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PROGRAMME PLANNING

FOURTH COUNTRY PROGRAMME FOR GUINEA

Note by the Administrator

I. PROCESS OF THE PROGRAMMING EXERCISE

1. The fourth country programme for Guinea was drawn up in the new context of the economic policies desired by the authorities at the time of the coming into being of the Second Republic, on 3 April 1984. The new development thrust is based on a liberal economic management system and its corollary, State disengagement from production. From now on, private initiative and local potential will be called upon to participate in the country's development.

2. At the authorities' request, the United Nations system and the United Nations Development Programme (UNDP) in particular have been closely associated with consideration of development issues. An economic reconnaissance mission conducted in August 1984 by the Director of the Regional Bureau for Africa, followed by a programming mission conducted jointly by UNDP, the World Bank and the United Nations Department of Technical Co-operation for Development (TCD), had paved the way for a technical assistance mission financed by UNDP to prepare an Interim National Recovery Plan for the period 1985-1987. Preparation of the Plan made it possible to extend consideration of the new development policies to administration officials and to involve in the exercise the United Nations specialized agencies by means of consultations, as well as the multilateral and bilateral financial institutions represented in Guinea. In May 1985, the main features of the economic reform proposed in the Plan were announced, pending a better defined improvement in the programme designed to meet the requirements for financial recovery and structural adjustment, on the basis of negotiations with the International Monetary Fund (IMF) and the World Bank.

3. It became clear that the UNDP programme would have to be reoriented to take account of the new economic and social policies. UNDP was given the mandate to start an initial series of priority activities in the area of administrative reform and planning as soon as possible, while consideration of sectoral strategies continued. Two key projects concerning, respectively, administrative reform and the strengthening of economic-planning and management capacity were therefore begun in 1985. At the same time, an in-depth review of the third country programme facilitated the reorientation of other ongoing projects, in accordance with the Government's new strategies and priorities.

4. The question of co-operation with the authorities in respect of the issue of the nature of and the main focuses for intervention under the fourth programme was dealt with in the note by the Resident Representative, which was favourably received by the Government and received support from the principal donors. The Administrator therefore noted with satisfaction that the new country programme was basically made up of new, more concentrated activities that, on the one hand, are completely in keeping with the Government's new priorities and, on the other hand, complement the new programmes implemented by Guinea's economic partners.

II. THE FOURTH COUNTRY PROGRAMME

5. The new programme is the outcome of a programming exercise undertaken jointly by the Government and UNDP. This programming exercise, which took place following the preparation of the Interim National Recovery Plan, was refined as the 1986 budget and the investment programme for the period 1987-1989 were drawn up, in the light of the strategy for the rehabilitation and consolidation of the economy by 1991. The programme's focus was determined bilaterally, by the Government and UNDP. However, missions to evaluate and formulate projects conducted either jointly or separately by the executing agencies have been of assistance in establishing the programme's future focus. In keeping with the major categories of activities singled out for particular attention, the fourth programme's goals are to: (a) contribute to the successful implementation of the structural adjustment programme in such a way as to complement anticipated action by other financial backers; (b) promote economic and social projects likely to have an immediate impact on the standard of living of both the rural and the urban population, while mitigating the effects of the structural adjustment policy; (c) promote new development approaches to the fullest extent, particularly in the rural sector, adopting the least expensive methods of co-operation without sacrificing the quality of the action taken, for example, through South-South co-operation, non-governmental organizations (NGOs), United Nations Volunteers programmes (UNV) and the Transfer of Knowledge through Expatriate Nationals (TOKTEN).

6. These activities are linked to the following three pivotal goals: (a) the development of economic-planning and management capacities, accounting for 21.9 per cent of resources; (b) integrated rural development and the creation of decentralized organizations, accounting for 47.7 per cent of resources; (c) the creation of jobs and human resources development, accounting for 16.1 per cent of resources.

7. The activities planned with a view to achieving the first goal represent a continuation of the activities begun at the end of the third cycle, as reoriented in 1984, which meet Guinea's long-term needs in the area of the development of planning, economic-management and administrative-reform capacities.
8. The activities programmed with a view to achieving the second goal represent a new approach towards integrated rural development focusing on new options for the country's economic and institutional organizations based on a restructuring of dispersed activities already carried under the third programme. The integrated rural development programme is the main form of intervention for attaining this goal. This programme combines in an integrated manner the three projects (stock-breeding, protection of plants and produce, and development of low ground) executed under the third programme. Much attention is being devoted to developing this sector, upon which 80 per cent of the population depends for its livelihood. With a view to restoring the rural population's confidence in its future and in the structures responsible for helping it, the programme aims to promote a form of management based on profit-sharing for producers. The goal is to: (a) improve the production system; (b) help farmers' organizations to reconstitute themselves; (c) promote private agricultural and para-agricultural enterprises.
9. The intention is therefore to develop a new way of approaching Guinean rural development by dealing with development at the level of the individual farmer. The Administrator noted with interest that one of the most successful aspects of the intervention in question is that it will limit recurring expenses and ensure that the Government will be able to continue the development endeavour after the project has been implemented.
10. The Administrator notes that, since the country programme's resources are limited, UNDP assistance designed to achieve the third goal will be able to meet only in a partial and selective fashion the Government's priority concerns in the areas of promotion of employment, human resources development and requirements in the social sector.
11. In an endeavour to ensure better human resources management, the United Nations system will continue with the process of the National Technical Co-operation Assessment and Programmes (NaTCAP) in order to identify and programme the guidance required for the recovery programmes and projects. In a second phase, a more precise identification exercise will facilitate the analysis of tasks, structures and functions that could be carried out by technical assistants in the institutional sectors regarded by the Government as having priority.
12. The financial resources available for the programme amount to approximately \$32,476,000. Most of this amount is covered by the IPF (\$27,657,000 from the IPF for the fourth cycle and \$2,574,000 from the residual funds available from the IPF for the third cycle). The rest of the financial package comes from the Special Measures Fund for the Least Developed Countries (SMF/LDC), the United Nations Capital Development Fund (UNCDF) and the International Conference on Assistance to Refugees in Africa (ICARA II) (\$1 million, \$700,000 and \$545,000, respectively).

13. In the case of UNCDF, where operational funds and programmes under the Administrator's authority are concerned, both the level and the allocation of funds were identified jointly, and co-financing was programmed with the same goals in mind in the areas of agriculture, small-scale fishing, reforestation, stock-breeding and infrastructure (rural trails and bridges). More active use of the UNV programme is planned. Lastly, a programming mission of the United Nations Development Fund for Women (UNIFEM) was scheduled in 1987. The United Nations Sudano-Sahelian Office (UNSO) will also be able to continue its assistance in conserving and protecting springs in Fouta Djallon.

14. Some of the trust funds under the Administrator's control will be able to contribute to the programme's goals (particularly the UNDP trust fund for development projects connected with assistance to refugees in Africa). More active use of resources from regional, interregional and international programmes is planned.

15. The technical and material contribution made by the United Nations Fund for Population Activities (UNFPA) (\$1 million per year) will be focused on requirements in the areas of the establishment of an adequate population data base, population studies and research, and promotion of a family planning policy geared to national decisions gradually and selectively to meet basic needs. Greater use of NGOs, in accordance with the Government's wishes, will facilitate the mobilization of community resources with a view to guaranteeing the success of local, participatory development programmes. The United Nations Children's Fund (UNICEF) will pursue the fundamental goal of reducing infant mortality and improving child health, through programmes to be implemented in accordance with a community-based, decentralized approach. The World Food Programme will continue to provide food aid geared to the goal of integrated rural development, with co-financing by UNDP (including \$2.5 million for Central Guinea and Lower Guinea), and will continue its existing projects, which are worth approximately \$2,300,000 per year. The regular programmes of the various United Nations agencies (including the Food and Agriculture Organization of the United Nations (FAO), the World Health Organization (WHO) and the United Nations Industrial Development Organization (UNIDO)) will continue to make contributions in their various areas of competence.

III. MANAGEMENT OF THE PROGRAMME

16. The Administrator has taken note of the institutional and technical measures adopted by the Government in order to integrate activities in the areas of planning, programming and budgeting investment with technical co-operation activities. The need for follow-up in the areas of technical and financial assistance prompted the Government to request assistance both from the World Bank, which proposed the establishment of the Consultative Group, and UNDP through NatCAP. The Consultative Group will enable donors to determine in a co-ordinated and appropriate manner both the level and the type of their contributions on the basis of the presentation of the policies and priority activities that emerge from the 1987-1989 investment programme drawn up by the Government.

17. As a result of the Government's new liberalization policy, it will now be possible for projects in the fourth programming cycle to take a direct approach - where the proposed activities are concerned - to the departments, the region, the districts and local communities. With a view to increasing the country's absorptive capacity without affecting the quality of operations, conventional assistance will be combined with other forms of co-operation based on South-South co-operation, both foreign and national NGOs and the services of volunteers, experts and national consultants, whenever the area and level of intervention permits such action.

18. The Administrator is pleased to say that, in view of the importance and complexity of the goals concerned and in view of the level of resources allocated to the integrated rural development project/programme, UNDP has already set up a specific system for follow-up and evaluation at close intervals, which will start at the conceptual stage and continue during programme delivery. This system should guarantee the quality of the development approaches concerned, the delivery capacity of the agencies involved, and the co-ordination and harmonization of the types of approach adopted by the United Nations system and other financial backers likely to be taking action in the same area.

IV. RECOMMENDATION OF THE ADMINISTRATOR

19. The Administrator recommends that the Governing Council should approve the fourth country programme for Guinea.

