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**Second country framework for Guinea  
(2002-2006)**

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## Introduction

1. Preparation of the second country cooperation framework (CCF) for Guinea began with the country review carried out in July 2001 and drew upon the common country assessment and the United Nations Development Assistance Framework (UNDAF), adopted, respectively, in December 2000 and May 2001. It also took account of the policy papers, the national development strategies and priorities and various thematic and sectoral documents and initiatives, including: "Guinea: looking towards 2010" the national human development programme, the Interim Poverty Reduction Strategy Paper (I-PRSP) and the national human development reports. The CCF (2002-2006) is the result of extensive consultations with Guinea's partners and the various sectors of Guinean society.

### I. Development situation from a sustainable human development perspective

2. After nearly three decades of centralism, Guinea in 1984 embarked on a process of political and economic liberalization. Following the adoption of a genuine multiparty system and the launching of the programme of economic and financial reforms, the results were encouraging: during the period 1996-2000, real gross domestic product increased by an average of 4.7 per cent compared with the lower rate achieved during the previous decade; inflation in 1999 was 4.6 per cent compared with 16.6 per cent in 1992; the share of private sector credits to the economy also rose markedly.

3. These performances, however, did not translate into a reduction of poverty, owing to the structural weaknesses of the economy, the high population growth rate, inadequate production tools and incentives to the productive sectors that generate growth, inequitable distribution of resources and the refugee burden. Annual per capita income in Guinea was estimated as \$368 in 2000 compared with \$546 in 1996. With one of the lowest human development indexes (HDI), estimated at 0.397 in 1999, Guinea is ranked 150th out of 162 countries, according to the *Human Development Report 2001*. Available studies on the incidence of poverty are for 1995 and reveal the

following: 40.3 per cent of the population live below the poverty line of \$0.80 a day and 12 per cent live in extreme poverty. Poverty is more acute in rural than in urban areas and affects more women than men. Upper and Middle Guinea are the regions most severely affected.

4. The poverty situation stands in contrast with the improvement in certain social indicators: the crude mortality rate is 14.2 per thousand compared with 21 per thousand in 1983; infant mortality rates and infant and child mortality rates are in decline (from 136 per thousand to 98 per thousand, and from 229 per thousand to 177 per thousand, respectively, between 1992 and 1999). In the education sector, progress has been even more remarkable: the primary school enrolment ratio rose from 29 per cent in 1990 to 56 per cent in 1999; the number of girls attending primary school more than doubled (40 per cent in 1999 compared with 19 per cent in 1990); the rate of access to potable water is 52 per cent. However, taken together the country's social indicators are lower than those of the other countries of the subregion: the maternal mortality rate remains high (528 per 100,000 live births); one Guinean woman out of seven risks dying during pregnancy; 70.8 per cent of households get their water from non-potable traditional sources. The incidence of AIDS is 2 per cent and masks the rapid spread of the pandemic (the total number of cases in 1998 was 5,307 compared with only 221 in the period between 1987 and 1990); prostitutes, military personnel and truck drivers are the groups most affected.

5. The imbalance between resources and population has caused a rapid deterioration of the environment, made worse by the massive influx of refugees during the past 10 years. The main challenges faced include the rapid clearing of the dense forests, soil erosion, threats to aquatic ecosystems from sedimentation and the silting up of watercourses. Despite its vast agropastoral, forestry and fisheries potential, the country has still not managed to achieve food security.

6. In the area of governance, difficulties persist with respect to political dialogue and the effectiveness of democratic institutions is limited by human, material and financial shortcomings; the judicial system and the national communications council are relatively dependent on the executive branch. Despite the efforts at streamlining recently begun, management of public affairs remains centralized and the administration

suffers from such problems as the lack of transparency, impunity, opaque management of public finances, the weakness of macroeconomic and financial management capacity and the weakness of the statistical system.

7. In addition, Guinea is situated in an unstable subregion; since September 2000, cross-border rebel attacks have caused hundreds of deaths, material damage, the dispersion of refugees and massive displacements among the Guinean population. The persistence of this instability could jeopardize the chances of success of reforms.

8. In order to tackle these problems, the Government adopted a long-term plan in 1996, "Guinea: looking towards 2010", to ensure a more comprehensive and coherent approach to economic and social development. There are plans to update and strengthen the document to take account of the new needs and demands of international cooperation. Also, in 2000 the Government elaborated with the support of its partners an interim poverty reduction strategy paper (I-PRSP), which will be finalized in December 2001 and will constitute the reference framework for all initiatives in the area of poverty reduction.

## II. Results and lessons of past cooperation

9. The CCF (1997-2001) supported the Government in the implementation of the 1998-2001 national human development programme through the elaboration of various programmes and national reference framework documents. The conclusions of the country review indicate that UNDP assistance has had significant results in the following areas.

10. *Strengthening of capacities for the formulation of policies and programmes at the national level.* The framework programmes and plans of action (gender, private sector, decentralization, national press, tourism, youth, biodiversity and climate change) were formulated and implemented under the programme approach and modality of national execution. The preparation and dissemination of three national human development reports have served to strengthen advocacy efforts in favour of sustainable human development and led to greater recourse to national expertise; the integration of the sustainable human development concept into development policies and programmes is considered an accomplishment.

11. *The partnership between the United Nations Industrial Development Organization (UNIDO), the United Nations Capital Development Fund (UNCDF) and UNDP.* This partnership has helped to strengthen the capacities of grass-roots communities and to consolidate decentralization through the following accomplishments: building capacities for the preparation of community development plans, credit management and fund-raising; introduction of the participatory approach to economic development in Middle Guinea, an ecologically vulnerable zone; introduction of community-based credit systems that also promote functional literacy and training in infrastructure management for the benefit of 3,000 members, 51 per cent of whom are women. Eight regional services providing support for communities and for the coordination of non-governmental organizations have been established as well as 300 permanent jobs for girls; eight multi-functional platforms have been established in partnership with UNIDO and have helped to reduce the domestic burden on rural women; in the area of support for decentralization, a guide to the rights and duties of citizens and a law on cooperatives have been elaborated.

12. *Resource mobilization.* The UNDAFs were designed to serve as tools for advocacy, coordination and awareness-raising; funding provided by the Global Environment Facility (GEF) was three times that of the initial target.

13. *Private sector.* A small- and medium-scale enterprises and industries support agency has been established, and over 200 entrepreneurs have been trained; a guarantee fund feasibility study has been carried out.

14. *Coordination and partnership.* Advocacy and national mobilization focusing on the National Human Development Programme (NHDP) have led to the creation of sustainable human development partnerships with organizations of civil society (including a network of Guinean journalists, musicians and designers and a forum for non-governmental organizations; regular consultation with the United Nations system, the principal bilateral and multilateral partners (France, Japan, the United States of America, Germany, Canada and the European Union) and the Bretton Woods institutions has been expanded to ensure increased assistance to refugees and displaced persons and policy dialogue with the authorities and to

give the poverty reduction strategy paper (PRSP) a greater advisory capacity.

15. Advocacy activities and substantive contributions have made it possible for the PRSP to take into account important issues such as gender, good governance, human immunodeficiency virus/acquired immunodeficiency syndrome (HIV/AIDS) and human rights. The participatory framework of the exercise received UNDP support, and efforts to set up monitoring mechanisms in cooperation with the World Bank are under way.

16. However, a series of budget cuts have led to major revisions of the goals established in the programme support document (PSD) that have reduced the impact and effectiveness of the support provided. Guinean officials' insufficient grasp of the procedures for national execution has led to delays and bureaucratic roadblocks; failure to involve other national bodies (such as non-governmental organizations) in programme execution should also be noted. Furthermore, coordination and monitoring of UNDAFs has been inadequate, owing to changes in the national bodies concerned. Partnership activities have also been inadequate, and the planned workshops could not be held, owing to an unfavourable national climate; the Bretton Woods institutions froze their assistance for 1999 and 2000.

17. Lessons of past cooperation include the following:

(a) The programme's areas of concentration were well-chosen, in light of the need to improve governance and reduce poverty. These needs have not changed and are a source of concern for the Government and its development partners;

(b) UNDAFs must be refocused and the poverty guidance and follow-up instruments must be strengthened through the establishment of a monitoring office;

(c) An active donor awareness-raising and resource mobilization campaign must be undertaken in cooperation with the Government;

(d) Support for decentralization must be linked to poverty reduction and environmental protection;

(e) A UNDP/Government mechanism for overall programme coordination and implementation must be set up; and

(f) The programme must be monitored and evaluated through a participatory approach in light of the strategic results framework (SRF).

### III. Objectives, programme areas and expected results

18. The three primary objectives of UNDAF are: (a) to support efforts to achieve peace and security in the subregion; (b) to promote the establishment of an environment conducive to human development; and (c) to improve the quality of and access to basic social services. The areas of cooperation selected for the future programme are based on Guinea's needs; its development objectives and priorities as established in the strategic framework for poverty reduction; the new role of UNDP; the goals set in UNDAF; and the lessons of past cooperation. UNDP assistance for the period 2002-2006 will focus on the following priorities: (a) creation of an environment conducive to sustainable human development; (b) poverty reduction; (c) natural resource conservation and renewal; and (d) enhancement of the role and status of women. All these objectives fall within the second area of concentration of UNDAF. UNDP support will have two targets, namely, the promotion of good governance and the reduction of poverty. The environment and gender are considered as cross-cutting issues.

#### A. Promotion of good governance

19. The Government is in the process of preparing a national programme to strengthen management capacities and good governance. This programme will cover several areas, including economic governance and strategic development management; the strengthening of judicial and parliamentary institutions, organizations of civil society, civic education and communication; and administrative modernization. The primary objective in this area is to create an environment and framework conducive to poverty reduction. Current activities with an impact on improvement of the national situation (private sector, decentralization, gender, civil society and the press) will be streamlined and integrated into the new programme. In addition to support for preparation of the national programme, a number of projects will be implemented in the areas described below.

### **Economic governance**

20. The goal is to promote a better-coordinated, more transparent management style and to ensure good coordination and effective policy and resource management. UNDP support, which is aimed at improving economic governance in order to create an environment conducive to poverty reduction, will focus on the following: (a) strengthened policy coordination and external assistance mobilization mechanisms; (b) increased transparency in managing the flow of economic and financial information; and (c) long-term consideration and adoption of Vision 2025. UNDP will also support the development of an anti-corruption plan and the revitalization of the public/private sector liaison committee.

21. The expected results are: (a) a national capacity- and governance-building programme; (b) more secure public resources and an awareness and rejection of corruption; (c) a favourable economic environment; (d) an increased role for the private sector in the national economy and a long-term prospective study; an operational public/private sector liaison committee; and (f) consultation on the guarantee fund study with a view to setting up such a mechanism.

### **Democratic and participatory governance**

22. This element will seek to ensure a peaceful, democratic society with strong, fully fledged democratic institutions. UNDP assistance will consist of support for the strengthening of Parliament, the Economic and Social Council and the Chamber of Accounts of the Supreme Court. The members of these institutions will receive training, and Parliament will be provided with a computerized system for archiving the texts of adopted legislation. Consultations and advocacy will be carried out with a view to the establishment of consensual mechanisms for organizing elections. Specific support will be provided in order to increase women's capacities for participation.

23. The expected results of UNDP assistance are: (a) a peaceful political system based on a minimum consensus; (b) a consensus-based monitoring mechanism for elections; (c) republican institutions serving as a system of checks and balances; (d) a more professional public and private national press and regular publication of independent newspapers; (e) creation of a Parliament web site; and (f) training of Office and commission members.

### **Promotion of human rights**

24. UNDP support will be aimed at firmly establishing the rule of law in Guinea and at promoting human rights as a development factor. UNDP will provide assistance to organizations for the protection and promotion of human rights, including the Guinean Human Rights Organization and the Guinean Human Rights Association, in the area of document preparation and publication in the national languages. It will support awareness-raising campaigns for the police and security forces, the creation of a network of non-governmental organizations working in the field of human rights and the establishment of legal clinics to inform people of both their rights and their duties. Women's organizations will also be united in a network so that they can act more effectively.

25. The expected results are: (a) a population aware of its rights; (b) fewer cases of human rights violations; (c) stronger, more active human rights organizations; and (d) greater awareness on the part of the police.

## **B. Poverty reduction**

26. In the area of poverty reduction, the Government took an important step by developing an interim strategic framework for poverty reduction, which will be finalized and issued in December 2001. The primary goals of this framework, which was prepared in coordination with the common country assessment (CCA) and UNDAF, are: (a) to speed up economic growth and to provide the poor with opportunities for income generation and employment; (b) to promote equal access to grass-roots social services; and (c) to improve governance and strengthen institutional and human capacities. UNDP seeks to promote participatory development policies and strategies with a focus on poverty reduction. Current poverty reduction projects will continue under the new programme and will be coordinated with further activities such as AIDS control efforts and local development programmes.

### **Poverty reduction policies and strategies**

27. UNDP provides support for preparation of the PRSP in ways that take into account important elements such as governance, gender and AIDS and helps with capacity-building for programmes involving the management and organization of a decentralized

participatory framework. Together with the World Bank, UNDP also supports the implementation of a comprehensive poverty assessment survey. Future assistance will focus on the establishment of a poverty monitoring office; creation of regional branches to provide grass-roots input; resource mobilization; and advocacy for pilot activities aimed at reducing gender and regional inequalities. In the context of UNDAF, United Nations organizations plan to carry out a joint programme in the poorest regions of Upper and Middle Guinea.

28. The expected results of UNDP assistance are: (a) a strengthened PRSP management and coordination committee; (b) establishment of a participatory framework; (c) implementation of the poverty reduction strategy; (d) decentralization of a mechanism to monitor poverty and inequalities within the framework of a monitoring office; (e) increased public participation in the national poverty dialogue; and (f) improvement in women's poverty indicators in Middle and Upper Guinea through the joint programme of the United Nations system.

#### **Local development and microfinance**

29. Support provided by UNDP in this area will be structured around the following elements: (a) advice to organizations and support for building and strengthening the capacities of grass-roots communities; (b) pursuing and stepping up joint UNDP/UNCDF activities within the framework of the local development programme, including the elaboration of local development plans; (c) consolidating the participatory approach to ecological planning and extending decentralized financial systems; (d) technical assistance to grass-roots credit institutions and support for the institutionalization of rural credit; (e) training for the population, elected officials and the technical staff of local authorities. All these activities will be supported and carried out in conjunction with environmental and natural resource management activities.

30. The expected results are: (a) strengthened, skilled communities, with the capacity to initiate and implement local projects; (b) promotion of the ecological planning approach; (c) development of the microcredit system and the extension of that system to several rural communities, with the deep involvement of women; (d) continued application of the savings and

credit system in the areas covered; (e) diversification of financial products.

#### **HIV/AIDS**

31. The activities undertaken in this category will help to strengthen advocacy and intervention capacities in the context of the campaign against AIDS. UNDP will provide support for the establishment of an association of persons living with HIV; the consolidation of a multi-sectoral approach; the conducting of an in-depth study into the impact of AIDS on rural communities; advocacy for a committed contribution from the authorities at the highest level; the pursuit of planned activities under the Joint and Co-sponsored United Nations Programme on HIV and AIDS (UNAIDS); the development of a multi-year plan of measures targeting the worst-affected groups (prostitutes, military personnel, long-distance drivers).

32. The expected results are: (a) promotion of a multi-sectoral approach to combating AIDS; (b) successful development of a multi-year plan; (c) improved awareness on the part of targeted groups; (d) heightened awareness on the part of non-governmental organizations and those active in the field at the national level of the impact of AIDS on human development; (e) participation of national authorities in awareness-raising activities; (f) control of the pandemic and reversal of the current trend.

#### **C. Cross-cutting issues and special activities**

33. *The environment and gender.* As cross-cutting issues, the environment and gender will be treated as two pillars and receive particular attention. UNDP support will consist of: stepping up advocacy for the two issues to be taken into account in all policy elaboration; promoting the development of women leaders in order to increase female representation in political and decision-making bodies; supporting organizations for the enhancement of women's rights; and consolidating the network of women ministers and parliamentary representatives. Besides taking environmental considerations systematically into account in promoting local community activities, UNDP will support the implementation of a national environmental action plan and make specific efforts to protect biodiversity in the Monts Nimba region by

taking wide-ranging measures in collaboration with GEF.

34. With regard to special activities, in collaboration with United Nations organizations and non-governmental organizations, UNDP will support the process of integration and rehabilitation of displaced persons either in their regions of origin or host regions, and will put in place a scheme for the collection of light weapons together with the Programme for Coordination and Assistance for Security and Development (PCASED).

## **IV. Management arrangements**

### **Management**

35. The management and implementation arrangements take previous experience into account and are based on the following principles: (a) a programme approach: the UNDAFs already designed will constitute the framework for mobilizing UNDP assistance, which will shift its focus to upstream activities; (b) domestic implementation: given the potential of domestic implementation for strengthening internalization capacities, the Government will continue to take responsibility for the execution of programmes and projects; (c) training activities must, however, enable national actors to gain a thorough knowledge of procedures, and greater attempts will be made to involve other national bodies.

36. The programme will be monitored continually. There will be an annual review, taking into account the requirements of the strategic results framework (SRF). Programme performance will be evaluated using the indicators in the interim poverty reduction strategy paper, which constitute national indicators. The six-monthly SRF reviews will also provide the opportunity to make a progress assessment and to evaluate the stage reached in achieving the expected results. Furthermore, the consistency of results with the objectives of UNDAF will be examined together with United Nations partners as part of the follow-up to the millennium development objectives. A joint structure (Government, UNDP and other partners) responsible for coordination and follow-up/evaluation will be set up to ensure effective evaluation.

37. Partnership activities will be undertaken within the United Nations system in the spirit of UNDAF, including the launching of a joint programme in Middle

and Upper Guinea, in the areas covered by the local development project in Guinea. A partnership strategy for the mobilization of resources will be developed in collaboration with the other donors. The following partnerships will be developed and stepped up: anti-corruption campaign (European Union, World Bank, International Monetary Fund, UNDP); electoral process (European Union, National Democratic Institute, International Foundation for Election Systems, UNDP); strengthening of parliament (France, United States Agency for International Development, UNDP); and promotion of the private sector (France, International Trade Centre, UNIDO, UNDP). Efforts will continue to be made to mobilize resources from funds and mechanisms such as STOP, Open Society Initiative for West Africa, Management Development and Governance Division, UNCDF, United Nations Development Fund for Women, GEF and the regional funds for governance, poverty and the private sector. The objective is to double the resources corresponding to the target for resource assignment from the core (TRAC).

### **Implementation**

38. The decision has been taken to make use of the expertise of Guinean nationals abroad, through the Transfer of Knowledge through Expatriate Nationals (TOKTEN) scheme, as well as that of the specialized United Nations agencies. Thus, the United Nations Department of Economic and Social Affairs (DESA), the United Nations Office for Project Services (UNOPS), UNIDO, the Food and Agriculture Organization of the United Nations (FAO) and the International Labour Organization (ILO) will continue to provide carefully targeted technical assistance. Selective use could also be made of subregional resource facilities (SURF) and technical cooperation among developing countries (TCDC), with a view to allowing the programme to benefit from the achievements made in other, similar contexts.

## Annex

## Resource mobilization target table for Guinea (2002-2006)

<i>Source</i>	<i>Amount</i> <i>(In thousands of United States dollars)</i>	<i>Comments</i>
<b>UNDP core resources</b>		
Estimated total carried forward	(802)	Carried forward from TRAC 1, TRAC 2 and previous AOS allocations
TRAC 1.1.1	6 768	Immediate country allocation
TRAC 1.1.2	From 0 to 66.7 per cent of TRAC 1.1.1	This allocation is referred to strictly for the purposes of preliminary planning. The actual amount will be dependent on the existence of quality programmes. Any rise in the upper limit will also depend on the availability of resources.
SPPD/STS	285	
<b>Subtotal</b>	<b>6 251<sup>a</sup></b>	
<b>Other UNDP resources</b>		
Government cost-sharing	-	
Third-party cost-sharing (OFDA, Japan)	1 050	
Funds administered by UNDP, trust funds and other funds	12 885	
of which:		
UNCDF	6 000	
UNV	150	
GEF	6 235	
Trust funds	500	
<b>Subtotal</b>	<b>13 935</b>	
<b>Total</b>	<b>20 186<sup>a</sup></b>	

<sup>a</sup>Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.

Abbreviations: SPPD = support for policy and programme development; STS = support for technical services; GEF = Global Environment Facility; UNCDF = United Nations Capital Development Fund; TRAC = target for resource assignment from the core; OFDA = United States Office of Foreign Disaster Assistance; AOS = administrative and operational support services; UNV = United Nations Volunteers.