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PROGRAMME PLANNING

Country and intercountry programmes and projects

FOURTH COUNTRY PROGRAMME FOR GUINEA*

<u>Programme period</u>	<u>Actual resources programmed</u>	<u>\$</u>
1987-1991	IPF for 1987-1991	27 657 000
	Balance from the third cycle	2 574 000
	Other resources programmed	2 245 000
	TOTAL	32 476 000

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* Detailed listings of projects and other related data prepared as part of the country programming exercise are available on request. These listings include: (a) ongoing projects; (b) proposed projects; (c) distribution of resources by objective; (d) planned activities of operational funds and programmes under the authority of the Administrator; and (e) distribution of new country programme by sector.

I. DEVELOPMENT TRENDS, STRATEGIES AND PRIORITIES

A. Current economic trends

1. Despite considerable potential in terms of natural resources (soil, subsoil and ocean), Guinea is classified as one of the least developed countries (IDCs) with a gross domestic product (GDP) of some \$300 per head per year and faces a severe economic and financial crisis due to internal (choice of development policy) and external (deterioration of terms of trade) factors.

Rural development

2. With regard to agriculture, a favourable rainfall pattern, varied soil types and available arable land (only 6 to 7 per cent of the territory is cultivated) provide scope for the intensification and diversification of production: food and export crops, livestock raising and fishing. The quest for food self-sufficiency must, however, take account of population growth (estimated at 2.5 per cent per year), increasing urbanization and the need to restrict imports (90,000 tons of rice per year). While the prospects for improving the currently very low levels of agricultural exports are quite good with respect to coffee, palm oil, cotton, mangoes and perfume oils, a number of problems nevertheless have to be solved, including those of prices, inputs, transport and quality control. Water resources also constitute a sector with great potential for the future but they are very much underused or utilized in an uneconomical manner, with respect both to small-scale fishing for domestic consumption and to commercial fishing for export.

Mining, industry and energy

3. Prospecting and exploitation in the mining sector, which has for a long time been centred around bauxite, are now directed towards gold, diamonds and iron ore. Exports consist basically of bauxite and alumina (95 per cent in 1985). However, the stagnation of world demand in this sector and the fall in prices will affect production and exports during the coming years. Diamond production is the subject of a systematic development programme while gold continues to be produced only on a small scale; exports of these two products could be a source of considerable revenue in years to come. Exploitation of the iron deposit at Nimba N'Zérékoré is expected to begin in 1991 (construction of a rail link with the Liberian network) with production at 8 million tons.

4. The industrial sector, which has suffered from bad management and a lack of spare parts and raw materials, remains limited and is undergoing restructuring.

5. With regard to the very considerable energy potential, little use continues to be made of such potential to meet either energy or renewable energy requirements for electrification of the country and agro-industrial development. Efforts to reorganize the electricity grid should make it possible to improve the situation at Conakry but very substantial investments will be required for execution of the hydro-electric projects which have already been studied or planned.

6. The serious deterioration of the communications infrastructure constitutes a grave handicap for the development of production and interregional and external trade. Priority concerns include the development of port facilities, reorganization and maintenance of the main road network and modernization of the telephone and telex systems.

7. The education sector is in a state of crisis, particularly at the primary level, where the school attendance rate is only about 33 per cent and performance is poor. On the other hand, the number of students at university level is disproportionate and inappropriate for the requirements of the economy and the administration. The education budget is totally inadequate to deal with the situation. Capital expenditure to meet the requirements of reorganization, construction and equipment of teaching establishments is ridiculously low and operating expenditure is limited to the payment of wages. The infrastructure of vocational training, which was totally neglected in the past, is very limited and inappropriate for the requirements of a qualified work-force, particularly with regard to electro-mechanical maintenance and management techniques. A reduction in the illiteracy rate of a young and growing population, as well as improvement of the educational system and its adjustment to the employment market, are among the major challenges to be faced in the years to come.

8. The health situation is worrying, as demonstrated by the low level of life expectancy (39 years) and the infant mortality rate of 186 per thousand. While care seems to be relatively satisfactory in terms of staff and infrastructure, operating expenditure is completely inadequate even for the procurement of medicaments.

9. The housing and town planning sector was neglected in the past with regard to preparatory studies (rural and urban development plans) and to the availability of construction materials and human resources to meet requirements which have grown as a result of rapid and uncontrolled urbanization. Overall policy, which is based on certain necessary key studies, is characterized by the promotion of local materials, preparation of sites and lots, environmental sanitation and the creation of a scheme to finance housing through the promotion of savings.

10. The grave economic and social legacy of the era prior to the establishment of the Second Republic on 3 April 1984 gives rise to the following problems:

- (a) A precarious standard of living for the population;
- (b) Limited and undiversified exports;
- (c) Severe deterioration of economic and social infrastructures;
- (d) Inefficient public enterprises, whose deficits place a burden on public finances;
- (e) Contraction of the rural sector, necessitating costly imports of foodstuffs;
- (f) Institutional weaknesses and demoralization among employees of the State.

This somewhat gloomy picture is compounded by difficulties arising as a result of the return following an amnesty declared by the new Government of a considerable number of the 2 million Guineans who had taken refuge abroad. These expatriates, 80 per cent of whom originate from rural areas, have now flocked to the country's borders and their resettlement in the areas from which they originally came, where the existence of the local population is already very precarious, presents further problems for rural communities, while returnees with qualifications in the modern sector have difficulty finding employment in their chosen field.

11. All in all despite the seriousness of the current situation, the country's considerable material and human resources and the economic readjustment policy will make it possible for Guinea to resume economic growth and overall social progress in the medium term.

B. National development strategies

Initial structural adjustment measures

12. Following the establishment of the Second Republic, the Military National Recovery Committee (Comité Militaire de Redressement Nationale) and the Government have clearly demonstrated the political will to put the country back on the road to economic growth, to improve the standard of living of the population, to develop rather than to deplete Guinea's considerable resources and to raise the country to a level more appropriate to its immense hidden potential.

13. In order to attain these objectives, the Government has opted for a system of management based on liberalism, promotion of private initiative, withdrawal of the State from the majority of economic activities and transfer of centralized authority to local communities under a system of decentralized planning and sub-contracting. Thus, the principle of abolishing all State monopolies (with the exception of public utilities) has been followed since the establishment of the Second Republic. All restrictions on domestic trade have been lifted. The State co-operatives and regional trading enterprises have been closed. With regard to the status of women, the previous régime made a major issue of female emancipation and adopted spectacular legislative measures for the benefit of women which, however, did not match the reality of women's living conditions. The new régime, which has not drawn up a specific strategy on the role of women in development, while noting the important place occupied by women in the family, stresses their economic role, given that development cannot take place if half of the population is not included in development activities. The priority accorded to rural development, the policy of decentralization and the integrated approach of local development and participation by local communities will tend to maximize the impact of rural women's activities on overall economic development, particularly through small-scale projects more specifically designed to improve the status of women (alleviation of labour and increased income), in parallel with the more general education and health programmes.

14. It was in this light that the Interim National Recovery Programme for 1985-1987 was drawn up with assistance from UNDP. The Programme outlined the

institutional economic and financial reforms referred to in the speech by the Head of State and Chairman of the Military National Recovery Committee on 22 December 1985. The Programme has made it possible to embark on a new approach to development based on private initiative and the imperatives of financial recovery and economic structural adjustment.

15. The response to the crisis is based, essentially, on measures evolved in agreement with the International Monetary Fund (IMF) in mid-December (a letter of intent prior to the opening of a line of credit) and with the World Bank (a statement of economic policy prior to an economic structural adjustment credit).

16. The principal measures adopted in the area of finance relate to: (a) devaluation of the syli by nearly 1,400 per cent and creation of a new currency (the Guinean franc), with temporary maintenance of separate but very similar exchange rates for the public and private sectors, and introduction of a system under which foreign exchange is sold by weekly auction; (b) closure of all public commercial banks and credit institutions and opening of private or mixed banks; (c) reform of customs tariffs; (d) establishment of strict monitoring of public expenditure; and (e) mobilization of external assistance in the form of balance-of-payments and budget support to accompany reform of the monetary system.

17. Measures adopted with respect to prices and wages are: (a) promotion of a progressive policy of realistic pricing of staple products (more than quadrupling the prices of rice, petrol and diesel fuel) and liberalization of prices, on the basis of actual costs, for water, electricity and fertilizers; (b) introduction of bonuses (transport and rice) and an 80 per cent increase in wages to compensate for the adoption of price increases and the elimination of subsidies; and (c) a considerable increase in production prices for two cash crops, namely coffee and palm nuts.

18. Measures related to employment in the public sector include: (a) a complete census of all civil servants and employees of public enterprises; (b) the introduction of procedures to reduce public sector staff; (c) the placing on special status (discharge with payment of six months' wages) of employees of banks and public enterprises which have been closed; (d) the retirement of all employees who have reached the age limit and the establishment of compulsory early retirement for civil servants with 25 years of service; and (e) encouragement of voluntary resignations by civil servants who wish to promote some private activity by payment of an incentive and provision of loans.

19. A number of measures have been adopted in the economic field: (a) preparation for and the successful convening in April 1986 of the Paris Club meeting for renegotiation of the State's external debt on the basis of a review and inventory of contracted debts (estimated at \$1.7 billion); (b) preparation of the 1987-1989 investment programme, to be submitted to the Consultative Group which will meet in March 1987 as a result of a World Bank initiative; (c) formulation or enactment of legislation appropriate to the new political framework (public contracts, investment code, code of commerce, labour code, mining code, etc.); (d) closure or abolition of 25 public enterprises; and (e) moratorium on the creation of any new public enterprise and the establishment of mixed-sector companies for transport, trade, fishing and banking.

Multiyear Investment Programme

Objectives

20. The rehabilitation and economic development strategy for 1987-1991 adapts and refines the objectives already sought in the Interim Programme, focusing on the pressing need to improve the external (balance of payments) and internal (budget) balances: (a) provision for the basic needs of the population, particularly food and energy needs, and gradual satisfaction of other social needs such as primary schooling, basic health, water supply and rural and urban sanitation; (b) development and diversification of agricultural, fishing, mining and industrial production to meet needs and increase exports; (c) rehabilitation and selective development of economic infrastructures (communications and energy); (d) development of vocational training, technical education and scientific research, coupled with reduction of enrolment in secondary and higher education and improvement of teaching standards.

Means

21. The following means are necessary to achieve those objectives: (a) a restructured administration, with priority given to efficiency, co-ordination, deconcentration and decentralization; (b) a streamlined, qualified and motivated civil service; (c) promotion of initiative in the private sector and local communities, which are progressively being set up on the basis of natural affinities, at the district level; (d) decentralized planning and sub-contracting of services, in order to forgo centralized, authoritarian planning practices; (e) creation of conditions conducive to increasing savings and mobilizing natural and human resources, particularly by implementing small-scale projects to improve the living and work environment at the level of the local communities.

22. The volume and distribution of investments under the Multiyear Investment Programme for the period from 1987 to 1989 is based on national objectives thus defined, bearing in mind financial, technical and economic constraints. Out of a total amount of 281.8 billion Guinean francs, priority is being given to communications infrastructure (40.8 per cent, of which 25 per cent are for public works and 15 per cent for telecommunications), rural development (26.7 per cent) and the mining, industrial and energy sectors (18 per cent). The social sector will receive 11.5 per cent of the investments.

23. The financing of this three-year investment programme will depend largely on external assistance, in view of the limited national funds which can be mobilized: (a) national budget: 35.9 billion Guinean francs, i.e. 12.7 per cent of the total; (b) external financing: 245.9 billion Guinean francs, i.e. 87.3 per cent of the total. To date, 60 per cent of this expected external financing has been received, while 13 per cent is being negotiated. Soft loans and grants make up 66 per cent of the total.

C. Technical co-operation priorities

24. It is evident in Guinea that the transitional state of the economy and of the institutions determines the level and nature of international aid, which will strengthen the Government's austerity programme by complementing national resources. The continuation of the structural adjustment programme and the Multiyear Investment Programme will require: (a) financial resources to assist in achieving economic balance and to carry out the priority programmes and projects in the rural development, communications and human resources sectors; (b) considerable human resources to strengthen management and planning capacities in the key sectors, to implement institutional reforms (structures, procedures, legislation and regulations), and to carry out general or sectoral studies for the implementation of the new development policies and projects.

25. The above-mentioned reforms and activities concerning the structure of the economy and the operation of the Government are proceeding in several areas with the assistance of various donors: (a) currency and finance: promotion of economic balance and reform of structures, procedures and codes (France, International Monetary Fund, World Bank, Canada, United States of America, United Nations Development Programme, (UNDP)); (b) restructuring of enterprises (World Bank); (c) assistance to economic planning and management capacity (World Bank, UNDP, Fonds d'aide à la coopération [FAC], Central Economic Co-operation Fund [CCCE], Federal Republic of Germany, Italy); (d) review and implementation of priority projects concerning rural development (World Bank, UNDP, Food and Agriculture Organization of the United Nations [FAO], International Fund for Agricultural Development [IFAD], France, Federal Republic of Germany, Italy, Saudi Arabia) and human resources development (Union of Soviet Socialist Republics, World Bank, Arab Bank for Economic Development in Africa [ABEDA]).

26. An exercise was started in 1987 to identify more clearly technical assistance needs and measures to be taken in order to strengthen national human resource capacities in the priority sectors within the exercise of national assessment of technical co-operation and projects (NATCAP). The results of that exercise will help to clarify the details on programmed technical assistance set forth in this document.

D. Aid co-ordination arrangements

27. The Government has taken institutional and technical measures to integrate investment planning, programming and budgeting and technical co-operation activities (the Ministry of Planning and the Ministry of International Co-operation were established by the Ordinance of 22 December 1985). The need for quantitative and qualitative follow-up of technical and financial assistance led the Government to request the help of both the World Bank (through a Consultative Group), and UNDP (through the NATCAP exercise) to assess the technical assistance programme as a prerequisite for more effective technical assistance management and co-ordination.

28. The Consultative Group will give the donor community an opportunity to specify, in a co-ordinated and appropriate manner, the amounts and nature of their contributions, based on the action strategies and priorities set forth in the 1987-1989 investment programme prepared by the Government. In collaboration with the Guinean authorities and the donors, UNDP has initiated an ongoing process, through the NATCAP exercise, of quantitative and qualitative adjustment of technical assistance to the needs of Guinea as part of human resource development planning. The NATCAP exercise will be followed up so that UNDP can assist the Government in achieving optimal operational and technical co-ordination.

29. The mobilization of non-governmental organizations is the key to the success of local participatory development initiated by the local communities in the form of small-scale projects. In this context, the Government has asked UNDP to:

- (a) help to organize national NGOs as part of the Government's decentralization policy;
- (b) encourage foreign NGOs and donors interested in financing small-scale projects to participate in greater numbers, and in a more active and co-ordinated manner;
- (c) provide technical, material and financial support to national NGOs wishing to contribute to the implementation of the above-mentioned programmes.

II. THE COUNTRY PROGRAMME

A. Assessment of previous programme

30. The third country programme (1982-1986) has been readjusted since the Second Republic was proclaimed on 3 April 1984, transforming the initial thrust of the programme to take into account the country's new political, economic and social environment.

Programme delivery

31. The indicative planning figure (IPF) for Guinea's third programming cycle was \$23,932,000.

32. The initial strategy options selected by the Government were respected in implementing the third country programme. The rural development sector was thus given highest priority, accounting for 41.3 per cent of available resources.

33. Guinea has received and continues to receive other additional allocations from funds managed by the UNDP administration such as the Special Measures Fund for Least Developed Countries (SMF) and the funds from the International Conference on Assistance to Refugees in Africa (ICARA), which will supplement the financing of the programme. For the 1982-1986 period, Guinea received non-IPF funds from the following sources: (a) SMF \$1,267,000; (b) United Nations Capital Development Fund (UNCDF), \$10,522,000; (c) United Nations Financing System for Science and Technology for Development (UNFSSTD), \$607,000; (d) Voluntary Fund for the United Nations Decade for Women, \$249,000; (e) United Nations Sudano-Sahelian Office (UNSO), \$350,000; (f) United Nations Fund for Population Activities (UNFPA), \$3,365,000.

34. Within the United Nations system, Guinea also receives aid through UNDP regional, interregional and global programmes, as well as resources from the funds of the specialized agencies, particularly the United Nations Children's Fund (UNICEF) and the World Food Programme (WFP).

Difficulties encountered

35. At the government level, considerable efforts have been made to improve project delivery by eliminating the following obstacles: (a) serious lack of national personnel to take over subsequently, necessitating the extension of experts' contracts, mobilizing valuable resources which could have been used for other purposes; (b) mobility of national personnel, complicating somewhat one of the major expert functions, namely on-the-job training and transfer of skills; (c) shortcomings in the programming of training fellowships and abandonment of projects by numerous trained United Nations fellows; (d) lack of counterpart funds and/or slow procedures for releasing funds, often causing delays in initiating or implementing projects financed by UNDP.

36. At the level of the United Nations system, delays have been experienced in the recruitment of experts, the provision of certain inputs, including equipment, and the placement of fellows by executing agencies. The agencies should thus make the utmost effort to avoid these detrimental delays by accelerating the procedures for approving projects concerning expert recruitment and equipment orders.

37. In view of the high cost of expertise, UNDP has drawn on the most economical forms and modalities of assistance, while ensuring the quality of the necessary inputs.

38. The above-mentioned difficulties encountered in the general context have often hindered the successful implementation of projects, but are not the only reasons for the disappointing results of some operations. Past activities were too often designed to meet isolated needs which were not always linked to a coherent framework of sectoral activities and a planned use of available national resources.

39. Technical assistance activities were also affected by the progressive and pervasive impoverishment of most of the assisted sectors and services and could not offset the effects of that deterioration. As some sectors turned inward, the projects eventually became enclaves, virtually cut off from the environment which they should have been influencing. This weakness was most noticeable in agriculture, the basic sector of the economy. For example, the knowledge required by the national technicians in a plant production laboratory never went beyond the laboratory, and thus was not transferred to the farmers. Likewise, the results of research on resistance to trypanosomiasis of the N'Dama cattle were not sufficiently disseminated among livestock breeders.

40. Nevertheless, these projects resulted in the acquisition of the technical know-how necessary for undertaking large-scale activities in the rural sector. The gap between applied research and development can now be bridged, and thus, during the forthcoming programming cycle, with regard to rural development, emphasis will be placed on the interdependence of activities and the need to give priority

attention to the requirements of the population instead of adopting administrative strategies in order to impose an improvement in the living environment.

Adjustments made since 1984

41. In addition to preparing the above-mentioned Interim National Recovery Programme for 1985-1987, designed to strengthen its participation in defining new development approaches, UNDP funded a project on assistance to national economic planning and management capacity (GUI/84/007). The main aim of the project was to assist the Government in implementing the Interim National Recovery Programme, by providing it with the expertise and logistical support necessary for co-ordinating external aid and for strengthening its planning and management capacity in sectors crucial for the recovery of the country and the resumption of economic growth (mining, industry, transport and trade).

42. In the same spirit, UNDP approved another project dealing with administrative reform, (GUI/85/008), to provide assistance in implementing an overall reform of administrative structures in order to rationalize them, reduce costs, (particularly through more effective personnel management) and achieve decentralization.

43. When the programme was reviewed in 1985 and re-examined at the beginning of 1986, the Government and UNDP decided to direct the UNDP assistance being given to the two above-mentioned projects, in line with the strategies of the Interim National Recovery Programme and the structural adjustment programme.

B. New programme proposal

44. The new programme is the result of a programming exercise undertaken jointly by the Government and UNDP. This exercise, which took place following the preparation of the Interim National Recovery Programme, was revised during the preparation of the 1986 budget and the investment programme for 1987-1989, forms part of the strategy for rehabilitating and consolidating the economy by 1991. To this end, particular care is to be exercised in project formulation to ensure that a trained national staff will be able to take charge of projects on schedule. If necessary, measures to strengthen the Government's capacity for co-operation will be included so that additional assistance can be absorbed.

Programme resources

45. Available programme resources total \$32,476,000. The bulk comes from IPF (\$27,657,000 from the fourth cycle IPF and a balance of \$2,574,000 from the third cycle IPF). The rest of the financial package is to come from the Special Measures Fund for Least Developed Countries, and UNCDF, UNFPA and ICARA II (\$1 million, \$700,000 and \$545,000).

46. The Government hopes that the programme will receive support from other funds involved in similar operations. Greater use is to be made of the United Nations Volunteers programme (UNV). In the case of UNCDF, the volume and distribution of funds have been determined jointly, and co-financing has been arranged to meet

programme objectives in the agricultural, small-scale fishing, reforestation, livestock-raising and infrastructure (rural roads and bridges) sectors.

47. Some of the trust funds under the authority of the Administrator might contribute to the programme objectives (particularly the UNDP trust fund for assistance to refugee-related development projects in Africa. Greater use of regional, interregional and global programme resources is also planned. Some of these possibilities are referred to in the section on programme objectives. No estimates for contributions from operational funds or programmes under the authority of the Administrator (UNSO and the United Nations Development Fund for Women (UNIFEM)) could be obtained.

48. UNFPA technical and material support (\$1 million annually) will be directed towards such pressing needs as the establishment of an adequate demographic data base (following up the 1983 census, a multi-purpose survey), demographic studies and research and the promotion of a family-planning, population education and birth control policy.

49. UNICEF will pursue its primary goal of reducing infant mortality and improving child health through a programme to be implemented using a community/decentralized approach: (a) The expanded programme of immunization integrated with primary health care (provision of essential drugs whose sale can make the system self-financing); (b) a rural water-supply and sanitation programme aimed at keeping water systems in optimum sanitary condition; (c) a programme to provide support for decentralized rural development through small-scale agricultural and sanitation projects; (d) a basic education programme. Financial commitments are expected to total \$2.5 million a year. An effort will be made to ensure that UNDP and UNICEF contributions are complementary, particularly in the area of management training and follow-up of small-scale projects and in the organization of such contributions.

50. WFP will continue to provide assistance in the form of foodstuffs that is to be increasingly linked to integrated rural development concerns. This assistance will be furnished through co-financing with UNDP (\$2.5 million for Moyenne Guinée and Guinée Maritime) and the continuation of existing programmes at a cost of approximately \$2.3 million a year.

51. The regular programmes of various United Nations agencies (FAO, WHO and the United Nations Industrial Development Organization (UNIDO)) will continue to make contributions in their various areas of competence.

52. Several donors have indicated a readiness, in principle, to co-finance certain projects and programmes which are to receive partial financing from IPF particularly in the case of the agricultural statistics project and activities relating to rural development.

Programme thrust and objectives

53. Essentially, the programme is intended to: (a) contribute to the success of the structural adjustment programme by providing technical assistance for the implementation of institutional and economic reforms that will complement the

assistance mobilized by other donors; (b) promote economic and social programmes and projects designed to have an immediate impact on the standard of living of rural and urban populations in order to offset the temporary rigours imposed by the adjustment policy; (c) promote, as widely as possible, new approaches to development objectives (with priority for integrated rural development) and modalities (decentralized planning and subcontracting).

54. In seeking to ensure that high priority is given to economic projects and to forestall the emergence of an inflationary spiral in technical assistance, the programme focuses on three objectives:

(a) Development of economic and planning management capacities;

(b) Integrated rural development based on decentralized planning and subcontracting (largely in Moyenne Guinée and Guinée Maritime);

(c) Employment promotion, human resource development and improvement of living conditions through a restructuring of the vocational training system, with a view to retraining and redeploying surplus civil servants and improving living conditions through land reclamation and urban planning.

55. Programmed resources for 1987-1991 amounting to \$29,453,000 (including programmed reserve) have already been allocated for these objectives as follows:

(a) 21.9 per cent for the first objective; (b) 47.7 per cent for the second objective; (c) 16.1 per cent for the third objective; and (d) 4.9 per cent for projects covering all three objectives (promotion of the United Nations Volunteers, South-South co-operation and Transfer of Knowledge through Expatriate Nationals (TOKTEN), as well as logistical support). An additional 9.4 per cent have been placed in an unprogrammed reserve to cover major project contingencies.

56. The choice of development objectives was governed by the major problems facing the country, the priority areas of action identified by the Government, the desire to have UNDP assistance complement the assistance provided by other donors and by a deliberate decision to concentrate assistance on a few areas while promoting, wherever possible, a co-ordinated and coherent programme, rather than project, approach.

Towards a new form of technical assistance for programme implementation

57. Where the area and level of intervention permit, conventional assistance will be combined with other forms of co-operation involving:

(a) The use of technical co-operation among developing countries (TCDC) and South-South co-operation;

(b) Complete or partial subcontracting, in specific programmes, to non-governmental organizations (national and foreign, and particularly in connection with certain rural and social development projects, given the advantages enjoyed by these agencies, which often have a better grasp of grass-roots concerns);

(c) Greater use of United Nations Volunteers and other volunteer services, whenever the existence of supervisory staff makes this low-cost form of assistance possible;

(d) The use of national experts at universities and research institutes who can provide a link between the training/research community and the world of work through the transfer of knowledge within the country; and

(e) Greater and more structured use of TOKTEN to provide teachers and researchers and also consultants for various civil service departments.

Objectives

58. Activities planned in connection with the first objective constitute the prolongation and expansion of projects from the third programme as revised since 1983-1984 to accommodate Guinea's continuing need to develop its economic planning and management capacity. Activities scheduled in connection with the second objective represent a new approach to integrated rural development centred on new methods of organizing the country's economy and institutions through the regrouping of disparate activities carried out in the Fouta Djallon region during the third programme. Activities designed to accomplish the third objective tend to refocus emphasis on projects which had been carried out on a small scale under earlier IPFs in sectors likely to be overlooked because of current pressing needs elsewhere.

Development of economic planning and management capacities

59. The major projects for achieving this objective are justified by the lack of Guinean officials who can carry out the interrelated tasks of managing a development agency, promoting decentralized planning and subcontracting, making strategic State enterprises profitable and encouraging private initiatives. The projects in question are the following:

Ongoing projects

Administrative reform (GUI/85/008)

60. This project, begun in February 1986, is part of a reorganization of State institutions into a coherent framework suited to the new move towards decentralization and the reduction of civil service operating costs. The project seeks to upgrade the qualifications and improve the appointment process and general management of civil servants on the basis of the personnel census conducted by the World Bank. A total of \$2.4 million has been earmarked for this project, of which \$1.6 million will come from the fourth cycle IPF.

Development of economic planning and management capacities (GUI/84/007)

61. This project, which was begun in October 1985, involves the identification and implementation of economic and institutional reforms within the various economic and social departments of the Government (mining, transport, commerce, industry, central bank). While the project will continue to provide assistance in these

areas, it will pay greater attention to: (a) promoting an innovative approach to the organization of development (decentralized planning and subcontracting by the Ministry of Planning); (b) strengthening project formulation capacities (study funds for the financing of in-depth identification studies or pre-feasibility studies dealing with project proposals under the public investment programme for 1987-1989); and (c) encouraging private initiatives with the help of the Office of Small and Medium-Scale Enterprises. A total of \$2.9 million, including \$1.8 million from the fourth cycle IPF, has been allocated for this purpose.

Assistance in evaluating and promoting local participatory development programmes (GUI/86/010)

62. Under this project, the State Secretariat for Decentralization will receive assistance in: (a) the evaluation of local participatory development programmes drawn up by local communities with the help of the technical ministries concerned; and (b) the publicizing of these programmes to non-governmental organizations and donors interested in such an approach. An initial sum of \$399,000 has been earmarked for this purpose.

Training and strengthening of planning services (GUI/78/007)

63. This project, which was started in 1979, seeks to bolster the planning process, particularly in the area of long-term plans and objectives, and strengthen the services of the Ministry of Planning by means of a training programme. The project will be completed in 1988, with a final contribution of \$66,000.

National information centre (GUI/78/010)

64. Further assistance to the National Data Processing and Management Centre is directed towards the preparation of a national data processing plan. A total of \$141,000 has been allocated from the new programme for this purpose. UNDP also plans to continue its assistance through a project to be developed once the data processing plan has been implemented; \$150,000 has been reserved for this.

Support for fellowships (GUI/81/002)

65. In view of current development requirements, Guinea needs highly qualified national staff capable of filling responsible posts. This project is intended to provide the Government with nationals qualified in specific fields, trained at regional post-graduate institutions. The UNDP contribution will be \$200,000 for the fourth cycle.

Assistance to civil aviation (GUI/81/004)

66. This project is intended to assist Guinea in establishing structures permitting it to meet its national and international responsibilities, by raising the level of technical competence, providing training in telecommunications, and ensuring supervision and maintenance of the radioelectric installations which are the prerequisites for the proper management and safety of aerodromes. This project

will achieve its objectives in September 1987 with a sum of \$229,000 including \$180,000 for training.

Reorganization of the postal services (GUI/85/007)

67. The purpose of this project is to help the Government to provide the entire nation with quality postal services and to prepare the postal services for future developments, by organizing staff training and providing the postal service with a better managed infrastructure to deal with the work-load. An additional sum of \$60,000 will enable it to meet its basic objectives in August 1987.

Dissemination of economic data (GUI/86/002)

68. The purpose of this project is the publication of socio-economic reference documents for target groups (chief executive officers, bankers, etc.) and Guinea's potential economic partners. The total package for this project is \$90,000, including \$65,000 from the IPF for the fourth programme.

New projects

Centre for Technical Documentation for Development (GUI/87/007)

69. This project, which supports the ones described above, is designed to remedy the quantitative and qualitative inadequacy of the technical documentation concerning the city of Conakry and used by officials of the various economic authorities, academics and researchers. This project, which will be established with an allocation of \$200,000, will develop through continuous and automatic financing from resources from the entire programme.

Assistance to the telecommunications system (GUI/87/001)

70. During the past several years, heavy investments have been made in Guinea's telecommunications system and its components - telephone and telex communications, transmission facilities and local networks - are to be expanded in the near future. The Government has concluded a number of agreements with financial institutions to make these investments possible. In view of the diversity and complexity of the equipment that has been or is being installed, technical assistance is necessary to ensure that appropriate measures are promoted to provide consistent co-ordination, proper management and rational use of the telecommunications system. A sum of \$669,000 has been allocated for this project.

Linkages

71. The project for strengthening management and planning capacity, which basically covers technical assistance, complements activities financed by the World Bank in the fields of central planning, definition of a rural development strategy and planning of transport and port infrastructure. The administrative reform is part of the overall reforms begun with IMF and World Bank assistance within the framework of the programme for economic stabilization and structural adjustment. Other donors - France in particular - will be involved in the financial and

budgetary management sector. Institutional support and decentralization supplement UNDP-assisted activities in the fields of regional planning, administrative decentralization and practical application of these activities by the initiation of a rural development project/programme. In this phase of resource mobilization, technical assistance to the departments crucial to development must ensure effective use of investments in the areas of road and port infrastructure and telecommunications, which will be supported, in particular, by the World Bank, the African Development Bank, the Federal Republic of Germany and the Central Economic Co-operation Fund.

Programmed reserve

72. An additional \$1,696,000 is programmed for the extension of an ongoing project (administrative reform) or new projects contributing to the attainment of the desired objective: (a) national agricultural census and establishment of a permanent system of agricultural statistics, co-financed with the World Bank (UNDP contribution: \$400,000); (b) study funds, for improving the portfolio of projects and the country's capacity to absorb studies carried out in connection with NATCAP (programmed appropriation: \$400,000); (c) project supporting the organization of the mining sector so that it will be profitable and better integrated in the national economy. In order to finance the technical assistance required for studies, this support project will receive a sum of about \$400,000.

Rural development

73. The projects aimed at achieving this objective are the result of the new approach of integrated rural development using the new management method based on the initiation of small projects by local communities, in the context of the promotion of small-scale farming. This approach implies a number of measures: (a) restoring the confidence of rural people in their future and in the structures assisting them; (b) acquiring a good knowledge of the rural environment at the grass-roots level and of the constraints of the local farming system and involving rural inhabitants in the formulation and then the implementation of action to which priority is assigned. The new approach will place special emphasis on a viable method of controlling surface erosion and protecting the environment. Since the Fouta-Djallon region is a kind of water tower for the Sahel, soil conservation in this region can be beneficial to all Guinea and to neighbouring countries.

New projects

Programme of integrated rural development following the approach of decentralized planning and sub-contracting (GUI/86/004)

74. This new programme is based on a systematic approach to the rural environment in order to meet the specific needs of rural farmers within the framework of the previously submitted rural development strategy and of decentralized planning and sub-contracting. The pilot sector of this programme will initially be located basically in Moyenne Guinée and part of Guinée Maritime, in view of the experience acquired by the United Nations system in conducting studies, research and projects (stock-raising, reforestation, development of flatlands and plant protection). The

idea is to regain the farmers' confidence by rapid implementation of small-scale projects. The programme objectives will focus on the following: (a) improvement of production systems; (b) support to services and institutional backstopping; (c) promotion of rural organizations with a view to encouraging their participation in development; (d) promotion and financing of private agricultural and semi-agricultural enterprise, inter alia, by the redeployment of civil servants; (e) training of the major interlocutors (producers, senior civil servants, entrepreneurs and elected local leaders); (f) impact of the project on the overall economy of the country. In this phase of administrative reform in Guinea, this programme, with ambitious objectives and means at its disposal, will also have to promote the establishment at the regional level of a territorial development structure compatible with the new approaches in the policy of decentralization and withdrawal of the State from production activities. Special attention will be paid to the possibilities for duplicating the proposed models and keeping recurrent expenditures at levels tolerable to both the administration and the recipient communities. This programme, covering a period of five years, will receive \$10,083,000, including the preparatory phase, approved in October 1986 for a sum of \$973,500 (\$428,700 from the IPF and \$544,800 from ICARA II).

Development of catchment areas in the context of the integrated development of the Fouta-Djallon region (GUI/86/012)

75. This project is the continuation of two projects: one at the national level (development of four catchment areas), the other at the regional level (development of the Fouta-Djallon region). It takes into account the lessons learned during the third programme and the new approach to rural development in order to: (a) combine the two approaches of conservation/replenishment of natural resources and improvement of the living conditions of the populations; (b) assist the National Technical Co-ordination Committee in the promotion and harmonization of activities of all those operating in this mountain region (national services, research/development institutions); (c) participate with the assistance of NGOs in the integrated development of one of the 12 catchment areas (Bantignel) typical of the central part of the peripheral zone of the region; (d) facilitate the acquisition of the means of production, priority being given to selected seeds suited to local conditions, then to other inputs (weed killers, fertilizer, tools and miscellaneous equipment) by the establishment of shops regularly supplied and easily accessible to users; (e) ensure widespread use of the inputs and improved farming methods; (f) develop with the rural population programmes for the rational exploitation of their land in the form of small-scale projects with a view to conserving and even replenishing their heritage and making them aware of the harmfulness of certain practices (deforestation, cultivation on steep slopes, brush fires, etc.); (g) encourage the establishment of village groups; (h) improve the market conditions for local products; (i) promote the development of rural savings and establish credit arrangements based on mutual guarantees within the village groups, special attention being paid to women's associations in order to improve their access to the credit system; (j) initiate small-scale projects aimed at improving living conditions in rural areas (water supply, feeder roads, schools, rural dispensaries and health centres) in order to limit the exodus which mainly involves the most dynamic elements of the population; (k) offer dismissed civil servants and young people a setting of initiatives, incentives and training and

assistance in establishing service enterprises (sale of products, equipment repair, public works or transport enterprises, assistance in management, etc.);

(1) contribute to the reforestation of the massif which, because of its large population and various pressures on the fragile natural environment, is threatened by a process of desertification that may eventually seriously harm the renewable natural resources if no steps are taken for the protection and rational management of lands and pasture lands. A sum of \$3,021,000 is appropriated for this project, for which co-financing is planned.

Funds for assistance to basic initiatives (GUI/87/003)

76. This project, for which \$275,000 has been appropriated, will permit UNDP to carry out its mandate in the field of technical and material assistance to national NGOs in the implementation of local participatory development programmes. The appropriation will provide aid funds to basic initiatives which will be open for co-financing enabling the NGOs to benefit from UNDP assistance in carrying out projects initiated by the local communities (districts and communes) and professional groups.

Pilot project for the integrated development of small-scale fisheries (GUI/87/004)

77. The immediate objectives of this \$600,000 project are: (a) to assist the fishermen of Kabak Island (UNDP financing) and the Kamsar estuary (UNCDF financing) to expand production and obtain additional sources of income. These objectives will be supported by the development of infrastructures and the support of community structures; (b) to provide a model, applicable to Guinea as a whole, for the autonomous development of small-scale fish production. This model will be based on a cost-efficiency analysis of the small-scale fishing projects of the communities in the pilot zone; (c) to provide assistance to other small-scale fishing projects in Guinea and to the National Fisheries Department by training multidisciplinary teams of national technical specialists. The leaders will also be trained in participatory planning of mini-projects in sectors other than fisheries (economic and social activities).

Linkages

78. These projects and programmes are focal activities which should permit the implementation, through a decentralized approach and sub-contracting of development modalities and auxiliary facilities such as access to production inputs, distribution networks for such inputs and the sale of products on local and foreign markets. All this must fit into an institutional framework extending far beyond the geographical area selected. In the spirit of the new policies of openness, administrative decentralization, State withdrawal from the sectors of production and promotion of private initiative, the integrated rural development programmes and the programme for the development of catchment areas will be supported by technical assistance projects covering the entire institutional gamut ranging from regional planning within the Ministry of Planning to support for decentralized local communities, through assistance to the Secretariat of State for Decentralization. In the target area of the project, improved efficiency of the administrative machinery from the prefecture to the district level will be ensured

by a combination of functions as defined in the integrated rural development project. These operations will generate both technical and institutional solutions and provide the province with an operational structure reflecting a national development strategy. UNDP support for the Government can become a catalyst for other supplementary contributions expected from UNCDF, the World Bank, IFAD and other donors whose concepts and approaches clearly require harmonization.

Programmed reserve

79. A reserve of \$1,180,000 is programmed for the financing of activities relating to these projects and programmes or promoting this second priority objective.

Promotion of employment and development of human resources

80. There are ambitious objectives in this sector, but current circumstances have prevented them from being considered in a financial package capable of meeting the still largely unfulfilled needs. The programme is only a partial and selective response to what seemed to be the most pressing concerns, the two main areas being: (a) Promotion of employment and optimum use of human resources; (b) Micro-level town planning and sanitation for the capital. It should be noted that the largest programmed commitments have gone to employment and human resources (over \$2,000,000), in view of the vocational and further training activities of the continuous training centre, but, owing to lack of sufficiently precise data, it has not yet been possible to translate those activities into clearly defined projects.

Ongoing projects

Labour administration (GUI/85/008)

81. This project should enable the labour administration departments to participate in the economic and social development of the country, by setting up structures such as a central Labour Inspectorate and making studies and proposals on the administrative methods to be used by the Inspectorate so as to improve monitoring of the enforcement of labour legislation by making studies and proposals on general working conditions (safety and health at work and employment relationships). \$91,000 have been earmarked for achieving the objectives of the project in 1987, in addition to the \$96,100 spent during the third cycle.

Centre for equipment maintenance and repair (GUI/82/009)

82. Since 1980 assistance under this project has been directed primarily towards technical and material objectives. Activities are being reorganized so as to gear them more closely to the market and to the consideration of training and further training needs (electro-mechanics). \$1,234,000 have been allocated to this project.

Drained plots of land in Conakry (GUI/85/006)

83. This project, costing \$1,436,000, will test assistance approaches for the development of housing and promotion of an organization within the context of the needs and means of an LDC. It will include a feasibility study mapping out a programme for 10,000 drained plots of land, designed principally for the most disadvantaged sectors of the population, and will set up a system for the production of subsidized housing. The project will take into account the results of project GUI/79/006 - Improvement of living conditions and housing in Conakry.

Aid to handicapped persons (GUI/86/003)

84. With the aim of enabling all Guineans to participate in the harmonious socio-economic development of the country, the Government has requested UNDP assistance in order to undertake social and humanitarian actions to benefit the handicapped. This project hopes to set up a kinesitherapy school producing 25 graduates a year and to put the National Orthopaedic Centre of Donka Hospital back into service. The project will also foster the development of preventive measures to combat factors causing handicaps and will help set up a non-governmental organization for the social and vocational rehabilitation of handicapped persons and their reintegration into the country's economic life. UNDP will contribute approximately \$400,000 to the project.

New projects

Jobs and Skills Programme for Africa (JASPA) I and II (GUI/86/005)

85. The Ministry of Human Resources is the beneficiary of two projects implemented under JASPA. The first is designed to achieve updated and accurate information on the actual employment and income situation; to study how to make better use of existing human resources; to provide the technical departments in charge of employment planning and promotion with a statistical apparatus geared to national needs in human-resource management; and to study the prospects for job creation. The second project aims to carry out a programme of surveys in the unstructured urban sector in order to ascertain the principal activities and enterprises in that sector; to pinpoint the factors limiting their growth and identify needs for appropriate policies for their support; and to define strategies for assistance in this sector. These projects have a total allocation of \$86,000 to implement the programme.

Social security (GUI/87/009)

86. In order to enable the National Social Security Fund to adapt to the new context created by the economic recovery measures adopted by the Government, a project to help the Fund has been set up. It will also help the Fund to play its full role by actively participating in creating the social conditions necessary for the development of the Government's economic policy. To this end, \$40,100 have been allocated to the project.

Studies on the restructuring of the vocational training system (GUI/87/011)

87. An amount of \$400,000 has been allocated to this project, which will study the training and further training needs (studies for JASPA to be continued with co-financing from the European Development Fund (EDF) in particular) in order to reshape the existing system, which is at present narrow and unsuitable, to become a National Office for Vocational Training, including the training of instructors and institutional support. The Ministry of Human Resources also receives benefits from JASPA and the labour administration and social security projects.

Sanitation for the Lanséboundji quarter (GUI/87/002)

88. In order to create satisfactory living conditions in Conakry, the Government plans to increase the human and material resources devoted to sanitation: refuse collection, maintenance of drainage systems and the construction of new public works. Along those lines and on an experimental basis, the Government proposes, with the assistance of UNDP and other donors such as the European Economic Community (\$300,000) and France, to undertake sanitation work in the Lanséboundji quarter, where a housing complex of 54 dwellings has been built, financed by France; UNDP is contributing \$100,000.

Linkages

89. These projects are underpinned by an approach which co-ordinates as closely as possible the studies and actions aimed at promoting employment and developing human resources, as pre-conditions for the recovery of Guinea's economy. The draft study of vocational training needs complements the study of the World Bank, UNESCO, the JASPA study and the contributions of various donors (including FAC, the World Bank and EDF). In the field of town planning, the studies carried out by the Central Economic Co-operation Fund and the World Bank constitute the framework for the sanitation projects (UNCDF, France, United States, EEC).

Programmed reserves

90. Reserves amounting to \$1,067,000 are programmed for a retraining and employment promotion project in order to redeploy surplus staff within the public sector: teacher training and training of commune secretaries; training in management techniques or specialized technical studies for civil servants wishing to promote a private initiative in agriculture, industry or the tertiary sector. This project will be based on the conclusions of the JASPA mission and concern: (a) identification of regional job opportunities and formulation of integrated zonal programmes for job creation through small and medium-sized industries; (b) gradual transformation of existing training systems so as to tailor them more closely to job opportunities; (c) support for the structures designed to promote human resources, employment and vocational training and (d) a town planning and housing project designed to assist the Ministry of Public Works and Town Planning in the design and implementation of guidelines for regional planning and micro-level town planning and for the promotion of local materials; (e) a health development project. This project, which supplements bilateral and multilateral contributions, concerns a particularly disadvantaged sector, characterized by

indicators that are among the worst in Africa in terms of life expectancy, infant mortality, morbidity, etc., but also noteworthy for the emergence of a new policy emphasizing primary health care.

Miscellaneous

91. An amount of \$1,408,000 has been reserved for various projects promoting the three objectives described above.

Ongoing project

Logistical support (GUI/84/008)

92. The objective of this project is to increase the project programming, implementation and follow-up capacities of the UNDP office and the Government's co-operation agencies.

New projects

Assistance from the United Nations Volunteers programme (GUI/87/006)

93. This project will enable United Nations volunteers to be assigned to strengthen the technical assistance provided within the framework of the programme.

Promotion of South-South co-operation (GUI/87/008)

94. The objective of this project is to develop TCDC in various sectors in order to meet Guinea's specific development needs.

TOKTEN (GUI/87/005)

95. This project will enable the skills of expatriate nationals to be transferred to the various departments of the Administration, in order to facilitate their possible reinstatement.

C. Unprogrammed reserve

96. The unprogrammed reserve is \$3,023,000.

Annex

FINANCIAL SUMMARY

I. ACTUAL RESOURCES TAKEN INTO ACCOUNT FOR PROGRAMMING

<u>A. UNDP-administered sources</u>	<u>\$</u>	<u>\$</u>
Third cycle IPF balance	2 574 000	
Fourth cycle IPF	27 657 000	
Subtotal IPF		30 231 000
Special Measures Fund for Least Developed Countries	1 000 000	
Special programme resources	-	
Government cost-sharing	-	
Third-party cost-sharing	-	
Operational funds under the authority of the Administrator	700 000	
UNDP special trust funds: ICARA II	<u>545 000</u>	
Subtotal, UNDP non-IPF funds		2 245 000
<u>B. Other sources</u>		
Funds from other United Nations agencies or organizations firmly committed as a result of the country programme exercise		
Parallel financing from non-United Nations sources		
Subtotal, other sources		-----
TOTAL ACTUAL RESOURCES TAKEN INTO ACCOUNT FOR PROGRAMMING		<u><u>32 476 000</u></u>

II. USE OF RESOURCES

Ongoing projects	9 182 000	
New project proposals	16 328 000	
Programmed reserve	3 943 000	
Subtotal, programmed resources		29 453 000
Unprogrammed reserve		<u>3 023 000</u>
TOTAL USE OF RESOURCES		<u><u>32 476 000</u></u>

