



**Executive Board of the
United Nations Development
Programme, of the United Nations
Population Fund and the
United Nations Office for
Project Services**

Distr.: General
23 March 2012
English
Original: French

Annual session 2012

25-29 June 2012, Geneva

Item 5 of the provisional agenda

Country programmes and related matters

**Draft country programme document for Guinea
(2013-2017)**

Contents

| | <i>Paragraphs</i> | <i>Page</i> |
|---|-------------------|-------------|
| I. Situation analysis | 1-4 | 2 |
| II. Past cooperation and lessons learned | 5-8 | 3 |
| III. Proposed programme | 9-12 | 4 |
| IV. Programme management, monitoring and evaluation | 13-16 | 6 |
| Annex | | |
| Results and resources framework | | 7 |



I. Situation analysis

1. Despite its immense agricultural, mining and hydro-energy potential, Guinea is among the least developed countries of the world and is eligible for the HIPC (Heavily Indebted Poor Countries) initiative. It has a low human development index, estimated at 0.344 in 2011.¹ Efforts to achieve the Millennium Development Goals (MDGs) remain generally inadequate, especially in the reduction of extreme poverty. The incidence of poverty increased from 49.2 per cent in 2002 to 53 per cent in 2007 and 58 per cent in 2010, with strong regional and gender disparities.²

2. There are various causes for such performance failures; they relate mainly to the deterioration in the macroeconomic situation and in governance, including several consecutive years of socio-political crises and institutional instability. Indeed, in recent years, Guinea's economy was characterized by double-digit inflation (20.8 per cent in 2010 and 21.1 per cent in 2011), a worsening budget deficit, at 14.1 per cent and 5.9 per cent of gross domestic product (GDP) in 2010 and 2011 respectively, low growth rates (- 0.3 per cent in 2009 and 1.9 per cent in 2010) and an average annual decline in per capita GDP of 1.9 per cent between 2006 and 2010, which has made it impossible to meet the expectations of the people in terms of job creation and income. It should be noted that unemployment particularly impacts young people, especially graduates, and is usually of long duration (28.2 months in Conakry, even 38.6 months for women), while women's average net income represents 52 per cent that of men. The low productivity, especially in the agricultural sector, has led to an accelerated exodus from rural areas. Moreover, the proportion of rural households experiencing food insecurity doubled from 16 per cent in 2005 to 32 per cent in 2010.³

3. After the military coup in December 2009 and two years of emergency rule, Guinea has recently made some progress towards democracy, in particular the adoption of the new Constitution and the 2010 presidential election. But several years of instability has led to the erosion of national capacity in many key areas of development management. There is a certain lack of communication between decision-making centres, which has led to a lack of clarity in coordination mechanisms. The 2010 presidential election revealed deep cleavages within Guinean society, which will require a genuine national reconciliation programme to prevent a total loss of trust between communities and greater instability, which would undermine social cohesion and the foundations of the Guinean nation. This fragility in the socio-political climate, the persistent insecurity and the profound differences among political actors have led to delays in the legislative elections in a somewhat calmer atmosphere and to other problems in governance, including corruption and impunity.

4. The natural resource base for inclusive growth has faced major threats. The main problems are the decrease in vegetation cover (86 000 hectares of tropical forest lost each year), the accelerated loss of water resources, the growing

¹ Human Development Report 2011.

² Poverty Reduction Strategy Paper (PRSP), 2011-2012.

³ *Ibid.*

widespread degradation in soils and energy consumption based mainly on traditional energy sources. The widespread HIV/AIDS epidemic, with an infection rate of 1.5 per cent, is also a threat to development, given the high prevalence rate recorded in the workforce, in particular among women and youth.

II. Past cooperation and lessons learned

5. The four components of the previous programme included: (a) the Millennium Development Goals (MDGs) and the fight against poverty; (b) democratic governance, (c) sustainable management of the environment, and (d) HIV/AIDS. The various assessments⁴ have highlighted a number of conclusions.

6. To support the transition and in collaboration with other partners such as the Peacebuilding Fund, the UNDP commitment has been instrumental in managing the political and social crises and the return to constitutional order, in particular the organization of presidential elections in 2010 (technical assistance, the coordination of partners, advocacy, code of conduct for political parties) and the many initiatives developed as part of peacebuilding (the creation of frameworks for dialogue at the central and community levels and the establishment of a mechanism for citizen mediation through Guinea's Economic and Social Council), and support for the start of policy reforms in the security and public administration sectors. There has been little progress, however, in promoting human rights. In the fight against poverty, national bodies have been trained and have assumed greater control over the preparation of the Poverty Reduction Strategy Paper (PRSP) through a participatory and inclusive process and in partnership with the World Bank, the United Nations Children's Fund (UNICEF) and United Nations Population Fund (UNFPA). UNDP supported the preparation of a five-year plan and a long-term study (Guinea Vision 2035), which is now being formulated, and continued advocacy on the issues of poverty and the MDGs. It has contributed to strengthening productive capacity and increasing the incomes of vulnerable groups by promoting the employment of 6,369 young people, capacity building in 10 of the country's 12 approved microfinance institutions and the establishment of 100 multifunctional platforms in a third of the target communities as a tool in the fight against rural and female poverty.

7. Support for the environment has enabled the country to develop a clear vision and reference frameworks: National Action Programme to Combat Desertification, National Environment Policy, National Housing Policy, Environmental Information System and support for the restoration of the ecosystem and the management of mangrove areas. Alternative solutions have allowed people to better manage their environment, while improving their incomes (strengthened centres to combat deforestation, tarpaulins and polyethylene tubing for salt production, live hedges for the protection of mangroves).

8. Cooperation within the framework of the United Nations country team has highlighted the fact that the joint programming approach in the Forest Region⁵ has proven to be a good practice that could be extended to other parts of the country.

⁴ Midterm evaluation of the 2007-2011 country programme.

⁵ Report on the midterm evaluation of the Guinea joint forestry programme.

Pilot initiatives developed under the youth employment support and multisectoral platforms programmes have proven relevant in the implementation of the poverty reduction strategy for the benefit of rural people, particularly young people and women.

III. Proposed programme

9. Developed on the basis of the national priorities set in the PRSP and the five-year plan for 2011-2015 and in accordance with the United Nations Development Assistance Framework (UNDAF) 2013-2017, the proposed programme takes into account the comparative advantages of UNDP and lessons of the previous programme. To that end, the strategy for the 2013-2017 programme focuses on three entry points that, taken together, provide a careful assessment of the country's current situation and future needs and of the capabilities and opportunities for partnership with UNDP on the basis of lessons learned, especially from the UNDP involvement over the past 12 to 18 months. Those entry points are:

(a) Effective management of threats to stability and social peace (electoral process, security sector reform, national reconciliation);

(b) Improved capacity in public institutions that have suffered a considerable degradation of their capabilities over time, but are essential for managing development and the delivery of services (public administration reform and modernization and strengthening of institutional and human resources capacities in order to improve the management of development);

(c) Efforts to get the transition to democracy to generate "dividends" that also deal with major problems underlying poverty and exclusion (youth employment, with particular attention to the needs of women). Two areas have been identified: governance and sustainable growth and development.

10. In the area of governance, the programme is expected to contribute eventually to the emergence of stronger democratic and consensual institutions, to a qualitative change in the behaviour of people, the media and defence and security forces and to respect for democratic principles and the rule of law. It will focus on:

(a) The strengthening of democracy and the rule of law, through support for improved management of the electoral process (training of staff, revision of electoral rolls, coordination of actions by partners), with the effective participation of women, as well as the institutional and legal apparatus for the protection and promotion of human rights (training of judges, dissemination of international instruments, support for civil society);

(b) Conflict prevention and management, particularly through the reform of the security sector, advocacy and the strengthening of the capacities of the institutions and bodies involved in conflict prevention and resolution (National Reconciliation Commission, Economic and Social Council of Guinea, non-governmental organizations);

(c) Support for public administration reform, including local governance (training, equipment, development of management tools, and consultation and steering bodies).

11. In the area of initiatives to promote growth and employment, UNDP support will cover:

(a) Development planning and management: capacity building in the strategic management of development - operationalizing the long-term vision entitled "Guinea Vision 2035" through sectoral policies and strategies aimed at accelerating the achievement of the MDGs, strengthening the statistical system for better monitoring of the PRSP and the MDGs and for better understanding of the multiple dimensions of poverty and sustainable human development (systems, skills, data collection, analysis of programmes by the National Institute of Statistics, in collaboration with the World Bank and the African Development Bank, studies, surveys), and improved coordination and management of aid in the spirit of the Busan forum;

(b) Promotion of an environment conducive to job creation: review and implementation of the national programme for youth employment (PEJ), favouring the strengthening and extension of pilot initiatives that have been tested (youth volunteers, agricultural entrepreneurship, food-for-learning programme, work-intensive work projects in the vulnerable areas of Conakry, N'Zérékoré and Kankan); micro-finance and local initiatives to improve employment and income prospects; and improving access to technologies such as multifunctional platforms as a tool for combating women's poverty and a decentralized energy source for rural communities;

(c) Local initiatives to support the fight against poverty and for the reduction of gender disparities in poor areas: the strengthening of initiatives to regionalize the MDGs in the Guinea Forest Region in the framework of the joint programme and the formulation of a similar programme in Upper Guinea (strengthening the productive capacity of poor women by financing microfinance projects, particularly in Upper Guinea, and supporting women's entrepreneurship) and strengthening the gains achieved by the local development programme in partnership with the United Nations Capital Development Fund (UNCDF) in Upper Guinea and the Forest Region;

(d) Preventing HIV/AIDS in the workforce, especially among women, supporting the formulation and implementation of the Strategic Framework for 2013-2017 to combat HIV/AIDS by focusing attention on advocacy and improving the coordination and funding of microprojects being carried out by people living with HIV.

12. Regarding the environment, UNDP will continue its cooperation aimed at assisting the Government in incorporating sustainable development and climate change mitigation and adaptation measures in its economic growth programmes. Targeted support will include:

(a) The development and implementation of planning tools for sustainable management of the living environment, the environment and natural resources;

(b) The adoption of adaptive mitigation technologies to strengthen resilience in the face of climate change and capacity building among vulnerable groups in coastal areas and in the north;

(c) The conservation of biodiversity through the sustainable management of forests and protected areas in the Forest Region (Lola, Beyla, N'Zérékoré);

(d) The development and implementation of forest use management plans and the promotion of the participatory management of community forests (Mamou, Kindia and Dalaba);

(e) Strengthening capacities in communities with regard to techniques and approaches to protecting and restoring land and vegetation cover (Siguiri, Kankan and Kissidougou).

IV. Programme management, monitoring and evaluation

13. National execution (NEX) remains the preferred modality for implementing the programme. Direct execution will be applied as needed, along with reliance on the services of United Nations specialized agencies at the request of the Government. The harmonized approach to cash transfers (HACT) will be applied based on the results of the micro-assessment.

14. UNDP will align its technical and programme capacities and its organizational structure to accord with the proposed programme. The Programme Section will be structured into three units led by advisers: (a) governance, (b) growth and sustainable development, and (c) a cross-cutting unit to support programme management aimed at improving data collection, follow-up and monitoring. In addition, the Strategy and Policy Unit (SPU) will focus on policy and socio-economic analysis, strategic planning and the development of partnerships, including South-South partnerships.

15. Monitoring and evaluation of the programme will be aligned with UNDAF practice. Monitoring will be conducted through: (a) annual reviews; (b) quarterly monitoring meetings with the Government and implementing partners; (c) meetings of outcome groups and working groups of the United Nations system, technical committees and steering bodies, and (d) field visits. The major risks are institutional instability and the deteriorating security and humanitarian situation owing to failure of the political dialogue and the mismanagement of the electoral process, and turbulence in the sub-region.

16. UNDP will provide some flexibility in the planning and allocation of resources through its strong monitoring team, which will analyse and evaluate the overall context and possible risks, ensuring that existing support instruments (United Nations emergency plan, risk registers, service continuity plan) in terms of monitoring and intervention are updated to deal with the volatility in the environment, and will continue to strengthen the capacities of national counterparts through the regular programme implementation processes (income-generating activities, monitoring and evaluation, procurement, financial management).

Annex

UNDP results and resources framework for Guinea, 2013-2017

| National priorities: Improved economic governance; promotion of strong job and income growth | | | | | |
|---|--|--|--|--|--|
| CP/UNDAF Outcome 1: By 2017, better strategic management of development through State and non-State bodies and organizations with the technical and operational capacities needed for developing policies and programmes through a participatory and inclusive process; by 2017, the most vulnerable groups, particularly women and youth, in the poorest areas will be more economically productive, and have better opportunities for decent jobs, sustainable incomes and greater food security. Outcome indicator: A strategic vision of disposable has been prepared (baseline: Guinea Vision 2010; target: Guinea Vision 2035); percentage of people living below the poverty line (baseline: 58% 2010; target: 40%). Related strategic plan focus areas: Democratic governance, achievement of MDGs and the fight against poverty. | | | | | |
| Government partner contribution | Other partner contributions | UNDP contribution | Indicator(s), baseline(s) and target(s) | Indicative country programme outputs | Indicative resources by outcome (\$) |
| Government will update the PRSP and will monitor data quality and the employment dimension in sectoral policy reform. It will, by 2015, establish a coherent unit responsible for employment, especially for youth and women. | The African Development Bank, the World Food Programme, the European Union and the World Bank will contribute to running a poverty survey; the World Bank and the International Monetary Fund (IMF) will continue supporting macroeconomic policy reforms and updating the PRSP; the World Bank, Spain and the United Nations Industrial Development Organization will provide support for the youth employment programme. | Development of skills, systems and institutional arrangements for data gathering and analysis and for monitoring and evaluation; development of skills and mechanisms for coordinating, monitoring and managing aid; policy reform and scaling up of initiatives and programmes aimed directly at employment and the fight against poverty, particularly among women and youth.. | Indicator: Age, coverage and quality of the data on the MDGs and the multidimensional aspects of poverty (documenting gender disparities) Baseline: Data not up to date (light survey evaluating poverty in 2007) or of limited scope: Target: Survey data brought up to date every 2 to 3 years and disaggregated by sex, age and region. Indicator: The number of financial and institutional analysis systems in local communities (SAFIC) set up. Baseline: 43; Target: 68 Indicator: The number of young people and women benefiting from the job assistance programme. Baseline: 15 000 between 2007 and 2011 Target: More than 5 000 per year, with 30% of them women. | Systems, tools and skills strengthened, essential equipment in place, poverty survey completed. Key ministries (finance, planning, employment) staffed with trained staff and systems for strategic planning, resource management and monitoring and evaluation; National microfinance strategy drafted and implemented; The authorities in the N'Zérékoré and Kankan region have the desired operational capacities needed for participative implementation of local development plans (income-generating activities and multifunctional platforms). | Regular: 15 300 000 TRAC: 9 821 000 Other: 5479 000 |

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| <p>National priority: Strengthening of democracy and the rule of law</p> | | | | |
| <p>CP/UNDAF Outcome 2: By 2017, democratic institutions and the judicial and security systems will be working on the basis of transparency, dialogue and consultation, with respect for national and international norms, ensuring effective protection of individual and group liberties. Outcome indicator: Existence of a democratically elected National Assembly with functional commissions (baseline: 0 (2011); target: 1); number of laws adopted by Parliament promoting respect for human rights, including those of women and children (baseline: 0 (2011); target 5); existence of an independent and functional national human rights institution (baseline: 0 in 2011; target: 1); the number of cases tried out of the total number of human rights violations cases reported to the justice system (baseline: 30 (2011); target: 150). Related strategic plan focus areas: Democratic governance</p> | | | | |
| <p>Government will seek to promote inclusive political dialogue and will ensure the formulation and implementation of reforms (reform in the security sector, administrative reform, justice). It will provide political support for national reconciliation and conflict prevention and management.</p> | <p>(a) The European Union, France, Japan, USAID and the Peacebuilding Support Office will contribute financially to support the electoral process, including promoting the participation of women; (a) the World Bank, the European Union and the African Development Bank will provide technical and financial support for public administration reform.</p> | <p>Tools for strengthening national capacities in maintaining a continuous dialogue between the stakeholders on national reconciliation and conflict prevention; technical assistance for preparing and holding the elections, for the coordination of technical and financial proposals and for the management of the common basket; analyses, advocacy and development of action plans to implement reform programmes (security sector reform, administrative reform, justice).</p> | <p>Indicator: Code of conduct and operational dialogue mechanism Baseline: Absence of code and framework (2011); Target: Institutional framework for operational political dialogue Indicator: Formal national early warning mechanism in place Baseline: No early warning mechanism; Target: Early warning mechanism in place and operational Indicator: Existence of an operational coordination mechanism for the implementation of the administrative reform programme (PREMA). Baseline: Absence of a PREMA coordination mechanism; Target: Mechanism in place and operational Indicator: Adoption of a defence policy Baseline: Absence of a defence policy; Target: Preparation of a policy and programme for defence and security</p> | <p>The institutional framework for political dialogue and early warning has been approved and put into effect. The national strategy for conflict prevention has been prepared with effective participation by women. The electoral administration can handle planning, mobilizing and managing resources and has systems for electoral procedures. The Parliament and the Revenue Court have competent staff and the tools they need for their job. Civic education and human rights awareness programmes, including gender equality issues, have been developed and put in place</p> |
| | | <p>Regular: 13 000 000 TRAC: 5 000 000 Other: 8 000 000</p> | | |

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| <p>National Priority: Strengthen national capacities in environmental protection and sustainable management of natural resources.</p> | | | | | |
| <p>CP/UNDAF Outcome 3: By 2017, the public and private sectors, local communities and the population will have adopted new techniques and behaviours favouring a sustainable environment and will be better able to prevent and manage threats and natural disasters in the context of adapting to climate change. Outcome indicator: The number of urban and rural communities with access to renewable sources of energy (baseline: 0; target: 25); the number of communities that have included in their local development plan measures to strengthen resilience, adaptation and/or reduction in the impact of climate change (baseline: 25; target: 100); percentage of country covered by protected areas (baseline: N/A; target: 20%); Related strategic plan focus areas: Environment and sustainable development.</p> | | | | | |
| <p>The Government will ensure the establishment of an institutional and regulatory environment promoting the preservation and conservation of natural resources and the management of climate threats and of natural disasters</p> | <p>The partners, including the Global Environment Facility, the World Food Programme, the Permanent Inter-State Committee on Drought Control in the Sahel (CILSS), the United Nations Industrial Development Organization and NGOs, will provide financial and technical contributions in examining policies and in executing environment management projects and programmes.</p> | <p>Planning, identification and investment programming and monitoring to ensure sustainable management of natural resources and adaptation to climate change; direct assistance for vulnerable areas to promote appropriate technologies, forest protection and biodiversity and the restoration of plant cover</p> | <p>Indicator: Percentage of households using adaptation and attenuation technologies Baseline: To be determined; Target: 70 % Indicator: Number of rural and urban communities (and total population) applying techniques to restore and manage soils and forests, and practicing agroforestry Baseline: not available; Target: 50 of the 342 communities Indicator: Portion of renewable energy sources in the national energy production mix Baseline: <1% (2011) Target: 5%</p> | <p>Technologies have been locally adapted and tested and evaluated economically and are ready to be scaled up. The capacities of 50 communities have been strengthened and the forests are covered by management plans for better biodiversity conservation. Legal agreements covering institutions, management and financing will have been concluded favouring sustainable means of subsistence and access to renewable sources of energy for 10% of the population in the project area (in the first stage).</p> | <p>Regular: 18 000 000 TRAC: 5 000 000 Global Environment Facility: 13 000 000</p> |