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RESTRUCTURING PAPER

ON A

PROPOSED PROJECT RESTRUCTURING
OF THE
ADMINISTRATIVE CAPACITY BUILDING PROJECT
GRANT NUMBER H151 BUR
March 29 2005

IN THE INITIAL AMOUNT OF SDR 4.6 MILLION (US\$7.0 MILLION EQUIVALENT)

AND

A RESTRUCTURED AMOUNT OF SDR 4.6 MILLION (US\$7.0 MILLION EQUIVALENT)

TO

BURKINA FASO

June 15, 2010

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ABBREVIATIONS AND ACRONYMS

ACBP Administrative Capacity Building Project

CAS Country Assistance Strategy

CID Circuit Intégré de la Dépense (Computerized Expenditure Circuit)

CIE Comptabilité Intégrée de l'Etat (Integrated State Accounting)

CPPR Country Portfolio Performance Review

ESW Economic and Sector Work

IDA International Development Agency

KPI Key Performance Indicators

MATD Ministère de l'Administration Territoriale et de la Décentralisation

(Decentralization Ministry)

MEDEV Ministry of Economic Development

MFPRE Ministère de la Fonction Publique et la Réforme de l'Etat (Ministry of

Public Service and Administrative Reform)

IT Information Technology

PCU Project Coordination Unit, Prime Minister's office

PER Public Expenditure Review
PDO Project Development Objective
PRSC Poverty Reduction Support Credit
PRSP Poverty Reduction Strategy Paper

SDR Special Drawing Rights

SG Secrétaire Général (Permanent Secretary)

SIGASPE Système intégré de Gestion Administrative et Salariale des Personnels de

l'Etat. (Integrated System for Financial and Human Resource Management).

SGPM Secrétariat Général du Premier Ministère (Prime Minister's office)

USD United States Dollars

Vice President: Obiageli Katryn Ezekwesili

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ADMINISTRATIVE CAPACITY BUILDING PROJECT

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PROJECT DATA SHEET

Restructuring	Status: Draft
Restructuring Type: Level one	
Last modified on date: N/A	

1. Basic Information	
Project ID & Name	P078596 Administrative Capacity Building Project
Country	Burkina Faso
Task Team Leader	Bepio C. Bado
Sector Manager/Director	Anand Rajaram/Sudhir Shetty
Country Director	Ishac Diwan
Original Board Approval Date	March 22, 2005
Current Closing Date	February 28, 2011
Proposed Closing Date [if applicable]	N/A
EA Category	C
Revised EA Category	N/A
EA Completion Date	N/A
Revised EA Completion Date	N/A

2. Revised Financing Plan (US\$)		
Source	Original	Revised
BORROWER/RECEPIENT	0.125	4.0
IDA	7.0	7.0
Total	7.125	11.00

3. Borrower		
Organization	Department	Location
Burkina Faso		

4. Implementing Agency	
Organization	Department Location
Prime Minister's Office	

5. Disbursement Estimates (US \$ m)		
Actual amount disbursed as of 12/31/2009		4.89
Fiscal Year	Annual	Cumulative
FY 10	0.61	5.50
FY 11	1.50	7.0
Total	2.11	7.00

6. Policy Exceptions and Safeguard Policies	
Does the restructured project require any exceptions to Bank policies?	NO
Have these been approved by Bank management	N/A
Is approval for any policy exception sought from the Board?	N/A
Does the scale-up of restructured projects trigger any new safeguard policies? If yes,	
please select from the checklist below.	

Safeguard Policy	Last Rating	Proposed
Environmental Assessment (OD 4.01)	N/A	N/A
Natural Habitats (OP 4.04)	N/A	N/A
Forestry (OP 4.36)	N/A	N/A
Pest Management (OP 4.09)	N/A	N/A
Cultural Property (OPN 11.03)	N/A	N/A
Indigenous Peoples (OD 4.20)	N/A	N/A
Involuntary Resettlement (OP 4.12)	N/A	N/A
Safety of Dams (OP 4.37)	N/A	N/A
Projects in International Waters (OP 7.50)	N/A	N/A
Projects in Disputed Areas (OP 7.60)	N/A	N/A

7a. Project Development Objectives/Outcomes Original/Current Project Development Objectives/Outcomes

Assist the Recipient in improving the rationality, transparency, accountability and performance of its administration, by (i) implementing decentralization and de-concentration of responsibilities and services, and (ii) building up institutional and legal infrastructure.

7b. Revised Project Development Objectives/Outcomes [if applicable]

Strengthen the Recipient's Central Government resource management capacity and enhance the Recipient's capacity in the planning, organization and monitoring of the implementation of the decentralization process.

ANNEX 1: Proposed Changes

This paper proposes the following changes in the project: (i) revision of the project's Results Monitoring Framework by reformulating the Project Development Objective (PDO) and streamlining the number of Key Performance Indicators (KPIs) used in the project (ii) reduction in the number of project components from six to three (iii) re-allocation of grant resources across the new components to ensure efficiency in the utilization of grant resources and to reflect the changing priorities of government. Consequently, the project has been updated along the following lines:

a. Changes to the Development Objectives

As part of project restructuring, the project's original development objective, "to assist the Recipient in improving the rationality, transparency, accountability and performance of its administration, by (i) implementing decentralization and de-concentration of responsibilities and services, and (ii) building up institutional and legal infrastructure" would be changed to:

"Strengthen the Recipient's Central Government resource management capacity and enhance the Recipient's capacity in the planning, organization and monitoring of the implementation of the decentralization process."

b. Changes to scope of the project

The original project had six project components as follow:

Component 1: Support to the Ministry of Civil Service and State Reform (US\$0.7 million)

Under this component, the project was to finance activities to (a) rationalize structures and administrative procedures; (b) develop tools and procedures to support policy formulation, monitoring and evaluation; and (c) improve human resource management (including staff evaluation policy) and de-concentration of key functions of human resource management towards sector ministries.

Such activities included: i) the strengthening of the ministry's role of guiding the de-concentration process of the administration, in light of the decentralization; ii) the implementation of HRM deconcentration (main activities: establish various responsibilities for human resources management, update and improve the SIGASPE system and de-concentrate system to line ministries and possibly to regions); and iii) the increase of civil service performance, through implementation of the 1998 evaluation policy (main activities: prepare guidelines for evaluation and train staff in evaluation policy, assist public institutions such as the ENAM and ENAREF to strengthen their supply of professional training and assist ministries to prepare training strategies).

Component2: Support to Ministry of Finances and Budget (US\$2.3 million)

Under this component the project was to finance activities to: (a) Rationalize structures and administrative procedures, including without limitation, with respect to the General Directorate of the Treasury and Public Accounts (*Direction Générale du Trésor et de la Comptabilité Publique*), the General Directorate of the Budget (*Direction Générale du*

Budget), the Central Directorate for Financial Control (Direction Centrale des Contrôles Financiers); and (b) improve: (i) public expenditure management by, inter alia, strengthening program budget management and reporting capacity, control systems, deconcentration of financial functions in the ministries and the provinces, and tax collections, and (ii) human resource management.

Such activities included: i) the Ministry's restructuring efforts to improve internal efficiency (main activities: implement the Directorate General of the Treasury and Public Accounts (DGTCP) audit and finalize the Directorate General of Budget (DGB) and Central Directorate for Financial Control (DCCF) organizational audits; ii) the strengthening of links between budget programming and PRSP process; iii) the strengthening of public expenditures management deconcentration (main activity: expand the CID in seven more regions); iv) the strengthening of accountability mechanisms (notably through strengthening of the internal audit capacity through support to Internal Audit Office (IGF)); and v) the strengthening of revenue collection.

Component 3: Support to the Ministry of Economic Development (US\$0.68 million)

Under this component the project was to finance activities to: (a) rationalize structures and administrative procedures and clarify the respective responsibilities of DRED; (b) rationalize processes for elaborating, monitoring and evaluating sector and local policies; (c) strengthen human resource management and staff training; and (d) strengthen economic modeling capacity.

Such activities included: i) the focusing of the work of the Ministry on a few key products and the establishment of procedural manuals for these productions, in order to use more rationally the Ministry's limited capacity; ii) the establishment of a single methodology for elaborating, monitoring and evaluating sectoral and local policies, preparing procedural manuals and training staff in their use.

<u>Component 4: Support to the Ministry of Territorial Administration and Decentralization</u> (US\$0.75 million)

Under this component the project was to finance activities to: (a) develop and improve tools, structures and procedures for the implementation of the decentralization policy; (b) rationalize structures and administrative procedures, clarify the responsibilities of the MATD, and strengthen coordination and monitoring capacity; (c) strengthen policy formulation monitoring and evaluation; (d) develop a legal and institutional framework for an effective inter-ministerial coordination; and (e) prepare a coherent national strategy of capacity building for local governments.

Such activities included: i) the restructuring of the Ministry to better adapt its structure to its mission (adoption and implementation of a new organizational chart); ii) the strengthening of the leadership role of the Ministry in establishing and implementing basic guidelines for the implementation of the decentralization policy (main activities: drafting, adopting and disseminating the Decentralization Code implementing decrees, developing adequate financial resource transfer mechanisms for local governments, and developing a conducive framework for dialogue involving all key actors of decentralization); and iii) the strengthening of local governments' capacity to fulfill their role by preparing, adopting and implementing a capacity building strategy for local governments.

Component 5: Support to the Ministry of Health (US\$1.0 million)

Under this component the project was to finance activities to implement the decentralization strategy and strengthen the Ministry's role as regulator and planner, and to: (a) Rationalize structures and administrative procedures to support decentralization, clarifying responsibilities of the regional offices (*Directions Générales*) and local structures (*Districts Sanitaires*) of the MH, and strengthen management capacity and coordination with donors and other partners; and (b) develop contracting policies with the private sector.

Such activities included: i) the *support to health districts* by clarifying rules for transfer to local governments, clarifying the role of local health committees and helping health committee members understand those roles, and periodically updating the health map; ii) the support to contracting with the private sector and among the public sector entities (evaluating existing contracts and how they help improve health care coverage, equity and quality; and providing technical assistance to improve the existing contracting mechanisms); and iii)the strengthening of the management capacity of the MS (short-term support on procurement, a study to make recommendations to improve the efficiency of the training system, a study on health financing to ensure national coverage of medical care through a sectoral approach, the design of the hospital master plan, the update of the computerization plan for the MS to harmonize the management information system between all levels, including the sanitary information system).

Component 6: Support to the Prime Minister Office (SGPM) (US\$0.68 million)

Under this component the Project's was to finance activities to improve internal efficiency and inter-ministerial coordination. The main activities for the Prime Minister's Office focused on improving internal efficiency and interministerial coordination through implementation of the recommendations of an organizational audit.

In the proposed restructuring, it is now proposed to center the project's activities around three key components and to reallocate the remaining funds to such components as follow:

Component I: Strengthening central government efficiency and controls. (USD2.5 M equivalent, of which IDA US\$ 2 M equivalent)

In many instances resource management modalities have proven to be too complex, obscure or ineffective to provide the government appropriate level of confidence in its own systems. In much the same way, procedures occasionally appear to be highly complex and cumbersome, and consequently the processing times are unacceptably long.

Support in this component would be provided to: (i) strengthen the capacity of different ministries to undertake longer term planning and evaluation of policies. This will include, for example, finalizing the development of the MALT model, so as to enable improved formulation, monitoring and evaluation of public policies and ensuring its mainstreaming to all concerned institutional agents; (ii) improve de-concentration of human resource management through deployment of the IT tool already developed to support the work of various directorates at the ministries' level; (iii) improve the pay management system through the delegation of the

processing of pay changes to the regions within the context of the ongoing decentralization efforts.

Component II: Strengthening policy formulation, coordination and monitoring in key ministries responsible for decentralization. (USD 560,000 equivalent, of which IDA USD140,000 equivalent)

The proposed component, consistently with the recommendations of the 2006 decentralization ESW and the 2009 PER, will strengthen the government capacity to develop a decentralization charter (feuille de route) as well as a medium term (3-5 years) decentralization implementation plan. The proposed component will assist the authorities in (i) appropriately defining policies and procedures required to bring about decentralization in Burkina Faso; and (ii) subsequently, planning all the steps, assign responsibilities for their implementation and costing each of the activities in terms of both human and financial resources. At the end of the process, key issues surrounding decentralization, such as financial viability of local government institutions, ensuring appropriate financing and staffing of local governments, ensuring proper controls of local governments, will have been addressed, debunked and properly taken into account in preparing the implementation plan.

Component III: Project Management (USD 1 million equivalent, of which IDA USD 410,000 equivalent)

The project will continue to support project implementation through the financing of the technical staff of the PCU and the completion of some studies.

The three proposed components have a total IDA allocation of US\$2.55 million whereas the remaining IDA balance is \$2.11 million. The difference is covered through the SDR exchange rate.

- c. Improvements in implementation arrangements:
- a. What are the other complementary changes, as applicable:

Institutional arrangements If, yes, please explain:

_X_Yes __ No

Political oversight for the restructured project will continue to be undertaken by a Steering Committee chaired by the Permanent Secretary of the Prime Minister's office and composed of the permanent Secretaries of participating ministries while a Technical Committee composed of the PCU staff and the focal points from the participating ministries will support the steering committee on technical matters, monitor progress and handle pending issues.

As part of the restructuring, the PCU, which currently includes four staff members contracted by the SGPM, would be further strengthened with the addition of a part time monitoring and evaluation specialist, whose job will be to maintain a careful eye on program monitoring indicators.

The government will continue to contribute US\$1 M equivalent per year as counterpart funds to the project. These funds, will be allocated to operating costs, as well as the financing of other activities relevant to the Project.

Financing mechanism/Conduit If, yes, please explain:	Yes <u>X</u> No
Outputs If, yes, please explain:	X_YesNo
 Besides the change in the PDO, the restructuring of the project expected outputs. The new project outputs would be: Improved resources management measured through the time needed for processing HR decisions by line time previously taken for this processing by the minimal the reduction by 50% of the time needed to modify produce to a same modifications at the central level. Improved monitoring of decentralization through the implementation roadmap including the estimation of resources required for this implementation. 	(i) the reduction by 50% of ministries, compared to the istry of civil service, and (ii) payroll data by the regional the time taken to make the design of a decentralization
Project Costs and financing plan (include summary tables) _ If, yes, please explain:	
Compared with the initial financing plan, the Government of from USD 0.125 to USD 4 million	ontribution has increased
Financial management If, yes, please explain:	YesX_No
Disbursement arrangements If, yes, please explain:	_XYesNo
It is proposed to transfer all remaining resources into a sing	le disbursement category.
Procurement If, yes, please explain:	Yes <u>X</u> No
Closing date If, yes, please explain:	Yes <u>X</u> No
Implementation schedule If, yes, please explain:	YesX_No

ANNEX 2: Appraisal Summary Update

Do the proposed changes result in significant change of impact (from original Appraisal Summary of the PAD) in the following:

, ,	
Economic and financial analysis If, yes, please explain:	Yes <u>X</u> _No
Technical If, yes, please explain:	Yes <u>X</u> No
Social If, yes, please explain:	Yes <u>X</u> No
Environment If, yes, please explain:	Yes <u>X</u> No
Exceptions to Bank Policy If, yes, please explain:	Yes <u>X</u> No

ANNEX 3: Updated Critical Risk Framework

New Risks Identified During Implementation/Restructuring That Might Jeopardize Achievement of the Restructured Project DOs or Outcome Targets:

Risks	Risk	Risk Mitigation Measures
	Rating	
Low institutional	Moderate	The reform agenda has been streamlined, in
capacity in key		line with the capacity constraints of the
directorates within the		government.
central government		
ministries		The restructuring process has refocused
		provision of technical assistance and training
		to those areas where it's most obviously
		required.
Difficulties of sustaining	High	Given the slow implementation rate over a
institutional reform and		long period of time, we must acknowledge
lack of political		that there is strong potential that the delays
commitment to		are not merely due to lack of technical
decentralization		expertise.
		·
*	0	Through the restructuring, the project will
		target the two most significant issues raised
		by the authorities to justify their prudence in
		proceeding, thus dealing frontally with the
		technical issues.
		Project design has focused on creating clear
,	*	exit opportunities by structuring TA activities
		on decentralization around a series of "gates",
		where the technical team would go back to the
		political authorities for reporting and
		authorization to proceed to the next stages. In
		the event this support will not be available,
		the Bank would withdraw support.
		Additionally, the project has maintained its
	,	original closing date thus ensuring that the
		totality of the preparatory work for full
		fledged decentralization will occur over the
		remaining period of the project.

ANNEX 4: Results Framework and Monitoring

BURKINA FASO: Administrative Capacity Building Project Results Framework

	PDO	Projec	et Outcome Indicators	Use of Project Outcome Information	
Current Improve administration structures in light of the decentralization policy Intermed	Strengthen the Central Government resource management capacity Enhance the planning, organization and monitoring of decentralization process iate Outcomes	Current Number of Ministries with satisfactory program budgets and medium term expenditure frameworks which are reflected in annual credit allocations, aligned with PRSP objectives and the national MTEF with budget execution monitored annually according to priority programs Intermed	Proposed Reduce by 50% the time taken to modify payroll data Reduce by 50% the time for processing the HR decisions in line ministries secondment (baseline = 90 days) leave without pay (baseline = 62 days) transfer to a different department (baseline = 44 days) training (baseline = 85 days) The fully costed decentralization roadmap, including the M&E system is available (baseline = 0)		Improved resource management capacity Improved monitoring of decentralization ediate Outcome
Current	Proposed	Current	Proposed	Current	itoring Proposed
Component One: Support to the Ministry of Civil Service and State	N/A	- Number of ministries implementing staff evaluations policies	N/A	- Absence of results impedes rational organization of services and	N/A

Reform:		(including defining		prevents	
Reform.		annual results and		accountability of	
The Ministry of		basing promotions		staff. If not	
Civil Service and		on the results of the			•
State Reform				implemented,	
		annual evaluation		redefinition of	
effectively				training program and	
implements its				communication	
deconcentration				program	
and evaluation			•		
policy		, *		- Centralized	,
				human resource	
]			·	management creates	
				inefficiencies in staff	
				posting and	
			4	management and	
				absence of a modern	
1				management tool	
	*			impedes dynamic	
ľ				management of	
				scarce capacity. No	
,				access calls for	
				technical answers	
				(accelerate extension	
				to ministries and	
				training program)	
*			,	but also strong	
		,		signal from Ministry	·
				that this is indeed a	
		·		priority	
Component Two:		Component Two:		Component Two	
Support to the	27/4	- Number of regions	N/A	- Increase	N/A
Ministry of	N/A	directly connected to		transparency and	
Finances and		CID.		effectiveness of the	
Budget		- Numbero of controls		budget. If not done,	
2501		performed by the		review procurement	
The Ministry		Auditing Body		and work plan.	·
THE MINISH A		1 Madicing Dody	<u> </u>		L

effectively implements the PRGB	(IGF), number of follow up missions performed by IGF, and number of formal communication on implementation of recommendations sent by public institutions within one year of control		- Increase the responsibility of budget managers. If not done, review work program	
	•			
		0		

Component Three		Component Three		Component Three	
	N/A			Component Three	
Support to the		-Number of regions	N/A	- If the goal is not	N/A
Ministry of		where regional PRSP		achieved, review	1772
Economy and		is prepared and		ministry's and DRED	
Development	·	monitored according		organization and	·
•		to procedures and		staffing	
		schedule		5	
Component Four		Component Four		Component Four	
Support to the	N/A	- Number of	N/A	- If implementing	N/A
Ministry of		implementation texts	,	decrees are not	
Territorial		adopted and		adopted and local	
Administration		implemented for the		governments are not	
and		transfer of	•	able to assume	
Decentralization		competencies and	·	properly their new	
		resources of the		mandates, provide	
		decentralization law.		external expertise on	
				main issues and/or	
ī		- Percent of elected		local governments put	
		local government		pressure on	
		officials, staff of the		leadership.	-
		territorial civil			
	·	service and actors of		- Capacity building	
		the technical and		strategy for local	
		financial support	м.	governments is not	
	-	trained according to	· ·	being implemented,	
		capacity building	,	need to accelerate	*
	-	strategy		activities and secure	
				appropriate funding.	
Component Five					
Support to the	N/A	-% of Health Regional	N/A	- Yearly PETS will	N/A
Ministry of Health		Directorates and	,	help identify what	
<i>y</i>		Districts (CDPS,		bottlenecks are and	
The Ministry of		CMA, ECD) which		if there is any	
Health effectively		receive their notice of		progress in the flux	

implements	T	1-1-1-1			
implements decentralization		budget allocation before mid-february.		of money to its intended destination; if no progress,	
		-Number of contracts		additional actions to	
		with the private secor		support financial	
		for health care		management reform.	
,		delivery effectively			
		implemented by		-Low numbers	
		Central and Regional		signify lack of	,
,		Health Authorities.		commitment to work	
				with private sector	
				to increase coverage	
				and efficiency of the health system.	
				meann system.	
Component Six:		Component Six		Component Six	,
Support to the					
SGPM		- Organizational audit	N/A	- Completion of audit	
		completed and		will show	
The SGPM is	N/A	percentage of agreed		commitment for	
better equipped and	,	recommendations		change, and	
organized for		implemented.	•	implementation of	
intergovernmental		4		reform	
coordination		,		recommendations	5.
				will improve interministerial	
				coordination, the	
				main mandate of	,
				SGPM	,
	Component I:		Component I:		These indicators will
	Strenghening central				measure the impact of
*	government efficiency		Number of ministries in which	*	the devolution of the
	and controls		SIGASPE has been fully implemented		decision making from
*			o baseline: 0		the ministry of civil
	The central government				service to line
	will strengthen its ability		Finalization of the MALT model		ministries, and the devolution of data
	to manage financial and		o baseline: 50 percent		devolution of data

human resources in	completed	broces	processing by the
preparation for further		minist	ministry of finance to its
decentralization.	Number of regions in which the pay	regions	regional offices.
	changes have been processed.		-
	o baseline: 0		
Component II:	Component II:	The de	The decentralization
	A decentralization charter/roadmap	reform	reform is proceeding
Strengthening policy	and a fully costed implementation	slowly	slowly. A possible
formulation,	plan are defined and approved by	reason	reason for that is the
coordination and	cabinet	absenc	absence of an
monitoring in key	Operational manuals for the operation	implen	implementation plan.
ministries responsible	of the mandates transferred to LGs are	The pr	The project will finance
for decentralization.	produced and disseminated.	the des	the design of this
		roadm	roadmap, including the
Ministries responsible		estima	estimation of the human
for decentralization have		and fin	and financial resources
a common vision and		require	required for its
understanding of the		implen	implementation.
reform agenda and have			
clarified their respective	:		
roles and responsibilities			
in carrying it out.			

Arrangements for results monitoring

	Baseline	Target values	alues	Frequency and	Data collection	Responsibility
Outcome marcarors	2009	2010	2011	reports	instruments	collection
Reduce by 50% the time taken to modify payroll data	4 months	25%	20%	Every six months	implementation report	Focal points
	٥					

- Reduce by 50% the time for processing the HR decisions in line ministries • secondment (baseline = 90 days) • leave without pay (baseline = 62 days) • transfer to a different department (baseline = 44 days) • training (baseline = 85	70 90 days 62 days	52 60 days 42 days 30 days	35 45 days 32 days 21 days	Every six months	implementation report	Focal points
days)	85 days	55 days	43 days			
- Percentage of planned decentralization activities fully costed (baseline = 0)	NA	50%	75%	Every six months	implementation report	Focal points
Intermediate Outcome Indicators					· .	
Component 1: Strengtho	ening central	government	efficiency and	controls		
Number of ministries in which SIGASPE has been fully implemented o baseline: 0	0	17	34	Every six months	implementation report	Focal points
• Finalization of the MALT model o baseline: 50 percent completed	50%	100%		Every six months	implementation report	Focal points

·						
• Number of regions in	0	5	12			
which the pay changes	,					
have been processed.				Every six months	implementation report	Focal points
o baseline: 0					· · · · · · · · · · · · · · · · · · ·	•
Component II: Strength	ening policy	formulation	, coordination	and monitoring in key n	ninistries responsible	for decentralization
				•		a a
 Decentralization 	0	1		Annual	implementation	Focal Points
roadmap produced					report	,
• Number of operational					, ••••••••••••••••••••••••••••••••••••	
manuals prepared and	0	3		4		
disseminated		.,				
					,	
La constant de la con					L	