentées par un titre - <i>Debt evidenced by certificates</i>	8 652 675	8 148 112	8 333 793	54 666 097
Marché interbancaire et créances négociables - <i>Interbank market and negotiable debt</i>	1 820			
Emprunts obligataires - <i>Bonds</i>	8 650 856	8 148 112	8 333 793	54 666 097
Autres passifs - <i>Other liabilities</i>	120 564	160 163	271 294	1 779 572
Comptes de régularisation - <i>Accruals and deferred income</i>	382 802	247 101	220 298	1 445 063
Provisions pour risques et charges - <i>Provisions for liabilities and charges</i>	437 969	513 615	520 468	3 414 047
Subventions et fonds publics affectés - <i>Subsidies and allocated public funds</i>	4 957 299	4 026 349	3 987 150	26 153 991
Emprunts auprès du Trésor - <i>Borrowings from the Treasury</i>	1 963 209	1 001 070	956 255	6 272 620
Fonds publics affectés - <i>Allocated public funds</i>	2 377 745	2 436 236	2 468 945	16 195 216
Subventions - <i>Subsidies</i>	616 345	589 043	561 951	3 686 155
Fonds pour risques bancaires généraux - <i>Fund for general banking risks</i>	755 589	751 676	754 929	4 952 013
Dettes subordonnées - <i>Subordinate debt</i>		1 010 478	1 044 559	6 851 860
Dotation - <i>Capital Invested by State</i>	381 123	381 123	381 123	2 500 000
Réserves - <i>Reserves</i>	318 971	350 308	385 493	2 528 667
Résultat - <i>Profit</i>	31 337	35 185	36 488	239 348
TOTAL DU PASSIF - <i>TOTAL LIABILITIES</i>	16 453 931	15 998 944	16 286 509	106 832 493

• HORS BILAN : ENGAGEMENTS REÇUS • OFF-BALANCE-SHEET ITEMS: COMMITMENTS RECEIVED

PASSIF - LIABILITIES	1997 milliers d'euros euros thousand	1998 milliers d'euros euros thousand	1999 milliers d'euros euros thousand	1999 milliers FF FF thousand
Engagements de financement - <i>Financing commitments</i>	69 059	8 385	10 385	68 119
Reçus d'établissements de crédit - <i>Received from credit institutions</i>	8 385	8 385	10 385	68 119
Reçus de l'Etat français - <i>Received from the French State</i>	60 675			
Engagements de garantie - <i>Guarantee commitments</i>	81 148	111 981	122 820	805 645
Reçus d'établissements de crédit - <i>Received from credit institutions</i>	81 148	111 981	122 820	805 645
Autres engagements - <i>Other commitments</i>	3 133 205	2 000 744	3 367 850	22 091 647
Garanties reçues de l'Etat français - <i>Guarantees received from the French State</i>	3 133 205	2 000 744	3 367 850	22 091 647

