

Annex A: Progress made in implementing the recommendations of the 2008 peer review

Strategic orientations

Recommendations in 2008	Progress since 2008
<p>1. The DAC invites France to draw up a co-operation policy framework document that specifies its medium-term objectives and strategy and is applicable to all players involved in official assistance.</p>	<p>Recommendation implemented</p>
<p>2. France should draw up an action plan for all sectoral and cross-cutting strategies, leading to a set of priorities that will be reflected in budget planning at the national level.</p>	<p>Recommendation partially implemented</p> <p>France has not drawn up an action plan for all its strategies and does not have precise overall sectoral objectives. Gender policy is not reflected in programming. However, CICID has identified five sectors for action in favour of priority poor countries. Sectoral priorities are reflected in the partnership framework documents concluded with partner countries.</p>
<p>3. The DAC congratulates France for the innovative approaches it has developed, based on its long experience in many fields such as fragile states, the regional approach and innovative financing, and encourages it to broaden the dialogue on these subjects internationally.</p>	<p>Recommendation implemented</p>
<p>4. France is encouraged to pursue further its dialogue with civil society, in terms of both strategic consultation and the aid effectiveness agenda.</p>	<p>Recommendation partially implemented</p> <p>Despite the lack of a forum for consultation, regular dialogue has continued and French NGOs have been involved in defining the main strategic orientations. In partner countries, however, there are not as yet any institutional arrangements for dialogue between French institutions and either local or French NGOs, which could be mutually beneficial.</p>
<p>5. The DAC encourages France to make more use of NGOs as a resource and congratulates France for its commitment to increase the share of ODA allocated through NGOs.</p>	<p>Recommendation partially implemented</p> <p>France did not increase the share of ODA allocated through NGOs over the period 2008-2012, and funding via NGOs remains very small. It is only in 2013 that the amounts flowing through NGOs increase.</p>

Development beyond aid

Recommendations in 2008	Progress since 2008
<p>6. France is invited to ensure that its domestic sectoral policies are coherent with the development objectives of partner countries by giving a clear political commitment and making better use of an existing permanent structure with a mandate to promote and monitor this coherence.</p>	<p>Recommendation partially implemented</p> <p>France is committed to promoting policy coherence. It has drawn up an agenda, it has interministerial co-ordination systems, and the Minister Delegate for Development has a mandate to ensure that this dimension is taken into account. In the absence of a system for monitoring progress, however, the extent to which those systems help to defend positions favourable to development is unclear.</p>

Aid volume, channels and allocations

Recommendations in 2008	Progress since 2008
<p>7. The DAC invites France to respect its international commitments regarding the volume of ODA. To that end, it invites France to draw up a roadmap for moving towards the European ODA objectives for 2010 and 2015, and to take advantage of its three-year finance legislation to record the corresponding appropriations.</p>	<p>Recommendation not implemented</p> <p>France has not drawn up a roadmap for moving towards the European ODA objectives for 2010 and 2015. The 2013 Finance Act plans to stabilise ODA at around 0.48% of GNI in 2015, less than the European objective of 0.7%.</p>
<p>8. At the same time, France should seek to bring the allocation of its aid and its choice of instruments into line with its new strategic guidelines.</p>	<p>Recommendation partially implemented</p> <p>France's aid budgetary effort and its instruments are in line with its strategic guidelines, but the allocation of ODA reflects these guidelines poorly.</p>

Aid volume, channels and allocations

Recommendations in 2008	Progress since 2008
<p>9. France should ensure that the ODA statistics it reports annually are consistent with the ODA eligibility directives established by the Committee.</p>	<p>Recommendation partially implemented</p> <p>France's notification to the DAC is late and sometime incomplete. Since 2008, France has included its contributions to UNITAID in the statistics it reports to the DAC and no longer reports the cost of the university studies of foreign students with a French baccalaureate as ODA. France asserts that it complies with existing directives on concessionality. In April 2013, it submitted a rationale setting out the principles for using certain concessional loans. The DAC has taken note and asked the Secretariat to prepare a report on the concessionality of DAC members' loans. It will be for the DAC to decide whether the loans meet the conditions for reporting as ODA.</p>
<p>10. France should concentrate its aid on a smaller number of countries, especially among least developed countries and fragile states. In so doing, it should strike an appropriate balance between grants and loans.</p>	<p>Recommendation partially implemented</p> <p>France concentrates 50% of its grants on 17 priority poor countries in sub-Saharan Africa, though its aid effort, spanning 138 countries, remains highly fragmented. The share of aid earmarked for the LDCs is shrinking, as are grants to fragile states. Loans have increased substantially since 2008, creating an imbalance in relation to grants, the low level of which threatens France's capacity to take action in poor countries and countries in crisis.</p>

Organisation and management of development co-operation

Recommendations in 2008

11. To make its system more efficient, France should pursue the institutional rationalisation of co-operation, by combining a clearly identified strategic management centre, a single budgetary mandate, and a principal operator, and amending the status of institutional players accordingly. In the field, the redesigned operational system should allow for greater integration of the strategic frameworks and tools of the various players, and to decentralise decision-making more thoroughly to the local level.

Progress since 2008

Recommendation partially implemented

The three main players in co-operation are doing more to co-ordinate their activities. Although AFD's role has been strengthened, however, the model of a government that sets strategy and an agency that implements it has not been fully achieved. The system remains complex, featuring a large number of players with different profiles and powers, and the instruments for steering the system as a whole have not worked well.

The budget presentation remains complex. Appropriations for the cross-cutting development policy are fragmented between 11 ministries, 12 missions and 23 programmes. In 2012, the "ODA" mission, itself comprising three programmes, covered only 62% of the cross-cutting policy and only 35% of net ODA. In the field, the lack of DCPs in non-priority countries risks undermining the capacity to incorporate French players' strategic frameworks and tools.

12. France should make further improvements to its aid programming mechanisms, in order to have available a strategic, medium-term programming tool that reflects the objectives of French co-operation and is consistent with the priorities established in the DCPs.

Recommendation partially implemented

Although budget predictability has been improved, French aid programming covers only the resources allocated to the "ODA" mission (a third of ODA) and remains subject to two different programmes, raising the risk of letting players and instruments take precedence over strategy. In priority countries, the DCPs set five-year priorities for bilateral French aid. However, as there is no results framework attached to each DCP, it is difficult to make the link with the overall objectives of French co-operation in sectoral terms.

Organisation and management of development co-operation

Recommendations in 2008	Progress since 2008
<p>13. France should define a comprehensive strategy for staff working in the field of development co-operation, in order to foster greater complementarity between specialists within the system and with its partners. It should regularly review the profile of its specialists in line with trends in the responsibilities of French development co-operation.</p>	<p>Recommendation partially implemented</p> <p>The Ministry of Foreign Affairs does not have a specific human resources policy for co-operation staff. Their status varies and the number of contract staff has increased sharply over the period. Although that has helped to maintain a pool of expertise, rapid turnover makes it difficult to capitalise that expertise.</p> <p>AFD has begun to modernise its human resources policy, made necessary by the rapid increase in headcount over the last five years. This should enable the agency to plan profiles and skills better and adjust them to developments in the sectors and contexts in which it operates.</p>
<p>14. The DAC encourages France to pursue its efforts to institute a results-based management system and to strengthen “learning through doing” by systematically using the results of evaluations as input to the programming process.</p>	<p>Recommendation partially implemented</p> <p>France has continued its efforts to institute results-based management, defining tracking indicators at central level. Projects also have robust results frameworks which make tracking and evaluation easier. At DCP level, however, a link is missing between projects and the achievement of overall objectives, because there is no results matrix attached to the latter.</p> <p>Much has been done in the sphere of evaluation. However, AFD has not implemented a system for following up recommendations, which undermines its capacity to make full use of them as strategic management tools.</p>

Aid effectiveness and results

Recommendations in 2008	Progress since 2008
<p>15. France is invited to establish a schedule and to make appropriate provisions to implement its aid effectiveness action plan. In particular, it should reinforce the partnership nature of the DCP and take the operational steps necessary to use the most appropriate means, including general or sectoral budgetary support, within its bilateral aid and pay greater heed to the division of labour among donors.</p>	<p>Recommendation partially implemented</p> <p>France has not established a schedule for implementing its aid effectiveness action plan but it has taken many steps to apply the principles of the Paris Declaration, the Accra Action Programme and the Busan Partnership for Effective Development Co-operation. DCPs are drawn up in partnership; France uses budgetary support wherever possible; and AFD-funded projects are carried out with local project management in accordance with the beneficiary country's procedures. In the field, France is starting to get involved in joint European programming, though it still operates in a large number of sectors and hence does not systematically comply with the code for the division of labour defined at European level.</p>
<p>16. The DAC encourages France to play a leading role in partner countries where it enjoys a special relationship, working in close consultation with the other donors and taking into account its comparative advantage.</p>	<p>Recommendation implemented</p>
<p>17. The DAC encourages France to capitalise on its experience with capacity building in order to establish a framework in this area that combines institutional support for strengthening public systems—essential if the impact is to be lasting—with other forms of capacity building.</p>	<p>Recommendation partially implemented</p> <p>France makes extensive use of expertise and training to build capacity in partner countries and AFD has begun the process of capitalising experience. However, France has not yet drawn up guidelines for capacity-building, even though that is one of the main thrusts of its co-operation at both bilateral and multilateral level.</p>

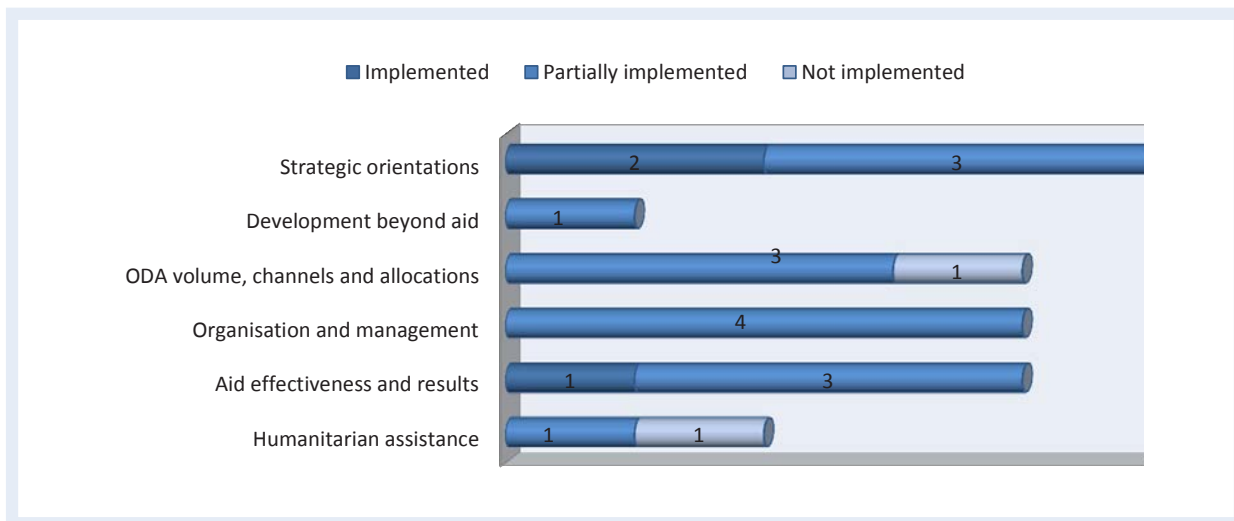
Aid effectiveness and results

Recommendations in 2008	Progress since 2008
<p>18. The DAC appreciates the key role that France plays in many fragile states. It encourages France to step up inter-ministerial collaboration on issues relating to the fragility of states, both at headquarters and in the field in order to better combine the different approaches and tools, particularly when it comes to reforming the security sector, and to adapt the DCP procedures to achieve the greater flexibility needed in unstable situations.</p>	<p>Recommendation partially implemented</p> <p>In partner countries, the ambassador co-ordinates France's diplomatic, security and development actions. In some fragile states, an additional interministerial system has been established in Paris to co-ordinate activities. France shows flexibility in fragile contexts. It shares its analyses with other partners and uses trust funds to make actions more coherent. However, France does not have an effective mechanism to co-ordinate humanitarian, risk reduction and development programmes.</p>

Humanitarian assistance

Recommendations in 2008	Progress since 2008
<p>19. The DAC invites France to formulate a general policy statement defining the strategic objectives and priorities of government humanitarian action, as well as an implementation plan.</p>	<p>Recommendation partially implemented</p> <p>France has completed its first humanitarian aid strategy and is now preparing an action plan.</p>
<p>20. France should consolidate institutional responsibility for managing the response to humanitarian emergencies, and examine ways of articulating it with development assistance.</p>	<p>Recommendation not implemented</p> <p>With the Crisis Centre, France has created a structure capable of overseeing the response of all the relevant government departments to new emergencies or deteriorating situations. The appropriate mechanisms for co-ordinating the response to other humanitarian emergencies and providing a central point for partners are less clear. In addition, France still does not have an overall mechanism for ensuring that post-crisis recovery programmes support or complement emergency measures.</p>

Figure A.1 Implementation of recommendations made after the 2008 Peer Review





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