

**REPUBLIC OF GUINEA**

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*Labor – Justice - Solidarity*

**POVERTY REDUCTION  
STRATEGY PAPER**

**January 2002**

**Poverty Reduction Strategy Paper:  
Republic of Guinea**

	Contents	Page
I.	Introduction.....	9
II.	Poverty in Guinea.....	11
	A. The Concept of Poverty and People’s Perceptions of Poverty .....	11
	B. The Poverty Profile .....	11
	Poverty by Area of Residence.....	12
	Poverty by Income Level.....	12
	Poverty by Access to Health Care.....	13
	Poverty by AIDS .....	13
	Poverty by Access to Education.....	14
	Poverty by Socioprofessional Category.....	14
	Poverty by Gender .....	15
	C. Interdependencies Between Different Dimensions of Poverty .....	16
	D. Poverty Factors.....	16
III.	The Current Strategic Framework.....	28
	A. The Macroeconomic Framework .....	28
	B. Medium-term Expenditure Framework (MTEF) .....	29
	C. Delegation of Authority and Decentralization .....	30
	D. Bolstering the Private Sector.....	31
	E. Rural Development.....	32
	F. Social and Poverty Reduction Policies .....	33
	Education Policy.....	33
	Health Policy.....	40
	Human Development Initiative (IDH) .....	52
	CAS Initiative .....	53
IV.	Objectives of the Strategy.....	54
V.	Poverty Reduction Strategy .....	56
	A. Boosting Growth.....	57
	The Foundation for Growth: Macroeconomic Policies .....	57
	Growth Accelerators: Basic Infrastructures .....	65

Support for Growth Sectors .....	72
Natural Resources Management and Environment Protection.....	83
B. Basic Services Development and Equitable Access .....	84
Education .....	84
Health and Nutrition.....	87
Combating HIV/AIDS .....	89
Drinking Water .....	90
Rural Electrification Supply.....	91
Social Security .....	92
Gender and Equity .....	93
C. Improving Governance and Institutional and Human Capacity-Building .....	94
Good Governance .....	94
Institutional and Human Capacity-Building .....	97
VI. Monitoring and Evaluation of the Strategy.....	99
VII. Risks .....	109
Annexes	
I. Matrix of Poverty Reduction Strategies and Policies .....	110
Attachment I Growth Acceleration Strategies .....	111
Attachment II Costs of the Strategies.....	128
Attachment III Debt Relief and Allocation of Resources for Social Sectors .....	159
Attachment IV Medium-Term Indicators .....	161
Attachment V Timetable for Preparation of the PRSP .....	168
II. Governmental Poverty Reduction Policy Statement .....	169
Attachment I Poverty Reduction Strategy Paper .....	171
Attachment II Education and Health Sector Development Strategies .....	172
Attachment III The Participatory Process for Drafting the PRSP and the Lessons to be Learned .....	193
Attachment IV The Communications and Culture Dimension of the Strategy .....	196
Maps	
1. Administrative Map of Guinea .....	8
2. Population Density per Subprefecture in 1996 .....	21
3. Degree of Poverty per Subprefecture based on 15 Indicators.....	22
4. Proportion of Pupils in the Population per Subprefecture in 2000 .....	36
5. Average Number of Pupils per Classroom and per Prefecture in 2000 .....	37
6. Average of Number of Pupils per Teacher and per Prefecture in 2000 .....	38
7. Number of Health Centers per Prefecture in 1999.....	41
8. Ratio Population/Health Center per Prefecture in 1999 .....	42
9. Number of Health Stations per Prefecture in 1999 .....	43
10. Number of Women in Age to Procreate Assisted by Midwife and per Prefecture in 1999 .....	44

11.	Number of Physicians-Dentists per Prefecture in 1999 .....	45
12.	Percentage of Children Having Taken the First Dose of Poliomyelitis Vaccine per Prefecture in 1999 .....	46
13.	Percentage of Children Having the Third Dose of Poliomyelitis Vaccine per Prefecture in 1999 .....	47
14.	Percentage of Population Having Taken the BCG (Tuberculosis) per Prefecture in 1999 .....	48
15.	Percentage of Children Having Received the First Dose of Diphtheria—Whooping Cough-Tetanus Vaccine per Prefecture in 1999 .....	49
16.	Percentage of Children Having Received the Third Dose of Diphtheria—Whooping Cough-Tetanus per Prefecture in 1999 .....	50
17.	Number of Projects Financed by the World Bank in Various Sectors in 2001 .....	101
18.	Number of Projects Financed by the UNDP in Various Sectors in 2001 .....	102
19.	Number of Projects Financed by the AFD in Various Sectors in 2001 .....	103
20.	Number of Projects Financed by France in Various Sectors in 2001 .....	104
21.	Number of Projects Financed by Germany in Various Sectors in 2001 .....	105
22.	Number of Projects Financed by Canada in Various Sectors in 2001 .....	106
23.	Number of Projects Financed by Japan in Various Sectors in 2001 .....	107
24.	Number of Projects Financed by the United States (USAID) .....	108

#### Boxes

1.	Obstacles to Private Sector Development .....	32
2.	Primary Education.....	35
3.	Microfinancing for the Development of Small Businesses .....	62
4.	Economic Impact of Military Conflicts in the Subregion.....	73
5.	Poverty Areas and Actions by Development Partners .....	100

#### Charts

1.	Contribution to Total Population and to Total Poverty by Socioprofessional Category .....	26
2.	Regional Differences in Five Dimensions of Poverty .....	27
3.	Distribution of Medical Personnel Between the Country's Regions .....	51

#### Tables

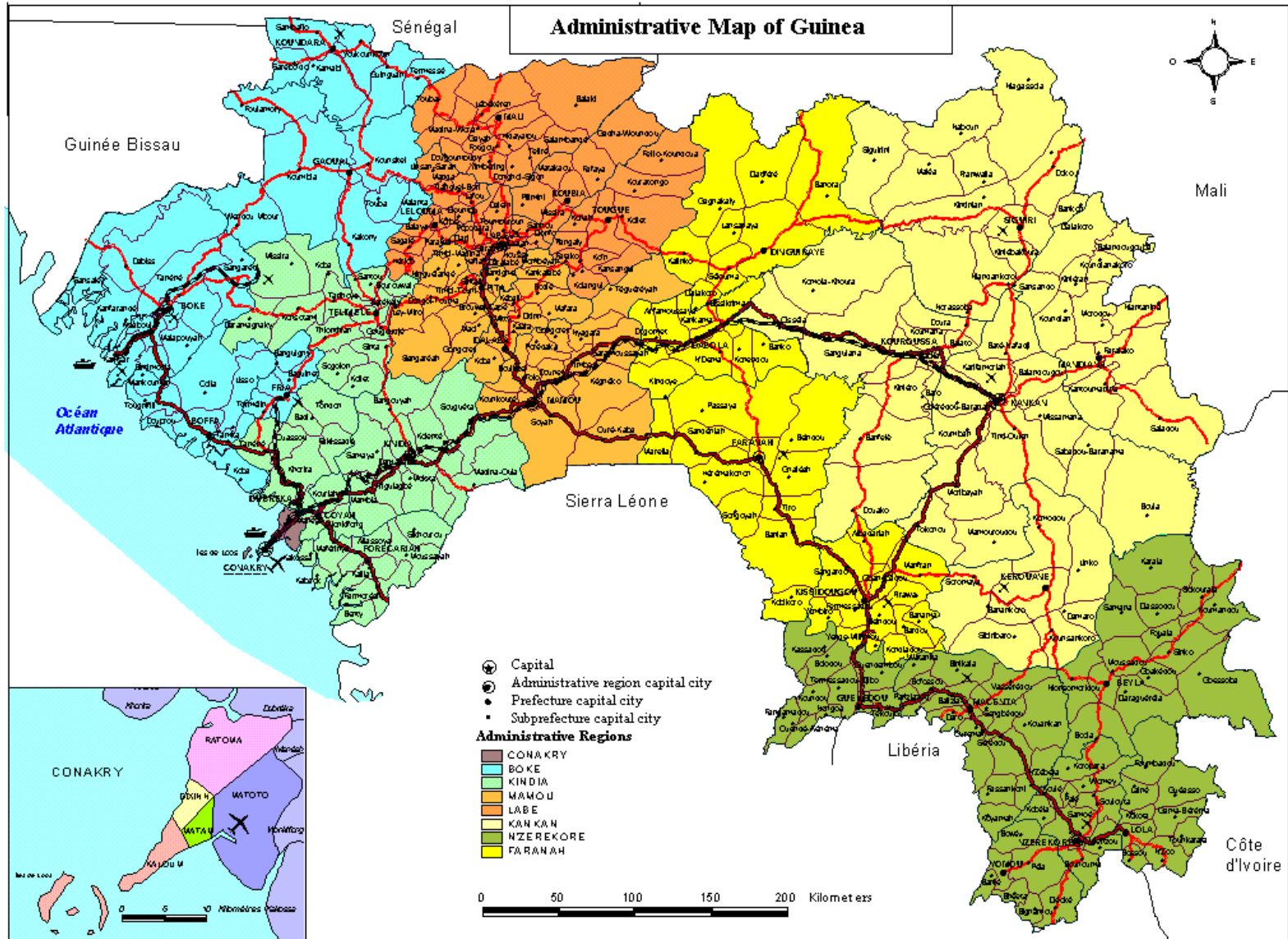
1.	Economic and Social Development Indicators: International Comparison.....	23
2.	Evolution of Development Indicators.....	24
3.	Poverty Indicators: Regional Variations .....	25
4.	Gross School Enrollment Ratio by Region and by Gender .....	34
5.	Coverage of Essential Services.....	52
6.	Measurable Poverty Reduction Objectives.....	55
7.	Medium-Term Financial Forecasts (Billions of GF) .....	59

8.	Forecast HIPC Resources, FY 2001 .....	63
9.	Implementation Plan for Spending from HIPC Financing ( In Thousands of GF).....	63
10.	The Major Mining Companies and their Contribution to National Development .....	78
11.	Key Indicators for Tracking Resource Allocation.....	160
12.	Objectives for Preschool Education.....	162
13.	Vaccination Coverage Targets.....	163
14.	Vaccination Costs .....	164
15.	Development of Water Supply Points in Rural Areas .....	164
16.	Development and Maintenance of Rural Transportation Infrastructure .....	165
17.	Strengthening the Judiciary.....	166
18.	Sanitation Infrastructures Efforts.....	167
19.	Availability of School Infrastructure and Teachers, Pupil/Teachers, Pupil/Classroom, and Teacher/Classroom Ratios .....	175
20.	Gross Enrollment Ratio by Region and Gender .....	176
21.	Percentage of Repeating Pupils by Grade Over Two Years .....	176
22.	Percentage of Repeating Pupils by Region and Gender .....	177
23.	Changes in the Number of Secondary Students from 1990 to 1999 .....	178
24.	Changes in Capacity and the Pupil/Teacher Ratio in Secondary Schools .....	178
25.	Pupil/Teacher Ratio and Capacity in Some Urban Centers .....	178
26.	Percentage of Repeater Pupils by Grade.....	179
27.	Rate of Access to Diplomas.....	179

*Acronyms and Abbreviations*

<i>AIDS</i>	<i>Acquired immune deficiency syndrome</i>
<i>APEAE</i>	<i>Association des Parents et Amis de l'Ecole</i>
<i>BCRG</i>	<i>Central Bank of the Republic of Guinea</i>
<i>CDMT</i>	<i>Cadre des Dépenses à Moyen Terme [Medium-Term Expenditure Framework]</i>
<i>CRD</i>	<i>Communauté Rurale de Développement [Rural Development Community]</i>
<i>DNB</i>	<i>Direction Nationale du Budget [National Budget Directorate]</i>
<i>DND</i>	<i>Direction Nationale de la Douane [National Customs Directorate]</i>
<i>DNI</i>	<i>Direction Nationale des Impôts [National Tax Directorate]</i>
<i>DNP</i>	<i>Direction Nationale du Plan [National Planning Directorate]</i>
<i>DNS</i>	<i>Direction Nationale de la Statistique [National Statistics Directorate]</i>
<i>EDS</i>	<i>Enquête Démographique et de Santé [Population and Health Survey]</i>
<i>EIBC</i>	<i>Enquête Intégrale Budget-Consommation [Comprehensive Consumption/Budget Survey] (1994/95)</i>
<i>GDP</i>	<i>Gross domestic product</i>
<i>GF</i>	<i>Guinean franc</i>
<i>GNP</i>	<i>Gross national product</i>
<i>HIV</i>	<i>Human immunodeficiency virus</i>
<i>IDA</i>	<i>International Development Association</i>
<i>IMF</i>	<i>International Monetary Fund</i>
<i>LADP</i>	<i>Letter of Agriculture Development Policy</i>
<i>MEF</i>	<i>Ministry of Economy and Finance</i>
<i>MEPU/EC</i>	<i>Ministry of Pre-University and Civic Education</i>
<i>MHE</i>	<i>Ministry of Water Resources and Energy</i>
<i>MPC</i>	<i>Ministry of Planning and Cooperation</i>
<i>NAFA</i>	<i>Second-chance schools</i>
<i>NGO</i>	<i>Nongovernmental organization</i>
<i>OHADA</i>	<i>Organisation pour l'Harmonisation du droit des Affaires [Organization for the Harmonization of Business Law in Africa]</i>
<i>PACV</i>	<i>Programme d'Appui aux Communautés Villageoises [Village-level Community Support Program]</i>
<i>PAIB</i>	<i>Programme d'Appui aux Initiatives de Base [Grass Roots Initiatives Support Program]</i>
<i>PNDH</i>	<i>Programme National de Développement Humain [National Human Development Program]</i>
<i>PPP</i>	<i>Purchasing power parity</i>
<i>PRCI</i>	<i>Projet de Renforcement des Capacités Institutionnelles [Institutional Capacity Building Project]</i>
<i>PRS</i>	<i>Poverty Reduction Strategy</i>
<i>PRSP</i>	<i>Poverty Reduction Strategy Paper</i>
<i>RGPH</i>	<i>Recensement Général de la Population et de l'Habitat [General Population and Housing Census]</i>
<i>SAG</i>	<i>Stratégie d'Assistance à la Guinée [Strategy for Assistance to Guinea]</i>
<i>SFD</i>	<i>Système Financier Décentralisé [Decentralized Financial System]</i>

<i>SISIRP</i>	<i>Système d'Informations Statistiques Intégré pour la Réduction de la Pauvreté [Integrated Statistical Information System for Poverty Reduction]</i>
<i>SMEs</i>	<i>Small and medium-sized enterprises</i>
<i>SPTD</i>	<i>Service Public de Transfert des Déchets [public trash removal service]</i>
<i>STD</i>	<i>Sexually transmitted disease</i>
<i>UNDP</i>	<i>United Nations Development Program</i>
<i>VAT</i>	<i>Value-added tax</i>
<i>WB</i>	<i>World Bank</i>





## I. INTRODUCTION

1. The need to improve the overall framework for its economic development prompted the Guinean government, at the start of the Second Republic in 1985, to implement a comprehensive program of economic and financial reforms. This program was aimed at promoting rational development of the country's potential by reducing macroeconomic imbalances within the context of a liberalized economic system.

2. Implementation of the stabilization package over the first ten years made it possible to control inflation, make significant progress in the area of public finances, and achieve average rates of economic growth which exceeded the population growth rate. Between 1995 and 1999, for example, the economic growth rate was 4.4 percent on average while the population grew at a 2.8 percent rate, resulting in per capita growth rate of 1.6 percent.

3. In addition, the implementation of programs and projects in the social sectors made it possible to increase the gross school enrollment ratio from 29 percent in 1989 to 53.5 percent in 1999, and to reduce the infant mortality rate from 136.3 per thousand in 1992 to 98 per thousand in 1999. Access to safe water improved from less than 30 percent in 1989 to 49 percent in 1999 (Table 2).

4. Despite these gains in social areas, Guinea remains ranked toward the bottom of countries in the Human Development Index published by the UNDP. Between 1992 and 1994, Guinea was ranked 174th out of 174, and in 1999 and 2000, 161st and 162nd out of the 174 countries covered by the *Human Development Report*. In the health and education areas, the following comparison is telling: in Guinea, the infant mortality rate was 98 per thousand and the net primary school enrollment ratio 41.5 percent in 1999, as against averages of 106 per thousand (1998) and 56.2 percent (1997), respectively, for Sub-Saharan Africa as a whole.

5. For all developing countries taken together, these indicators were 104 per thousand (1998) and 60.4 percent (1997), respectively (see Table 1). To this must be added the challenge represented by the stealthy advance of AIDS in Guinea: in 1998, HIV prevalence in the adult population was estimated at 2 to 4 percent. This epidemic threatens to reach proportions that will undermine the country's entire economic and social equilibrium.

6. Furthermore, the poverty profile prepared in 1994/95 revealed that 40.3 percent of the population was still living below the poverty line, defined at the time as approximately US\$300 per person per year. This situation would appear not to have improved. Indeed, in recent years the overall performance of the economy has been uneven, characterized by phases of progress followed by sizable slippages. Such a situation is a serious impediment in the fight against poverty, and falls well short of the country's natural and human potential and of the expectations of the Guinean people.

7. For these reasons, between 1996 and 1998 the government formulated an overall vision of development; set forth in the document entitled "Guinea, Vision 2010" and based on the principles of justice, accountability, solidarity, and participation. Its ultimate objective was to improve the living conditions of the population.

8. To make this vision operational, the government has, on the basis of broad-based consultation with the people and civil society, formulated a National Human Development Program (PNHD) and participated in the definition of the World Bank's Strategy for Assistance to Guinea (SAG).

9. It is in this spirit that various programs and projects have been initiated and implemented in the sectors of education, health, water supply, agriculture, and transportation. **However, the limited effectiveness of these programs rapidly became clear owing to the absence of a coherent strategy garnering the support of all players.** In these circumstances, it has become imperative to develop a cohesive framework for economic and social development policies and programs.

**10. The government's objective is to devise and implement an integrated approach to the problem of combating poverty by developing a strategy that will serve as the framework for all development policies and programs.**

11. The Government has decided to make participation the cornerstone of the process for developing and implementing the strategy. At the central level, drafting the PRSP involved contributions from all players (government, the country's institutions, academics, NGOs, professional bodies, labor unions, and development partners) through discussions within technical groups (Interministerial Committee and thematic groups) and through the consultation process. Three series of grassroots consultations made it possible for the general population, in particular the most vulnerable population groups, to help shape the objectives and strategies. These consultations also provided input for amendments and validation of the Interim PRSP and the Final PRSP (A description of the participatory process can be found in Annex II.4.)

12. The PRSP is more than just a government document. It is a national document in its spirit, in its content, and in its drafting. The citizens of Guinea are the main players and the ultimate beneficiaries.

13. Therefore, all of the players in Guinea's national life should be committed to its implementation, including the development partners. The PRSP requires the development partners to adapt their current policies and procedures and to review their technical assistance with regard to the strategy, particularly in terms of implementation, monitoring and evaluation. The strategy also requires substantial assistance for the mobilization of the necessary resources. The Government's own commitment is to make the strategy the priority commitment for all of its resources.

14. Effective implementation of the strategy will require institutionalization of the participatory process and the accountability of all players, particularly at the grassroots level, for the management, monitoring and evaluation of the actions undertaken. The impact should primarily be visible in the target population groups, as they will be the primary source of the sustainability of the strategy.

15. This new approach will be based on: (1) objectivity in decision-making (need for reliable information); (2) a global approach to examining and prioritizing actions; (3) participation and

accountability; (4) efficiency and effectiveness in the provision of public services; and (5) transparency in administering public affairs.

16. This paper sets forth the broad outlines of that strategy, and centers around the following lines of approach: analysis of poverty in Guinea; review of the existing strategic framework; poverty reduction objectives and strategies (macroeconomic stabilization and growth, development and equitable access to basic services, good governance, and capacity building); the risks associated with implementing the PRSP; and the plan for drawing up the final PRSP.

## **II. POVERTY IN GUINEA**

### **A. The Concept of Poverty and People's Perceptions of Poverty**

17. Grassroots consultations were held in March 2000 to obtain a better grasp of the concept of poverty. The participants in these consultations were chosen from the poorest and most vulnerable population groups, including women from rural areas and slums, dependent women, street children, unemployed graduates, the handicapped, people living on fixed incomes, and pensioners. The discussion topics included the way these population groups perceive poverty in their daily lives.

18. The concept of poverty encompasses vast life issues; some are quantitative in nature (income levels, for example), while others are essentially qualitative (access to basic services). Consultations held early this fiscal year revealed that the people perceive poverty in terms of lack of jobs and low income levels, limited access to basic social services (education, health, etc.), poor quality of public services, exclusion of the handicapped, inadequate basic infrastructure, scant participation in decision-making, etc. These perceptions of poverty have an impact on the approaches adopted for consideration and preparation of the PRSP.

### **B. The Poverty Profile**

19. Poverty in Guinea is a multidimensional phenomenon unevenly spread among the various socioeconomic groups and the various regions of the country. Despite some progress in recent years, the various indicators of the different dimensions of poverty remain sources of concern. The tables which follow allow for international comparison (Table 1), a trend analysis (Table 2), and for analysis of the differences between geographical areas (Table 3).

20. The relevance of the poverty profile is limited by a lack of recent data that would have made it possible to track the characteristics of poverty and any changes. Furthermore, detailed surveys are now under way on particular issues, such as employment, household behavior with regard to education, health and housing, and the recipients of basic services. These surveys will provide a better understanding of poverty and its determining factors.

21. Guinea has data from two populations and health surveys conducted in 1992 and 1999, along with data from a comprehensive household survey conducted in 1994/95, and a new

survey is scheduled to start in January 2002. It also has data from a new farming census conducted in 2000 and other more specialized surveys. Future investments and programs should be systematically monitored and evaluated to discern their impact. This analytical work will be used to re-orient some activities, particularly those in favor of the poorest population groups, and to ensure that new activities have a maximum impact in terms of poverty reduction. Therefore, monitoring and evaluation must be an integral part of all of the activities planned for in the strategy.

### **Poverty by Area of Residence**

22. Map 1 shows the level of poverty in the various prefectures of Guinea on the basis of a composite index reflecting fifteen socioeconomic variables (number of water points per 100 km<sup>2</sup>, percentage of dirt roads repaired or built, percentage of passable roads, electrification rates, number of private telephones, surface area of improved bottom lands, surface area of improved plains, total cultivated land per labor force participant, proportion of farmers covered by projects, number of inhabitants per health center, number of inhabitants per doctor or nurse, gross school enrollment ratio, number of inhabitants per civil servant, amount of wages, retirement payments and pension paid per person, amount of investments planned by rural development communities (CRDs).

23. This map shows that the prefectures in the northwest and northeast of the country (Haute Guinée and Moyenne Guinée) are poorer than those on the Atlantic coast and in the southern part of the country. This band of poverty is generally characterized by a low degree of urbanization, undeveloped infrastructure and scant production and communications equipment, and a lower concentration of health, education, and agricultural services.

24. The poverty rate in rural areas (52.5 percent) is twice as high as in urban areas (25 percent) and 7.8 times as high as the rate in Conakry. Rural poverty accounts for 87.5 percent of national poverty. Nearly 18 percent of the rural population lives in extreme poverty, as opposed to 0.3 percent of the population of Conakry and 5.6 percent of the population in other urban centers.

25. Despite the lower poverty rates in urban areas, there are still acute problems. More specifically, some neighborhoods are overcrowded and lack proper infrastructure, such as transportation, schools, health centers, and municipal services. Urban problems have been exacerbated by urban drift and the rapid growth of cities.

### **Poverty by Income Level**

26. In income terms, in 1994/95, 40.3 percent of the population had a consumption level below the national poverty threshold, estimated at about US\$300 per person per year. The consumption of the poorest 20 percent of individuals represented scarcely 7 percent of total consumption, and that of the next 20 percent represented 10 percent of the total, while the wealthiest 20 percent consumed 47 percent of the total (Gini coefficient of 0.33).

27. Some regions are more affected by poverty than others. On the basis of 1994/95 consumption expenditure, the incidence of absolute poverty in Haute Guinée and Moyenne Guinée was estimated at 62 percent and 51 percent, respectively. The incidence was 42 percent in Basse Guinée, 33 percent in Guinée Forestière, and 7 percent in Conakry (Table 3). It would thus appear that poverty is markedly more pronounced in the regions than in Conakry.

28. However, the income gap between the wealthiest and the poorest is considerably greater in Conakry than in the four regions. Moreover, within each region, the gap is more pronounced in the urban centers than in rural areas.

### **Poverty by Access to Health Care**

29. Life expectancy at birth was 54 years in 1999, up from the 45 years in 1983. The infant mortality rate, child mortality rate (children under the age of 5), and maternal mortality rate all declined significantly between 1992 and 1999, from 153 to 98 per thousand, from 229 to 177 per thousand, and from 666 to 528 per 100,000, respectively (Table 2). There are relatively sizable swings in these health indicators from one region or socioeconomic category to another.

30. As Table 3 shows, health conditions are a significantly greater concern in rural areas than in urban areas (the rate of child mortality is 148.7 per thousand in urban areas as against 210.6 per thousand in rural areas, etc.). The proportion of children who have been fully vaccinated is 51.1 percent in Conakry, while in Moyenne Guinée it is only 22.4 percent.

31. Substantial progress was made in immunization programs between 1987 and 1993. However, immunization rates have been relatively stable since then, and national vaccination coverage remains insufficient. In 1999, coverage fell short of 60 percent for the main vaccines, such as DTP (diphtheria, tetanus and pertussis), OPV3 (polio), measles, TT2 (tetanus vaccine). Once again there are glaring disparities. The proportion of fully immunized children in Conakry stood at 51.1 percent, while in Moyenne Guinée it was only 22.4 percent.

32. Child mortality for the most part associated with infectious diseases (malaria, respiratory infections, and diarrhea) and with nutritional deficiencies, remains higher in Haute Guinée and in Guinée Forestière. This difference in mortality rates may be explained in large measure by shortcomings in the care for the sick, given that the prevalence of infectious diseases is relatively homogeneous across all regions.

33. Iodine deficiency and anemia are also widespread among women (60 percent of pregnant women are anemic).

### **Poverty by AIDS**

34. In Guinea, the cost of treating AIDS is US\$480 in public hospitals and US\$1,190 in semi-public hospitals for an average hospitalization of 21 days. This corresponds to an average cost of US\$560, some 20 percent of which represents direct costs (consultation, hospitalization, laboratory, X-rays, and medicines) and 80 percent indirect costs (electricity, telephone, water, food, and funerals).

35. On the basis of this average cost, estimated in 1995, hospital treatment for all AIDS victims will cost US\$12 million in 2000 and US\$21 million in 2005.

36. The most productive population, spanning all socioprofessional categories, will be hardest hit. All activity sectors (industrial, agricultural, government, etc.) will be affected by a significant reduction in qualified labor, an increase in spending, and a decline in incomes.

### **Poverty by Access to Education**

37. Progress made in the last ten years includes the following gains.

- the number of public and private school classrooms rose from 7,615 in 1989/90 to 18,252 in 1999/2000, which represents 10,675 more classrooms;
- the gross school enrollment ratio increased from 26.81 percent in 1990 to 57 percent in 2000;
- the gross school enrollment ratio for girls rose from 17.3 percent in 1990 to 44.33 percent in 2000;
- the total number of primary school teachers increased from 8,140 in 1990 to 17,340 in 2000.

38. Despite the significant progress made over the past ten years, the level of school enrollment remains low. In 1999, the gross primary enrollment ratio was 53.5 percent, as compared to 29 percent in 1989. According to data from the 1996 population census, only 25 percent of the population over age 15 is literate.

39. The Moyenne Guinée and Haute Guinée regions have the lowest literacy rates, at only about 13 percent in Haute Guinée and 19 percent in Moyenne Guinée, as against 23 percent and 26 percent, respectively, for Guinée Forestière and Basse Guinée. In urban areas, male and female literacy rates were 60 percent and 36 percent, respectively, while these rates were 25 percent and 6 percent, respectively, in rural areas.

40. While the education of children is strongly associated with parental income level, there is also a strong correlation between the level of poverty and the head of household's education level. In 1994/95, 62 percent of families headed by an illiterate were situated below the poverty line, as compared to 42 percent for households headed by an individual with primary education and only 5 percent of those headed by someone with a university education (EIBC).

### **Poverty by Socioprofessional Category**

41. Farmers in the subsistence food crop subsector appear to be the least well off. This group alone accounts for 68 percent of the poor. The next largest group is made up of export crop farmers, while wage earners and those working in informal trade are less affected by poverty (Figure 1). Overall, farmers represent 61 percent of the population but over 80 percent of the

poor. **These results underscore the need to focus on development of the agricultural sector and rural areas in general in any undertaking intended to reduce poverty.**

42. The poor earn most of their income from agricultural work (almost 67 percent) and jobs in the informal sector. They devote nearly 62 percent of their household budget to food, and a marginal share to medical care and educating their children.

### **Poverty by Gender**

43. A gender analysis of poverty also shows sizable disparities, to the disadvantage of women. In the field of education, the gross primary school enrollment rate in 1999 was estimated at 67.6 percent for boys as compared to only 39.9 percent for girls. Adult literacy (age 15 or over) was measured at 15 percent for women and 37 percent for men (data from the 1996 population census).

44. In addition to the unfavorable situation of women as regards education noted above, women also suffer from a disadvantage in terms of hours worked owing to the combined total of family and professional activities. Women in agriculture have a workload ranging from 15 to 17 hours a day. In addition, women's work is made more onerous by the lack of tools, the low degree of processing of food products, and the distances to water points and sources of firewood. In addition, although they account for nearly 80 percent of the country's food crop production, women have only limited access to credit and to land tenure.

45. In urban areas, women are penalized in terms of wage-earning jobs. They hold 22 percent of the jobs in the public sector and 11 percent of jobs in the formal private sector. They are underrepresented in political life, and account for less than 10 percent of members of parliament and members of government.

46. Moreover, because of the influence of sociocultural values, the opportunities for social advancement available to women are limited in a number of ways, both within the family and at the community level, as their access to land ownership (boys are frequently the sole heirs of family property), housing, education, categories of professional activity, the decision-making process, etc., is restricted. These constraints impede the advancement of women, on the individual and collective levels, and are determining factors in the particular type of poverty lived by a sizable majority of Guinean women.

47. In the final analysis, poverty is considerably more pronounced among women, whether one speaks of access to education, formal employment, or income, or of working conditions or the distribution of responsibilities (the social responsibilities associated with procreation and maintaining the family make considerable demands on women that are not evaluated in the creation of wealth, and consequently are not compensated in any way).

48. As regards the living conditions of women (80 percent of the poor live in rural areas, and 53.3 percent are women) and their representation in the population (51 percent of the population is female), **the poverty of Guinean women would appear to be a societal phenomenon and not simply a gender phenomenon.** The problem therefore requires a new approach, both in terms of perceptions and in terms of the solutions sought.

49. It is important, therefore, to come up with a clear picture of the poorest population groups and or social categories and to identify the specific characteristics that can account for their poverty. Different aspects of poverty can affect specific individuals and the effects can be different for the members of a single family. Women and children are often those most affected.

### **C. Interdependencies Between Different Dimensions of Poverty**

50. The gross primary school enrollment ratio is only 28 percent for the poor as against 64 percent for the nonpoor. Children of farmers are at the greatest disadvantage, with only 19 percent of children in school (EIBC, 1994/95). This kind of inequality may also be observed in access to health services. It would appear that poor households have less access to health care: only 12 percent of the poorest 20 percent turn to the public health services when they are ill, as compared to over 50 percent for the wealthiest 20 percent.

51. The low degree of access to health care on the part of the poorest appears to result from their low incomes on the one hand, as well as from the scarcity of nearby health services in rural areas (Table 3). Similarly, there is a significant interconnection between the education level of mothers and child health, with an infant mortality ratio twice as high among uneducated mothers (112 per thousand) as among mothers with secondary education (61 per thousand, EDS, 1999).

### **D. Poverty Factors**

52. Poverty depends upon the structure of the economy, the focus of public action, and its implementation through an institutional framework encompassing the family, the community, the government, and markets.

53. One of the determining factors in poverty appears to be associated with the centralized administration that prevailed in Guinea for many years. The culture developed in those years favored a wait-and-see attitude on the part of the people and stood in the way of changes in behavior compatible with the implementation of policies aimed at reducing poverty. Moreover, there was a paucity of tools and incentives aimed at promoting an increased productive effort by the population, and weaknesses in the institutional framework for formulating and implementing development strategies.

54. Poverty may be traced in part to the scarcity and distribution of the resources (both financial and human) available for the development of infrastructures and the supply of basic social services. In 1991, for example, schools were an average of 16 kilometers from residences in the Haute Guinée region, 12 kilometers in Basse Guinée, 11 in Moyenne Guinée, and 8 in Conakry. Moreover, only 56 percent of the population outside Conakry lived less than 5 kilometers from a health post or health center, and 19 percent lived more than 10 kilometers away. Access to safe water was also lower in rural areas (45 percent of households had access to it in 1994/95, Table 3) than in the cities (49 percent for the same period).

55. The same inequalities may be observed in the allocation of human resources. Thus Conakry, with less than 20 percent of Guinea's population, employs 48 percent of the doctors, 51 percent of its midwives, and 39 percent of its nurses.



56. There is also a quite pronounced difference between urban and rural areas in terms of access to production factors. For example, in 1996, less than 1 percent of rural households used electricity as the principal source of lighting, as compared to 87 percent in Conakry and 30 percent in the other towns (Table 3). In addition, the proportion of households with access to mechanized agricultural equipment is insignificant, and only 10 percent of households have animal traction tools (EIBC, 1994/95).

57. The same is true as regards transportation equipment in rural areas, where only 0.4 percent of households have an automobile and 3 percent a motorcycle (compared to 11 percent and 4 percent in Conakry, and 6 percent and 16 percent in the other urban centers, respectively, EIBC, 1994/95). The processing of agricultural products for sale is also a very limited activity, engaged in by only 5 percent of households (EIBC, 1994/95).

58. The isolation of some areas and the high cost of transportation thus also appear to be important factors in poverty. Indeed, they limit access to the markets needed for selling produce, reduce the competitiveness of products, and increase the cost of inputs required for production.

59. Improved access to such areas, public investment in the areas which have shortages of equipment and infrastructure, a redeployment of basic services, and an effort to improve agricultural techniques would thus appear to be the key to reducing poverty in the rural areas which are home to the poorest groups of people in the country.

60. Access to credit seems to be a major obstacle to the creation of enterprises and activities. The shortage of capital or credit was cited by 37 percent of respondents active in the nonagricultural informal sectors as a major obstacle to the creation of enterprises (EIBC, 1994/95). Thus the major source of funding for developing businesses is still individual or family savings (74 percent); private banks, credit institutions and *tontines* are used by only 3 percent of those surveyed. By comparison, the lack of market outlets is cited by only 7 percent.

61. Insecurity is another major impediment to economic development and social progress. Its direct effects include the displacement of populations, scattering of families, and deterioration of the business environment. Insecurity stems from armed conflicts and from an increase in crime and violence seen in major cities.

62. Guinea suffered from repeated attacks by rebels from Liberia and Sierra Leone between September 2000 and January 2001. Consequently basic infrastructures need to be rebuilt in border areas and assistance is needed to support the return of displaced populations and to restart economic activity. But the greater task is to make the local population feel secure.

63. In sum, the major obstacles to the development of economic activities cited so far relate to the following factors:

- Inadequate infrastructure:
  - Paved roads, dirt roads, and bridges
  - Communications
  - Energy
- Inadequate basic social services:

- Education
- Health
- Water supply points
- Low access to physical capital and to the techniques necessary for production:
  - Access to land, and secure land tenure
  - Access to credit
  - Access to production tools (farm machinery, etc.)
  - Access to improved agricultural techniques (farm extension services)
- Human resource training poorly adapted to the labor market
- Administrative weaknesses:
  - Limited services offered, sometimes of poor quality
  - Lack of support for the development of private sector economic activities (absence of secure land tenure, complicated formalities, lack of readily accessible public services, etc.);
- Insecurity.

64. Poor performance of the economy, and the persistence of institutional, legal, economic, social, and financial obstacles have also lessened the impact of public efforts aimed at reducing poverty. An analysis of these policies in hindsight reveals a number of obstacles to their implementation, namely:

- Insufficient budgetary resources, the poor allocation thereof, and the inadequate management of public expenditure: Guinea continues to be characterized by poor mobilization of budgetary resources and deficiencies in the system for managing public expenditure. Moreover, the revenue level and slippages in the management of public expenditure have prevented a substantial allocation of resources required to combat poverty effectively. Despite the introduction of a medium-term framework for expenditure, the impact of improved management of public expenditure has not yet been reflected in a significant reduction in poverty.
- The lack of transparency in resource management and the culture of impunity have worked in favor of misappropriations of public funds and corruption.
- The low institutional capacity of public agencies and the fragility of basic public services.
- The low degree of ownership of development programs felt by Guineans and the poor coordination of development initiatives.
- The lack of equitable access to the resources available (geographical or financial exclusion).
- The scant involvement of recipients in political, economic and social decision-making at the national and local levels, and policy implementation and monitoring. The level of involvement of the people has heretofore been limited to simple consultation for purposes of determining priorities. The largely centralized management of public expenditure has done nothing to increase the accountability of local governments and the people in economic and social development. It should also be noted that civil society does not yet have all the skills it

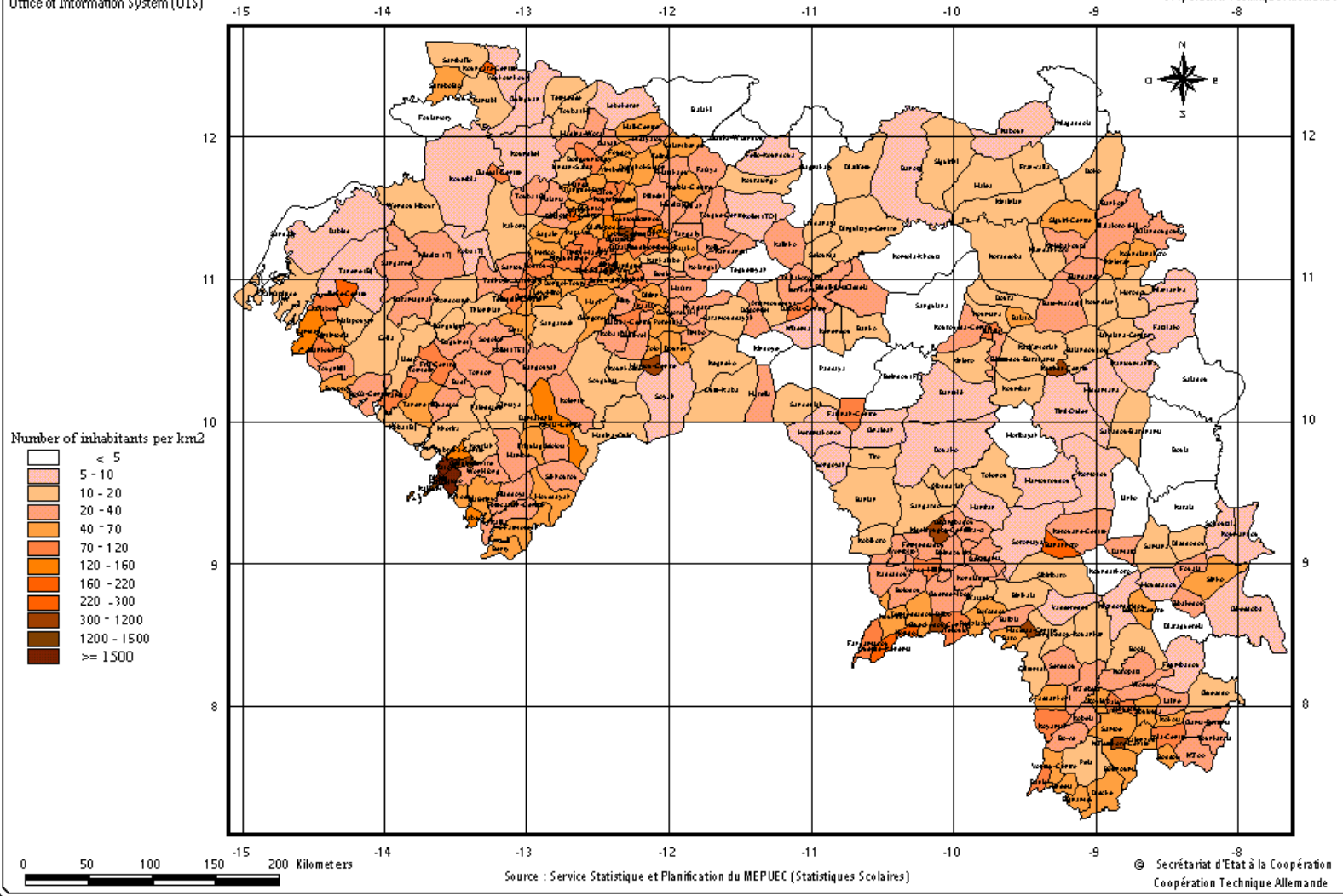
needs to engage in a true partnership with the central government and the other players in development.

***Explanatory note: poverty level in the prefectures (composite index).***

*Map 3 presents the incidence of poverty as reflected by a composite index of the socioeconomic constraints to development. Fifteen indicators are used, each with a threshold corresponding to a poverty criterion. The indicators and their respective values are as follows: number of water points per 100 km<sup>2</sup> fewer than 5; percentage of dirt roads repaired or newly built less than 40 percent; percentage of passable roads lower than 30 percent; electrification rate of less than 3 percent; number of private telephones equal to 0; surface area of developed bottom lands less than 100 hectares; total area under cultivation per member of the labor force less than 1.8 hectares; proportion of farmers covered by projects less than 10 percent; number of inhabitants per health center in excess of 22,000; number of inhabitants per doctor or nurse in excess of 7,000; gross school enrollment ration less than 42 percent; number of inhabitants per government worker in excess of 293; amount of wages, retirement payments and pensions paid by the government less than GF 13,800 per person; amount of investments planned by CRDs less than GF 50 million. A zone is ranked as Priority 1 if at least 10 of these criteria are met (6 prefectures), Priority 2 if 8 or 9 criteria are met (9 prefectures), Priority 3 if 7 criteria are met (5 prefectures), and Priority 4 if fewer than 7 criteria apply (14 prefectures).*

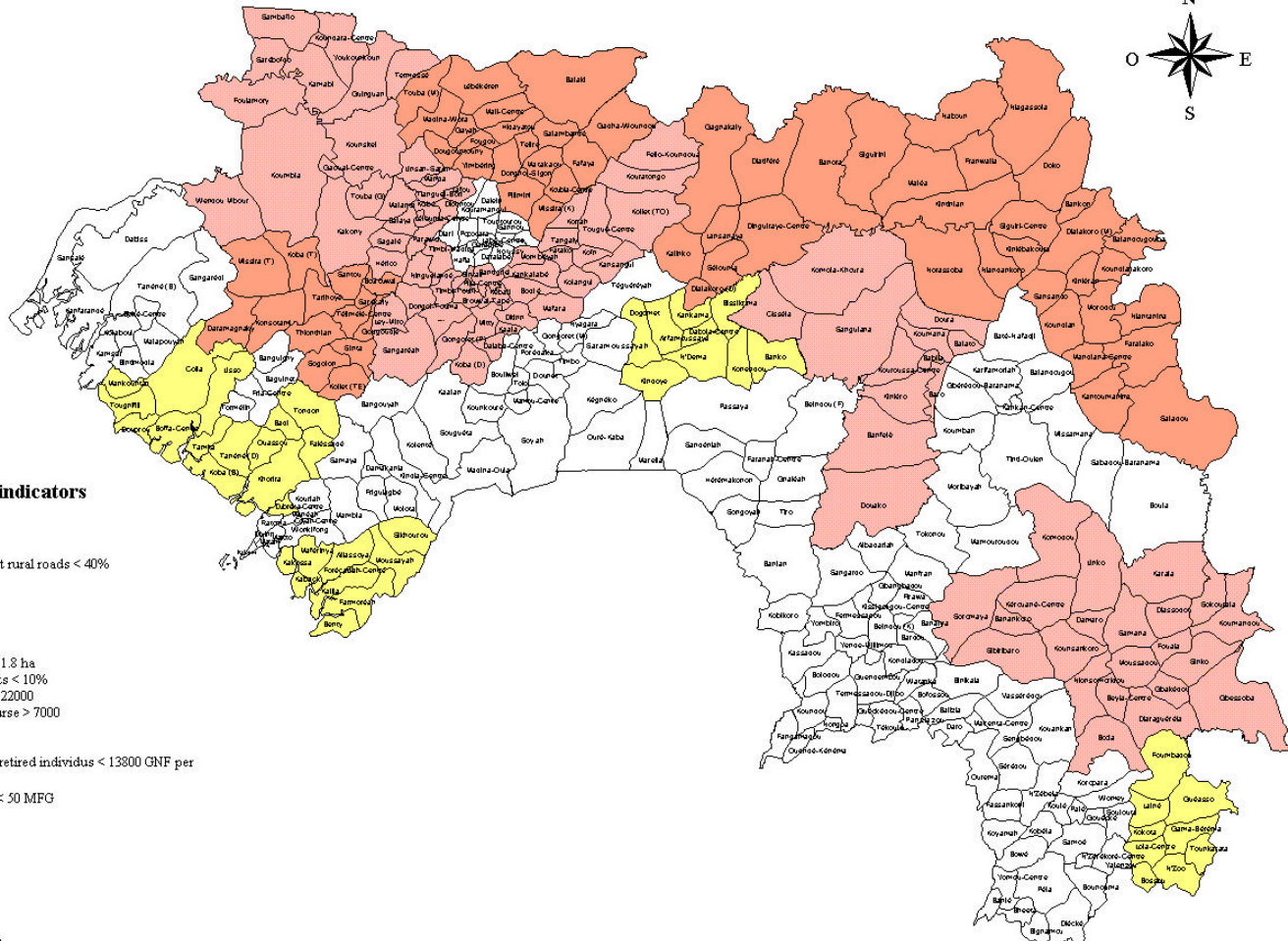
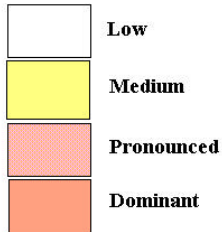
Source: Republic of Guinea, Ministry of Planning and Cooperation, "Establishment of a poverty map of the Republic of Guinea," March 1999.

Population density per km<sup>2</sup> per subprefecture in 1996



### Degree of poverty per subprefecture based on 15 indicators

#### Degree of poverty



#### The fifteen (15) main poverty indicators

1. Number of water points per 100 km<sup>2</sup> < 5
2. Prefectoral percentage of rehabilitated or built rural roads < 40%
3. Percentage of practicable roads < 30%
4. Electrification rate < 3%
5. Number of private telephone devices = 0
6. Surface of graded lowland < 100 ha
7. Surface of graded plains < 100 ha
8. Total cultivated surface by active worker < 1.8 ha
9. Percentage of cultivators runned by projects < 10%
10. Number of inhabitants per health center < 22000
11. Number of inhabitants per physician or nurse > 7000
12. Brute rate of schooling < 42%
13. Number of inhabitants per officeholder
14. Amount of state salaries and annuities of retired individus < 13800 GNF per capita
15. Amount of planned investments by CRD < 50 MFG

#### Echelle



Source : Ministry of Economy and Finance  
 Secretary of State of Plan

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 Coopération Technique Allemande GTZ

Table 1. Guinea: Economic and Social Development Indicators: International Comparison <sup>(1)</sup>

<i>Indicator</i>	<i>Year</i>	<i>Guinea</i>	<i>Countries in subregion</i>				<i>Developing countries</i>	<i>Less developed countries</i>	<i>Sub-Saharan Africa</i>
			<i>Côte d'Ivoire</i>	<i>Senegal</i>	<i>Mali</i>	<i>Ghana</i>			
<i>Real per capita GDP (\$, PPP)</i>	1998	1782	1598	1307	660	1735	3270	1064	1607
<i>Per capita GNP (\$)</i>	1998	530	700	520	250	390	1250	270	530
<i>Life expectancy at birth (years)</i>	1998	54 <sup>(3)</sup>	46,9	52,7	53,73	60,4	64,7	51,9	48,9
<i>Infant mortality rate (‰)</i>	1998	98 <sup>(4)</sup>	90	70	144	67	64	104	106
<i>Child mortality rate (‰)</i>	1998	177 <sup>(4)</sup>	150	121	237	105	93	161	172
<i>Maternal mortality rate (/100,000 live births)</i>	1990-98	525 <sup>(4)</sup>	600	560	580	210	-	-	-
<i>Population without access to health services (%)</i>	1981-93 <sup>(2)</sup>	55	40	60	80	75	-	-	-
<i>Population without access to safe water (%)</i>	1990-98 <sup>(2)</sup>	52 <sup>(6)</sup>	58	19	34	35	28	36	46
<i>Net primary enrollment ratio (%)</i>	1997	41.5 <sup>(5)</sup>	58,3	59,5	38,1	43,4	85,7	60,4	56,2
<i>Adult literacy rate (%)</i>	1996	25 <sup>(5)</sup>	44,5	35,5	38,2	69,1	72,3	50,7	58,5

(1) Unless otherwise indicated, data are drawn from the Human Development Report 2000 of the UNDP.

(2) Latest year available during the period indicated.

(3) RGPH, 1996.

(4) EDS, 1999.

(5) RGPH, 1996.

(6) EIBC, 1994/95.

Table 2. Guinea: Evolution of Development Indicators in Guinea

	<i>1985-1995</i>	<i>1999 or latest year available</i>
<b><i>Economy and public expenditure</i></b>		
<i>Per capita GDP (PPP \$)</i>	<i>1446 (1985-95)</i>	<i>1785 (1997)</i>
<i>Growth rate of per capita GDP (%)</i>	<i>0.8 (1985-90)</i>	<i>1.6 (1995-99)</i>
<i>Public expenditure (% GDP)</i>	<i>17.4 (1994-95)</i>	<i>14.0 (1998)</i>
<i>Current expenditure on health (% GDP)</i>	<i>1.6 (1994-95)</i>	<i>1.6 (1998)</i>
<i>Current expenditure on education (% GDP)</i>	<i>0.3 (1994-95)</i>	<i>0.4 (1998)</i>
<b><i>Health</i></b>		
<i>Annual population growth rate (%)</i>		<i>2.8 (1995-98)</i>
<i>Composite index of fertility (children per woman, A)</i>	<i>5.7 (1992)</i>	<i>5.5 (1999)</i>
<i>Life expectancy at birth (years, B)</i>	<i>45.1 (1983)</i>	<i>54 (1999)</i>
<i>Infant mortality rate (‰, A)</i>	<i>136,3 (1992)</i>	<i>98 (1999)</i>
<i>Child mortality rate (‰, A)</i>	<i>229 (1992)</i>	<i>177 (1999)</i>
<i>Maternal mortality rate (per 100,000 live births, A)</i>	<i>666 (1992)</i>	<i>528 (1999)</i>
<i>Children underweight for their height (% , C and A)</i>	<i>12 (1994/95)</i>	<i>9 (1999)</i>
<i>Children who are short for their age (% , C and A)</i>	<i>29 (1994/95)</i>	<i>26 (1999)</i>
<i>Children with no immunizations (% , children 12-23 mos., A)</i>	<i>36 (1992)</i>	<i>21 (1999)</i>
<i>Physician- or midwife-assisted births (% , A)</i>	<i>30.5 (1992)</i>	<i>34.8 (1999)</i>
<i>Sexually active women using contraception (% , A)</i>	<i>4.8 (1992)</i>	<i>6.2 (1999)</i>
<b><i>Education</i></b>		
<i>Gross primary enrollment ratio of girls (% , D)</i>	<i>20 (1991/92)</i>	<i>40 (1998/99)</i>
<i>Gross primary enrollment ratio of boys (% , D)</i>	<i>45 (1991/92)</i>	<i>68 (1998/99)</i>
<i>Female literacy rate (% , B)</i>		<i>15 (1996)</i>
<i>Male literacy rate (% , B)</i>		<i>37 (1996)</i>
<b><i>Access to basic services</i></b>		
<i>Access to safe water (% , B and E)</i>	<i>29 (1989)</i>	<i>49 (1999)</i>
<i>Access to electricity (% , A and B)</i>	<i>12.5(1996)</i>	<i>16.4 (1999)</i>

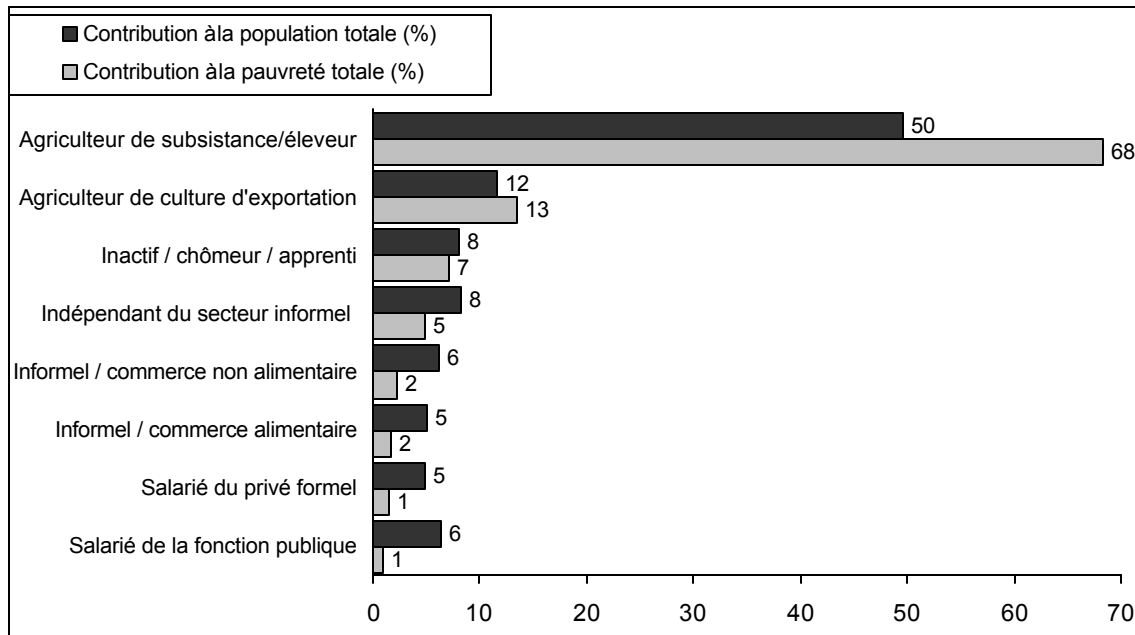
Sources: A: EDS 1992 and 1999, B: RGPH 1983 and 1996, C: EIBC 1994/95, D: MEPU/EC, E: MHE.



Table 3. Guinea: Poverty Indicators in Guinea: Regional Variations

	<i>Total</i>	<i>Urban areas *excl. Conakry</i>	<i>Rural areas</i>	<i>Conakry</i>	<i>Basse Guinée</i>	<i>Moyenne Guinée</i>	<i>Haute Guinée</i>	<i>Guinée Forestière</i>
<b>III. INCOMES/SPENDING</b>								
<i>Incidence (% with less than \$300 per person per year, B)</i>	40	24*	52	7	42	51	62	33
<i>Depth (gap between spending and \$300 per person per year, %, B)</i>	13	7*	18	1	14	17	23	9
<i>Share of nationwide poverty (% , B)</i>	100	9*	88	3	22	28	32	15
<i>Share of food in total spending (% , B)</i>	50	43*	61	36	51	61	55	57
<b>Health</b>								
<i>Infant mortality rate (%o, A)</i>	98	79	116	74	92	100	129	126
<i>Physician- or midwife-assisted birth (% , A)</i>	35	76	22	85	33	18	21	37
<i>Children with no immunizations (% , 12-23 mos., A)</i>	21	6	26	4	15	28	36	16
<i>Children suffering from chronic malnutrition (% , 3-59 mos., B)</i>	29	22*	33	19	31	30	29	33
<i>Sexually active women using contraception (% , A)</i>	6.2	13.9	3.4	13.1	4.8	2.6	6.8	6.5
<i>Composite index of fertility (children per woman, C)</i>	5.6	4.1	6.0	3.6	5.0	5.9	6.4	5.2
<b>IV. EDUCATION</b>								
<i>Female literacy rate (% , C)</i>	15	36	6	43	13	8	6	12
<i>Male literacy rate (% , C)</i>	37	60	25	63	39	30	20	34
<i>Gross primary enrollment ratio of girls (% , C)</i>	38	68	24	74	36	25	24	41
<i>Gross primary enrollment ratio of boys (% , C)</i>	52	83	40	88	51	39	38	58
<b>V. ACCESS TO SERVICES</b>								
<i>Access to safe water (% , B)</i>	52	49*	45	80	43	45	47	48
<i>Electricity as main source of lighting (% , B)</i>	19	30*	0	87	14	3	4	2
<b>VI. OTHER INDICATORS</b>								
<i>Urban population (% , C)</i>	30	100	0	100	23	9	16	22
<i>Population density (inhabitants per square kilometer, C)</i>	29	-	-	2429	31	31	14	34
<i>Gross birth rate (%o, C)</i>	40	30	43	28	41	42	48	38

Figure 1: Contribution to Total Population and Total Poverty by Socioprofessional Category (EIBC, 1994/95, Category of Head of Household)



Contribution to total population (%)

Contribution to total poverty (%)

Subsistence farmer/cattle farmer

Export crop farmer

Not working/unemployed/apprentice

Independent in informal sector

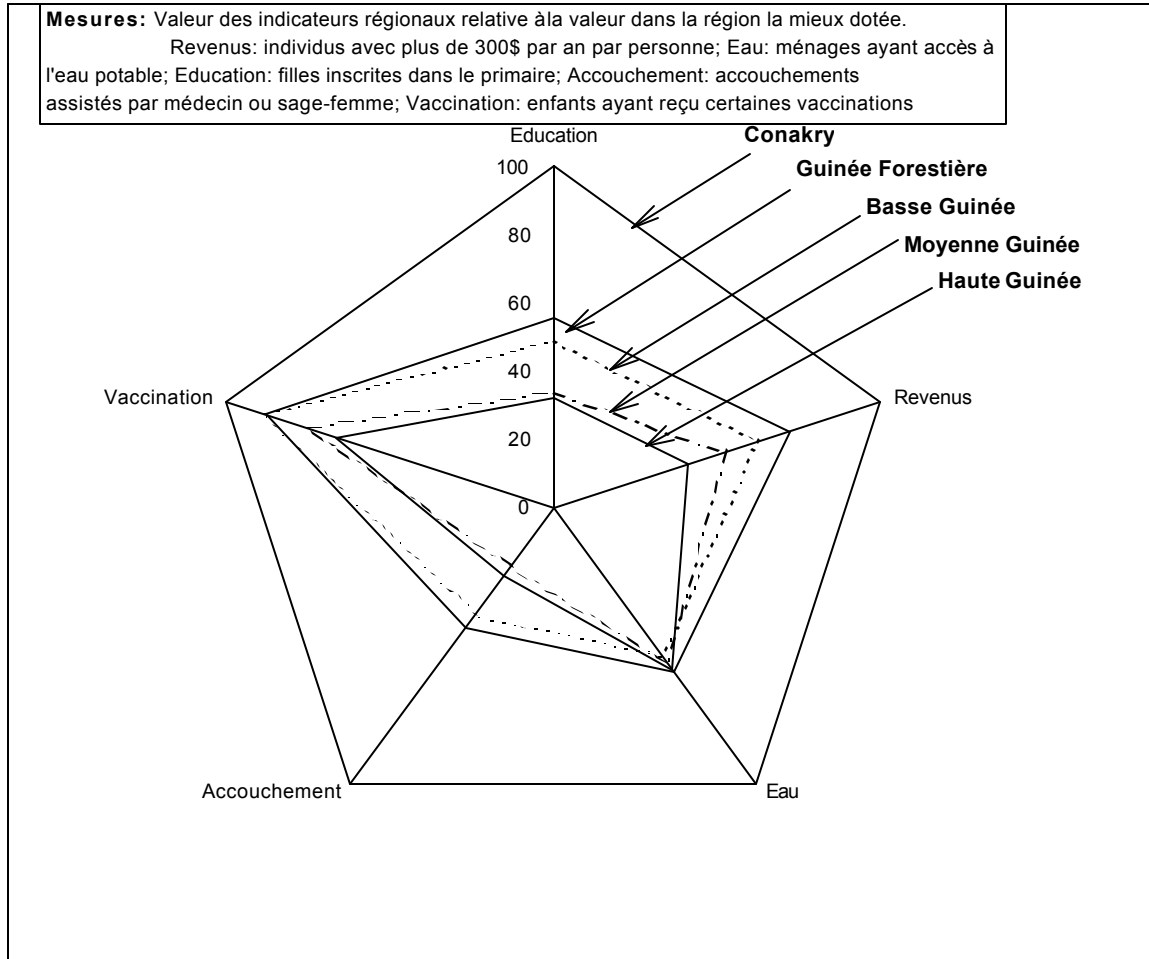
Informal sector/nonfood retail

Informal sector/food retail

Formal sector/wage earner

Civil servant

Figure 2: Regional Differences in 5 Dimensions of Poverty



Source: Table 3.

**Measures:** Value of regional indicators in relation to the value in the highest ranking region.

**Definitions :** Incomes (*revenus*): individuals with more than \$300 per person per year; Water (*eau*): households with access to safe water; Education: primary school enrollment of girls; Childbirth (*accouchement*): childbirth assisted by a physician or midwife; Vaccination: children who have received particular vaccinations.

**Note:** For reasons pertaining to the methodological approaches used by the different sources (EIBC 94/95, RGPH 96, EDS99 and appropriate ministries), there are discrepancies between some of the data in Tables 2 and 3. These concern the level of access to safe water and electricity. In the case of access to services, the most recent data have been used (those from Table 2); Table 3 serves to highlight regional disparities.

The discrepancies with respect to enrollment levels are attributable mostly to the dates on which observations for the indicators were made.

### **III. THE CURRENT STRATEGIC FRAMEWORK**

65. The current development strategy reflects the policies launched in 1985 as well as the changing economic and social environment in Guinea. The strategy is designed to reduce poverty through sustained, sustainable, and diversified growth, predicated on private sector performance in a broader context of decentralization.

66. Economic reforms call for a gradual withdrawal of the government from productive sectors, macroeconomic and financial consolidation, support for the private sector through improvements in the institutional and regulatory framework for business, continued development of basic infrastructures, and sustained investment in rural sectors.

67. Building on the experiences acquired, these reforms have gradually been bolstered by dynamic social development driven by: (i) major programs and projects to develop basic social services (particularly education, health and water supplies), (ii) decentralization and delegation of authority in public service management, and (iii) protection for disadvantaged and vulnerable population groups.

68. This chapter reviews the policies of recent years and examines their limitations.

#### **A. The Macroeconomic Framework**

69. During the period 1996-99, the government pursued a restrictive budgetary policy with a view to achieving fiscal consolidation, while monetary policy was aimed at maintaining low inflation and unifying the exchange rates.

70. These policies helped to reduce macroeconomic imbalances and create a more stable economic environment. Real GDP growth averaged more than 4 percent per year between 1996 and 1999, but it slipped back down to 2 percent in 2000, primarily as a consequence of rebel attacks on Guinea. Over the same period, the average inflation rate stood at 3.5 percent and then rose to 6.8 percent in 2000. The primary budget surplus increased from 1.3 percent of GDP in 1996 to 2.2 percent in 1998, before falling back to 1.6 percent in 2000.

71. Average investment stood at 16.1 percent of GDP in 2000, as opposed to 17.9 percent in 1996. The central bank's net foreign assets were equivalent to 1.9 months of imports at end-2000, compared to 3.57 months at end-1998.

72. The main fiscal challenges facing the Guinean authorities relate to revenue mobilization with a view to financing ambitious policies to fight poverty. Despite the many reforms introduced in recent years, including a value added tax and the signing of a contract with SGS to bolster customs revenues, fiscal revenue performance is quite poor in Guinea. The tax ratio stands at 11 percent, compared to an average of 16 percent for all the countries in the subregion. This problem of revenue performance is compounded by the issue of tax burden sharing since a sizable proportion of the economy escapes the tax net.

73. There are many obstacles to better revenue mobilization: lack of a taxpaying culture among Guinean citizens, deficient tax administration, not to mention abuses by some tax collection officials.

74. On the spending side, the allocation of the scant available resources still requires difficult trade-offs. One of the consequences has been limited transfers of funds to decentralized entities or entities with delegated authority. In addition, there is a determination to achieve quality spending as part of the strategy to reduce poverty.

### **B. Medium-Term Expenditure Framework (MTEF)**

75. The participatory process, involving grassroots consultations in connection with the National Human Development Program (PNHD) and the Strategy for Assistance to Guinea (SAG), served to identify the priority sectors for government intervention from the perspective of the general public. To ensure that public expenditure allocation reflected these strategic priorities and to enhance its efficiency, the government in 1997 adopted a medium-term expenditure framework (CDMT). The aim of this expenditure rationalization mechanism was: to prioritize resource allocations across sectors and within sectors; and to implement a public service delivery system based on accountability (with ex-post evaluation to be provided through the use of objective, measurable performance indicators).

76. The government decided to begin implementation of the medium-term expenditure framework (CDMT) by using it for four priority sectors in 1998 (education, health, rural development, and road infrastructure). In 1999, this application of the CDMT approach was expanded to include three additional sectors (justice, urban development and housing, and social affairs).

77. The proportion of the nonwage operating budget (titles III and IV) accounted for by the first four priority sectors taken together increased from 25.5 percent in 1997 to 29.2 percent in 1998, and 32 percent in 1999. However, partly as a result of the delays involved in mastering the CDMT approach, budget execution levels were less satisfactory in 1998. The rate of execution was 82 percent in 1998 compared to 80 percent in 1997 for education, and 56 percent in 1998 as against 59 percent in 1997 for the health sector. In 1999, the execution of the nonwage operating budget for health rose to 65 percent.

78. In tandem with the restructuring of expenditure according to the CDMT approach, the government implemented a package of measures designed to strengthen budget tracking and supervision, to enhance the regulatory framework governing the treatment of public expenditure, and to standardize and simplify budget procedures.

79. The reform made it possible to increase awareness of the linkage between resources allocated and the objectives to be achieved and it helped inculcate a more rational approach to expenditure planning and management by civil servants, yet it must be admitted that the government did not achieve all of the expected efficiency gains. This failure stems primarily from the poor grasp of the MTEF approach by the departments concerned and the deterioration of the fiscal situation owing to the lack of external budget support and the financial costs of the

military conflicts in the subregion, especially the rebel attacks on Guinea's 1,200 kilometers of borders with Liberia and Sierra Leone.

### C. Delegation of Authority and Decentralization

80. A reform of territorial government was initiated in 1986. At first, this reform focused on delegation of government authority and decentralization.

81. Laws and regulations delegated authority at three levels:

82. **Regions:** This is the first level of delegated authority. The reform created seven administrative regions within the country and a Special Conakry Area governed by specific rules (1995 legislation).

83. **Prefectures:** This is the second level of delegated authority. True responsibility for the implementation of the central government's national and sectoral policies and programs rests at this level. Thirty-three prefectures were created to cover all of Guinea's national territory (legislation of June 1987 and January 1989).

84. **Subprefectures:** This is the third and last level of delegated authority from the central government in rural areas. This is the local territorial unit for conducting and implementing development actions and the central government's administrative actions. This level corresponds in particular to the Rural Development Community (CRD).

85. The decentralization objectives of the reform led to the definition of a legal framework and the establishment of decentralized local authorities in urban and rural areas. Legislation and regulations enacted in March 1986 and April and October 1990 govern the financial and administrative structure of these entities.

86. The current configuration of the decentralized entities is as follows:

- 38 urban communes, including 5 communes in the city of Conakry, encompassing 330 neighborhoods;
- 303 rural development communities (CRDs), encompassing 2,300 rural districts.

87. These local government entities are all financially autonomous and have one deliberative body (a communal council in the case of the urban communes, and a community council in the case of the CRDs) and one executive body (a Mayor's office for the communes, and a President's Office for the CRDs).

88. The participation of civil society through a variety of grassroots organizations (NGOs, cooperatives, and professional associations, etc.) has reinforced the decentralization process. At this writing, Guinea has 690 domestic NGOs, 78 foreign NGOs and approximately 3,800 cooperatives and associations. Thus, significant progress has been achieved at the institutional level in decentralizing the development management process.

89. In practice, the process has encountered a variety of obstacles. These include resistance to change in central government and local government, the limited capacity of grassroots organizations to design, prepare, manage and evaluate development projects, and a lack of financial resources.

90. To address this situation, the government has started various discussions and consultations at the grassroots level in recent years. The results confirm the public's commitment to playing a role in managing development. The Village-Level Community Support Program (PACV) and Capacity-Building for Service Delivery Program (PRCI) were introduced to provide the utilities and local governments with the skills required for effective action to promote development.

91. It should be pointed out that gender inequality is still blatant in the distribution of decision-making positions. The mayors, communal council members and community council members are all men. The same situation prevails in the entities with delegated authority. Few women have decision-making power in prefectures or subprefectures. Gender issues will obviously have to be taken into account to enhance the involvement of women in these decision-making bodies and to ensure that the differing needs and interests of men and women in various areas are given due consideration.

#### **D. Bolstering the Private Sector**

92. Guinea has been engaged in a program of market-oriented economic reforms since 1985. One of the key aspects of this reform is the transfer of responsibility for growth and job creation to the private sector. Thus, the central government is withdrawing from production and marketing activities by means of a vast privatization program.

93. To facilitate this process, accompanying measures have been implemented, including policies to strengthen transportation, energy and telecommunications infrastructures and measures to improve business law and regulations. These measures have been backed up by a drive to consolidate the macroeconomic and financial environment and the establishment of an institutional framework to support the private sector.

94. The entities created for this purpose include the Private Investment Promotion Board (OPIP), the Enterprise Support Agency (3AE), the Export Promotion Center (CAE), the Craft Industry Promotion and Development Board (OPDA), and the Mining Promotion and Development Center (CPDM). Various trade bodies have also been established, including a Chamber of Mines and an Investors Club.

95. Yet, it must be acknowledged that these reforms have produced meager results. **Long-term investment, which is needed to expand and modernize production capacities (especially in farming and processing industries) and to enhance the country's development potential, has fallen short of expectations.**

### **Box 1. Guinea: Obstacles to Private Sector Development**

This situation means that the main obstacles to growth and a substantial reduction in poverty still have to be overcome. Part of the problem stems from the difficulties encountered in: (i) restoring a public service ethic conducive to private sector development; (ii) strengthening the administrative and legal environment, which is a prerequisite for a flourishing private sector; (iii) improving basic infrastructures; (iv) enhancing the effectiveness of support bodies such as chambers of commerce, industry and agriculture, employers' associations, the Private Investment Promotion Board, and the financial system; and (v) ensuring access to information and closer consultation between the central government and the private sector.

### **E. Rural Development**

96. The rural sector has been a consistent priority of government policy for the last 15 years. This reflects the importance of diversifying the economy (traditionally dominated by the mining sector) and of reducing poverty in rural areas. The main features of the sectoral policy were identified in 1991 in the Letter of Agriculture Development Policy (LADP 1), and further updated in LADP 2 in 1997. These primarily focus on:

- ensuring food security by expanding the volumes of food production and improving distribution channels;
- contributing to economic growth and boosting export revenue;
- giving people better income-earning opportunities by diversifying production and boosting farm productivity;
- promoting private investment in the rural sector through further efforts to withdraw the government from commercial activities and enhance the legal and regulatory framework;
- strengthening the efficiency of agricultural projects and services and further developing basic infrastructure;
- protecting the environment and ensuring the rational and sustainable use of natural resources.

97. The implementation of this policy has led to significant progress on a number of fronts. Real growth in GDP in the rural sector averaged 4.1 percent between 1992 and 1997, 5.2 percent in 1998 and 5.5 percent in 1999. With its growth outpacing overall GDP, the rural sector has been especially buoyant in recent years. Food and livestock production has benefited greatly from this dynamic performance (between 1991 and 1997, rice production increased 26 percent, while the production of corn, cassava, and meat grew by 74 percent, 170 percent, and 48 percent, respectively).



98. In the efforts to boost agricultural exports, coffee, cotton, fruits (pineapple and mango in particular) and hevea rubber are the main products targeted. While the results are encouraging and may point to a more favorable outlook for exports of cotton (30,000 metric tons exported in 1998, compared to 12,547 metric tons in 1995) and hevea rubber, coffee and fruit exports have made limited progress.

99. These results notwithstanding, the challenges involved in developing and modernizing the rural sector remain considerable. The gains in food production primarily reflect the expansion of surface areas under cultivation. The improvement in yields has been negligible: between 1991 and 1995, average yields increased from 1.38 to 1.43 metric tons per hectare for rice, from 0.96 to 1.03 metric tons per hectare for corn, and from 0.87 to 0.91 metric tons per hectare for groundnuts, and decreased from 7 to 6.1 metric tons per hectare for cassava. The low level of private investment and the persistence of traditional practices—partly reflecting low skill levels within the sector—have not been conducive to a reform of the sector leading to significant reduction in rural poverty and ensuring the rational use of natural resources. The modernization of the production structure is an essential step in reforming rural sector production and productivity.

100. The constraints impeding the rural sector's development are numerous and include: the severe decline in production potential (soil, water, and forests), a legacy of farming methods that have remained at a virtual standstill for decades; insufficient rural infrastructure (dirt roads, irrigation facilities etc.); and deficiencies in the framework governing private sector development (access to land and secure land tenure, access to and cost of financial services, scant support services, etc.). The outlook for the rural sector's development will be largely contingent upon the reforms implemented to overcome these constraints.

## **F. Social and Poverty Reduction Policies**

101. It is helpful to examine past efforts to reduce poverty to their impact and learn from past mistakes when drafting and implementing the new poverty reduction strategy.

102. The need for specific actions to reconcile economic progress and social development became apparent in the early phase of the Economic and Financial Program (PREF). Various programs and projects were launched in all the main social sectors.

103. In the following sections, we review efforts in the education and health sectors, looking at the progress achieved and the obstacles and challenges remaining to be overcome in the context of the poverty reduction strategy. This is followed by a presentation of the Human Development Initiative (HDI) and the World Bank's Country Assistance Strategy for Guinea (CAS). These two major initiatives were launched in 1995 and 1997, respectively, to make people the core focus of development policy. One of the most original features of these initiatives has been the participatory process used to formulate and validate them.

### ***Education Policy***

104. Back in 1985, an analysis of Guinea's educational system revealed the need for sweeping changes in the system's structures and content, as well as its aims. The government initiated

reforms that led to (i) the adoption of an Education Policy Statement in 1989, and the launch of two Educational Sector Adjustment Programs (PASE I, from 1990 to 1994 and PASE II from 1996 to 2002) in the pre-university subsector; (ii) the adoption of a Technical and Vocational Training Policy Statement in 1994; (iii) the drafting of a Higher Education and Scientific Research Development Letter; and (iv) the launch of a Support Program for the Development of Higher Education (PADES). Furthermore, the education sector was opened up to private initiatives in keeping with the government's market-oriented policy choices.

### *Achievements of past policies*

105. The implementation of this policy produced genuine progress in primary education. The gross enrollment ratio increased from 26.81 percent in 1990 to 57 percent in 2000. The gross enrollment rate for girls stood at 44.3 percent in 2000, as opposed to 7.3 percent in 1990.

106. Yet, infrastructure development and the hiring of teaching staff failed to keep pace with expanding enrollment. The pupil-classroom ratio increased from 41 to 43 between 1990 and 2000 and the pupil-teacher ratio increased from 38 to 46. The teacher-classroom ratio in rural areas fell from 1 to 0.8 over the same period. This situation explains the existence of multigrade classes in rural areas. In urban areas, the pupil-classroom ratio rose from 80 to 120 in places, while the teacher-classroom ratio fell from 1.1 in 1989 to 0.9 in 1999. This situation gave rise to the double shift schedule (see Table xx in Annex 2.3).

**Table 4. Guinea: Gross School Enrollment Ratio by Region and by Gender**

Regions	1998/1999			1999/2000		
	Girls	Boys	Total	Girls	Boys	Total
Conakry	76.8	96.6	86.5	83.1	102.4	92.5
Boké	38.4	68.4	53.1	41.9	70.7	92.5
Faranah	30.2	62.8	46.1	38.0	71.5	54.4
Kankan	28.3	59.9	43.8	30.6	57.8	43.9
Kindia	36.4	68.0	51.9	39.5	67.1	53.0
Labé	29.9	46.4	37.9	37.9	54.0	45.8
Mamou	26.7	51.7	38.9	36.0	61.8	48.7
N'zérékoré	40.0	75.3	57.2	38.1	65.5	51.5
National	39.9	67.6	53.5	44.3	69.7	56.7

Source: MEPU/EC

107. Despite this substantial progress the gross primary school enrollment ratio still falls far short of the 72% average for the countries of sub-Saharan Africa.<sup>1</sup> Moyenne Guinée and Haute Guinée had the lowest gross enrollment ratios at 38 percent (49.0 percent for boys and

<sup>1</sup> EIBIC 1994 – 1995 PADSE; National Statistics Directorate; Ministry of Planning and Cooperation

28.3 percent for girls) and 45.0 percent (61.4 percent for boys and 29.2 percent for girls) respectively.

108. This is compounded by the high proportion of pupils repeating grades, which stood at 26.2 percent in 1998/99. This figure is indicative of the crisis in school performance. The proportion pupils repeating grades are 34.0 percent in Conakry for both sexes.

### **Box 2. Guinea: Primary Education**

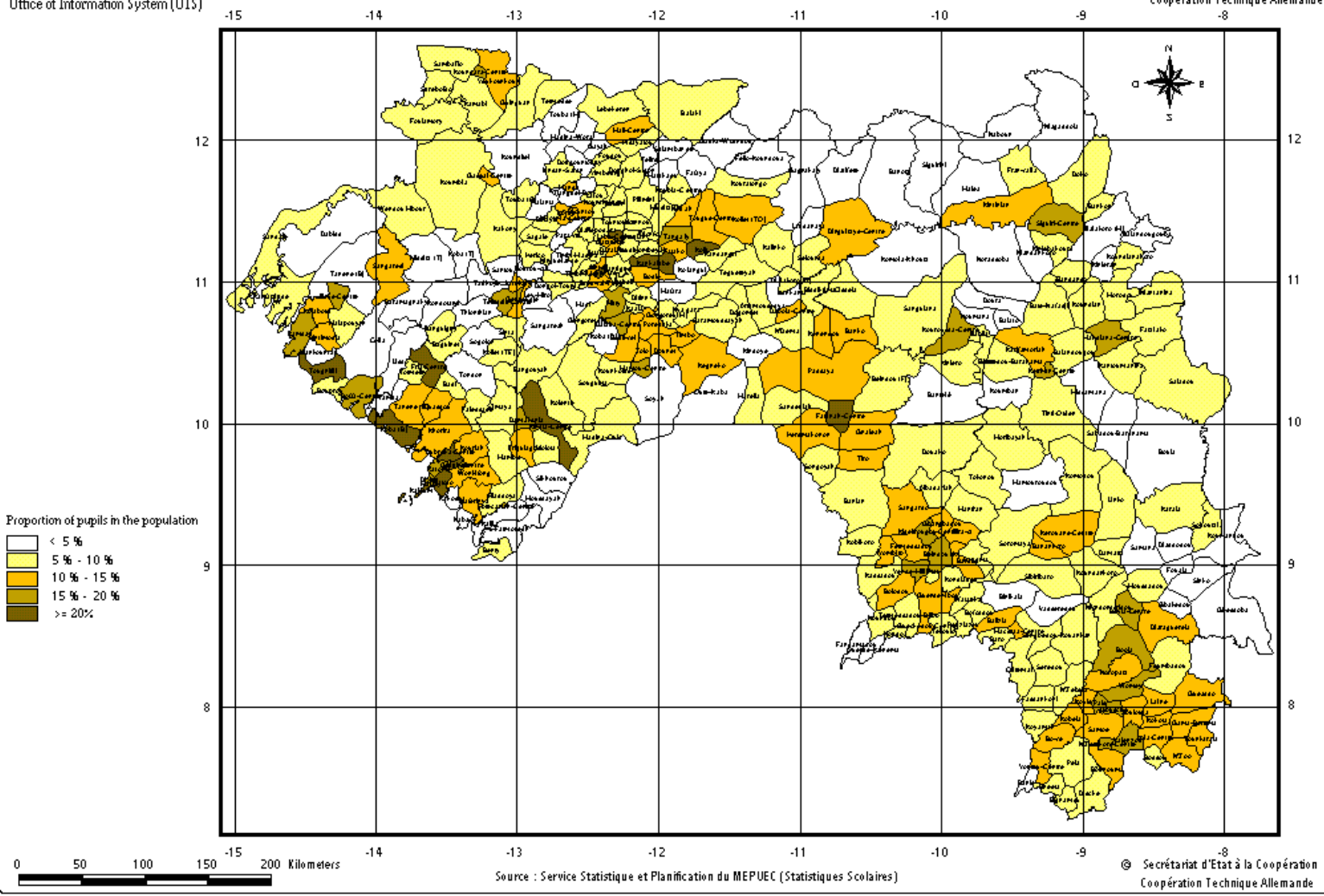
As is the case for other development actions, conditions for access to education vary throughout the country.

The following maps show the ratio of pupils to the total population, the pupil-classroom ratio, and the pupil-teacher ratio. They provide a clearer picture of primary education in Guinea. These maps underscore the following points:

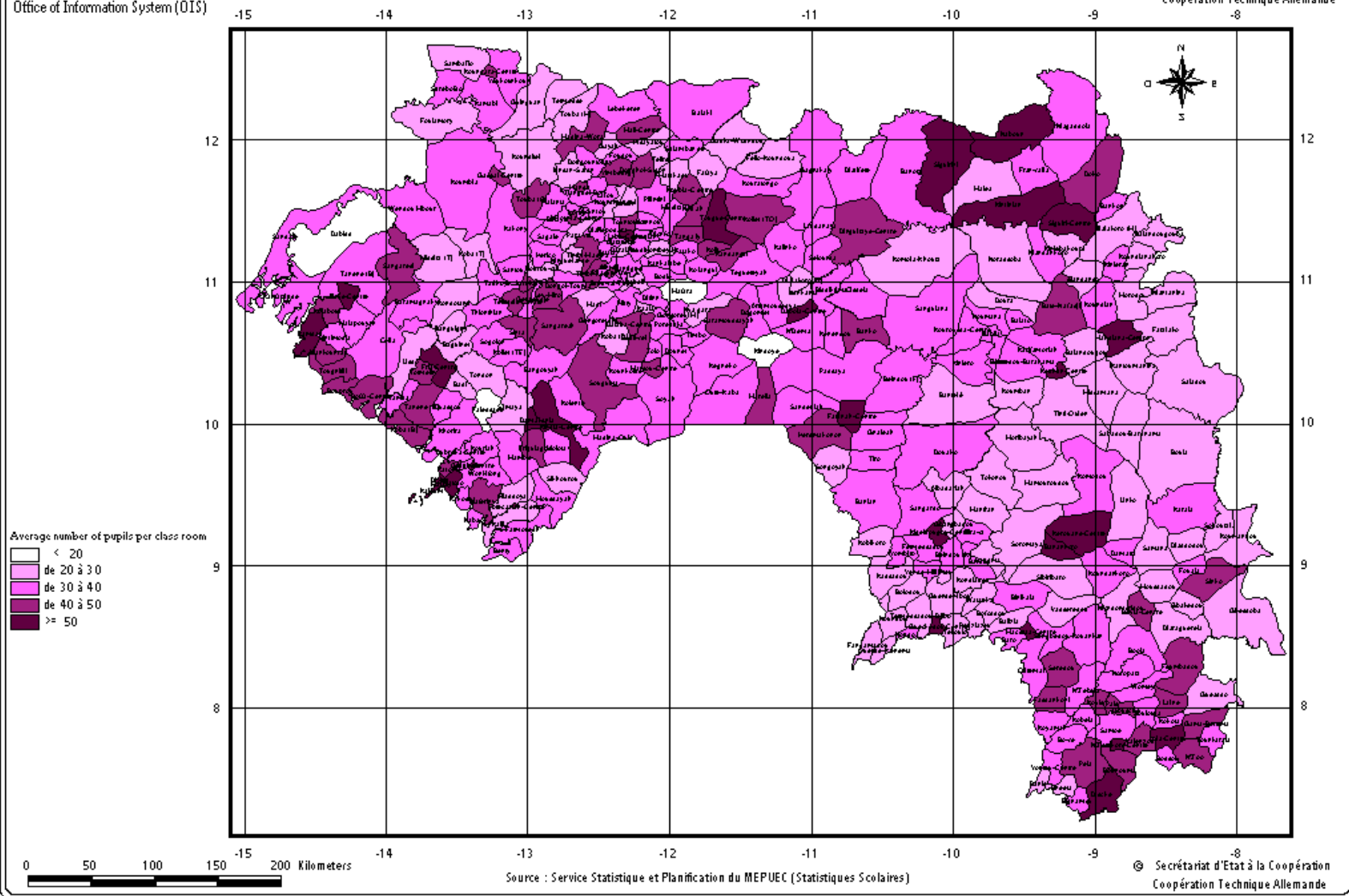
- the poverty profile is apparent at the regional level;
- the ratio of pupils to total population, the pupil-classroom ratio, and the pupil-teacher ratio are usually lower in areas with low population densities. This highlights the need for greater investment (proportionate to population numbers) as well as planning tools (e.g., criteria for school construction) that are suited to specific regional characteristics. This is necessary to ensure uniform conditions for pupils in different areas of the country.

Cooperation Secretary of State (CSS)  
 Cooperation National Head office (CNH)  
 Office of Information System (OIS)

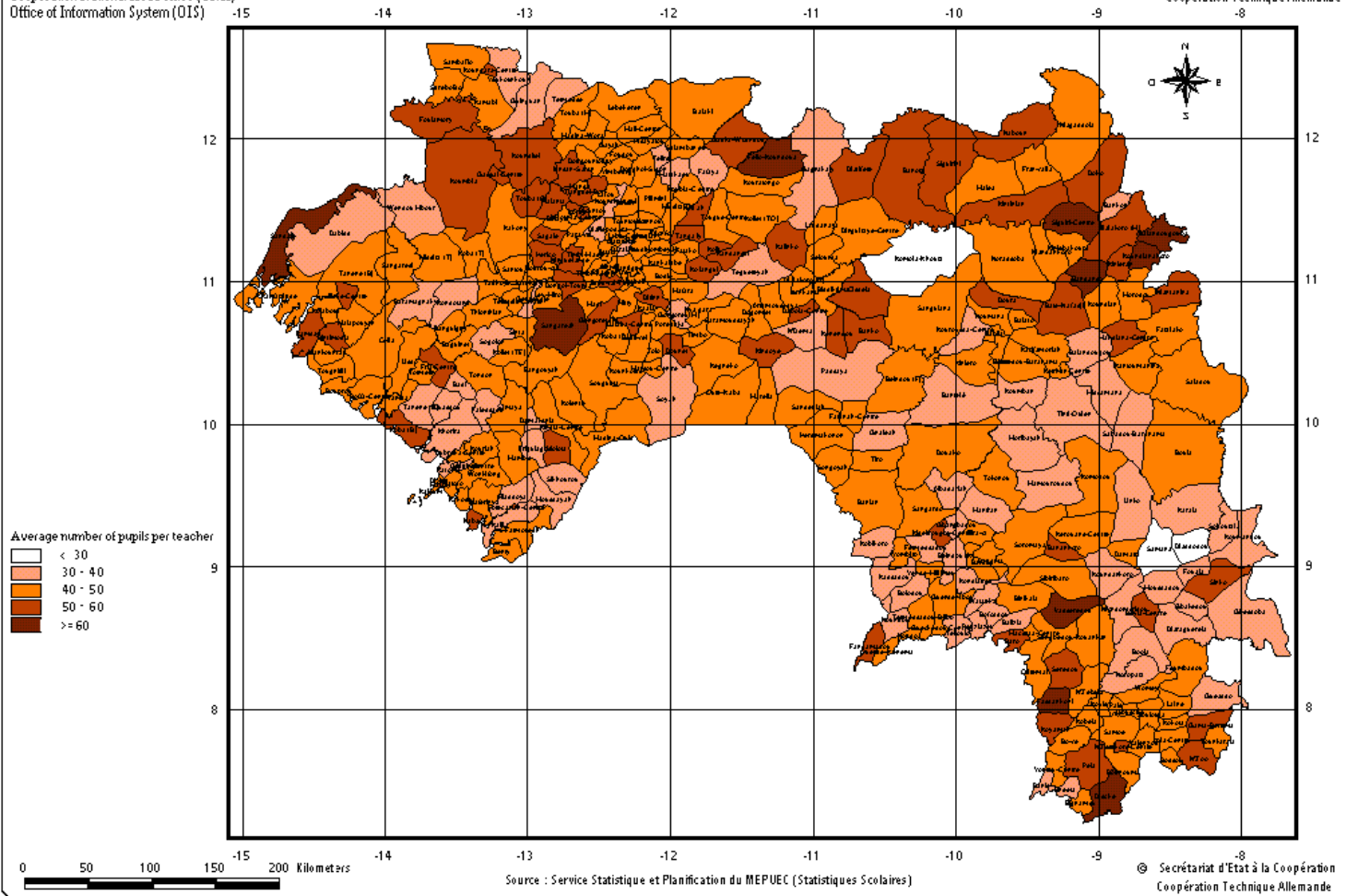
Proportion of pupils in the population per Subprefecture in 2000



Average number of pupils per class room and per prefecture in 2000



Average number of pupils per teacher and per prefecture in 2000



109. The efforts made between 1991 and 2000 helped to double the number of pupils in secondary schools and increased the number of secondary school classrooms to 2,897 in 1999, as opposed to 1,601 classrooms in 1990. However, the proportion of pupils repeating grades (29.3 percent in 1999) is higher than it is in primary schools.

110. The progress achieved through reform of technical and vocational training includes early training for elementary school teachers, engineering courses in vocational training centers (CFP), new courses for midwives, laboratory technicians, nurses and others, distance learning for master craftsmen and young graduates, modernization of apprenticeships and new courses for an “Advanced Technician’s Certificate” in heavy machinery and mining machine operation, created in partnership with the CBG.

111. Until now the technical and vocational training system has been driven by the training options available. This meant that trainees in some trades were unable to find work, while there was a shortage of skilled labor in other trades.

112. The results of consultations and reform in higher education include administrative and financial autonomy for higher education and research institutions, the establishment of a system for evaluating teaching and research personnel and recognizing their qualifications, restructuring of the university curriculum and training programs, adoption of a science and technology framework act, and the establishment of new research and development institutions (Agricultural Research and Extension Institute of Guinea (IRVAG) and the Medicinal Plant Processing Center (CRVPM)).

#### *Weaknesses of the System*

113. The educational system as it stands suffers from a lack of coherence. The main problems are the lack of a comprehensive vision of the sector and the lack of coordination between the various players in the system.

114. This situation has led to a compartmentalization of curricula between primary, secondary, vocational and higher education courses, leaving no opportunities for pupils to change paths. This leads to a high dropout rate between the different levels. No qualification has been defined as the minimum necessary for the social integration of students. Material and human resources are wasted through duplication of services within the system. There are conflicting duties and responsibilities, and teachers are leaving the system. Underqualified contract workers account for more than 43 percent of the teachers working.

115. In addition, the school enrollment rate is lower than the average for the countries in the subregion. There is a shortage of teachers, especially in rural areas, and gender disparities. A high proportion of pupils repeat grades and drop out. Teachers and researchers lack academic qualifications. Infrastructures and equipment are old and worn out. There is no research and technology policy that can make an effective contribution to social and economic development.

## **Health Policy**

116. Guinea is committed to the “Health for All” objective. In keeping with this commitment, its national health policy is based on the primary health care strategy adopted by the WHO in 1978, relying on the harmonious integration of curative, preventive and promotive care, promotion of individual, family and community health, and community participation in the planning, financing, provision and evaluation of health actions.

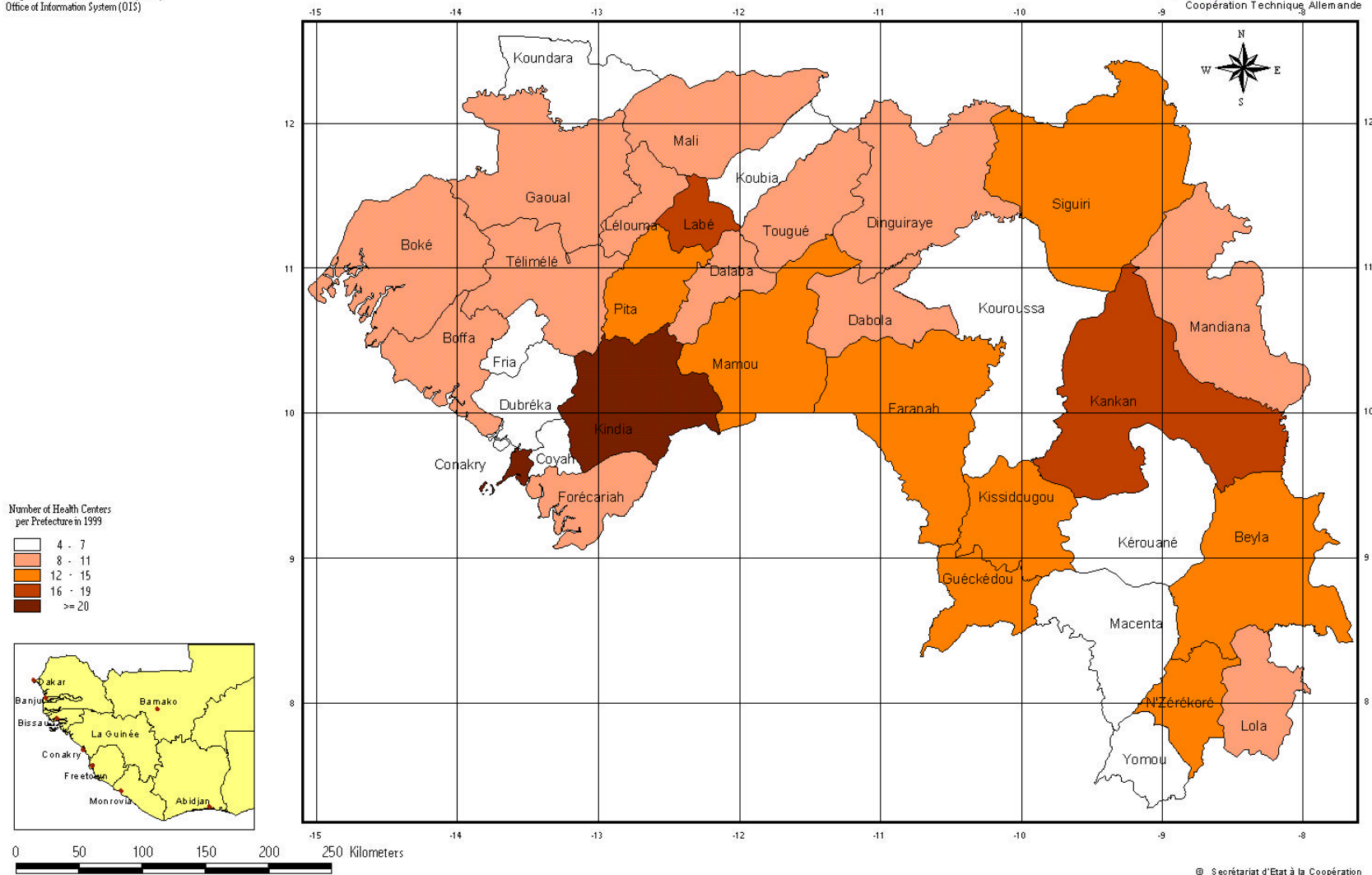
117. The objective of this policy was to improve the health of the whole population, and especially, the health of vulnerable groups such as mothers with children. Implementation began in 1987 with a primary health care program called PEV/SSP/ME (expanded immunization and primary health care with the provision of essential drugs) and the hospital reform program. The results of the policy include an increase in the number of health centers and health posts, an increase in immunization coverage from less than 5 percent in 1988 to more than 62 percent in 1998, the introduction of a rationalized service management system, and widespread establishment of health care structures.

118. The mortality rate for children under the age of 5 years has fallen most sharply in rural areas. This confirms that the community-based health care system was the right choice and that it has had a positive impact. The child mortality rate in rural areas declined from 275.8 per thousand to 210.6 per thousand, while in urban areas it fell from 175.5 per thousand to 148.7 per thousand.

119. Yet, the health system in Guinea still faces several challenges, stemming primarily from the shortage and poor quality of the services provided, the limited geographical coverage of the health structures, and the population’s lack of financial resources, which makes access to health care difficult. The following maps show the development of health services in Guinea.



### Number of Health Centers per Prefecture in 1999



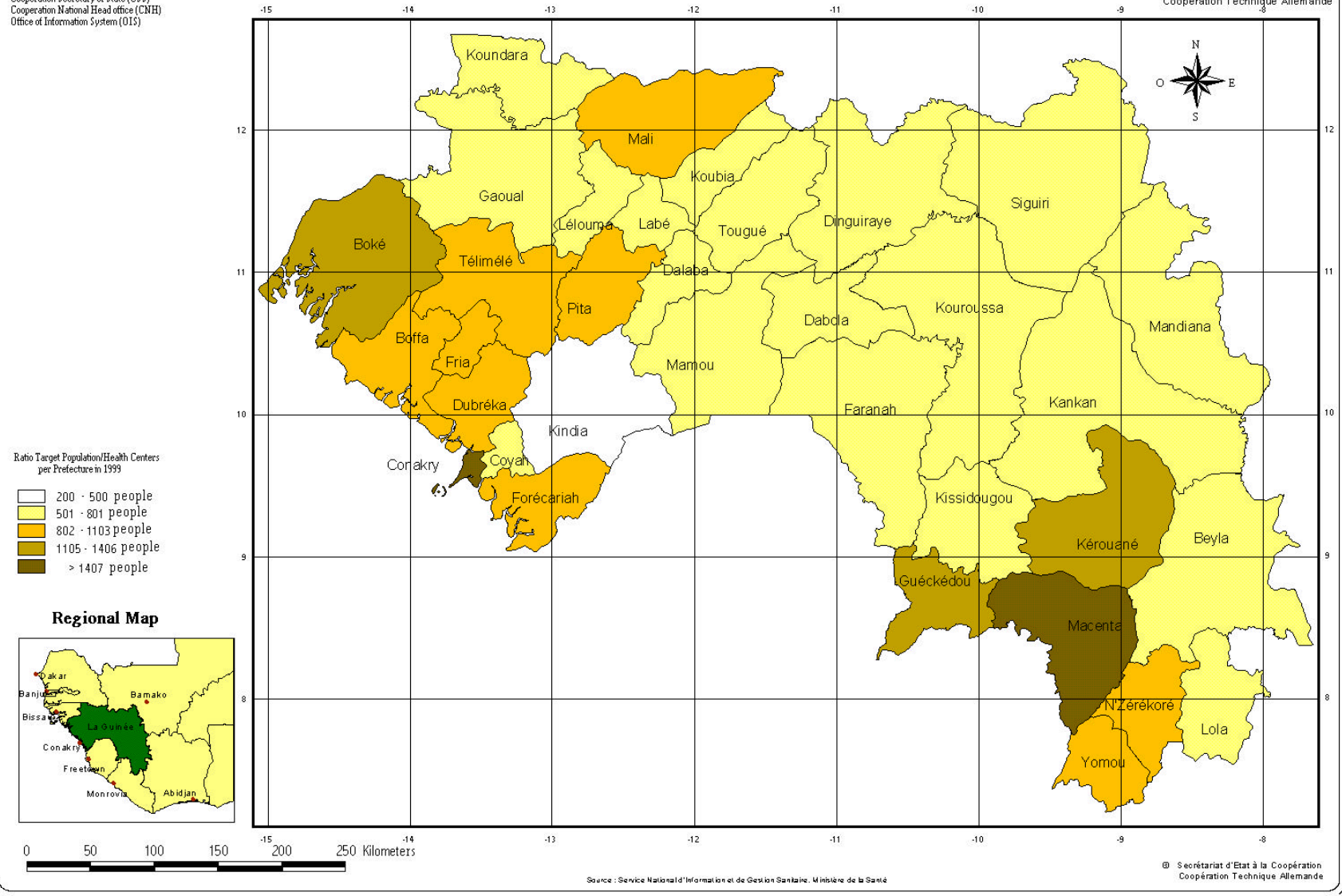
Source : Service National d'Information et de Gestion Sanitaire, Ministère de la Santé

### Ratio Population/Health Center per Prefecture in 1999



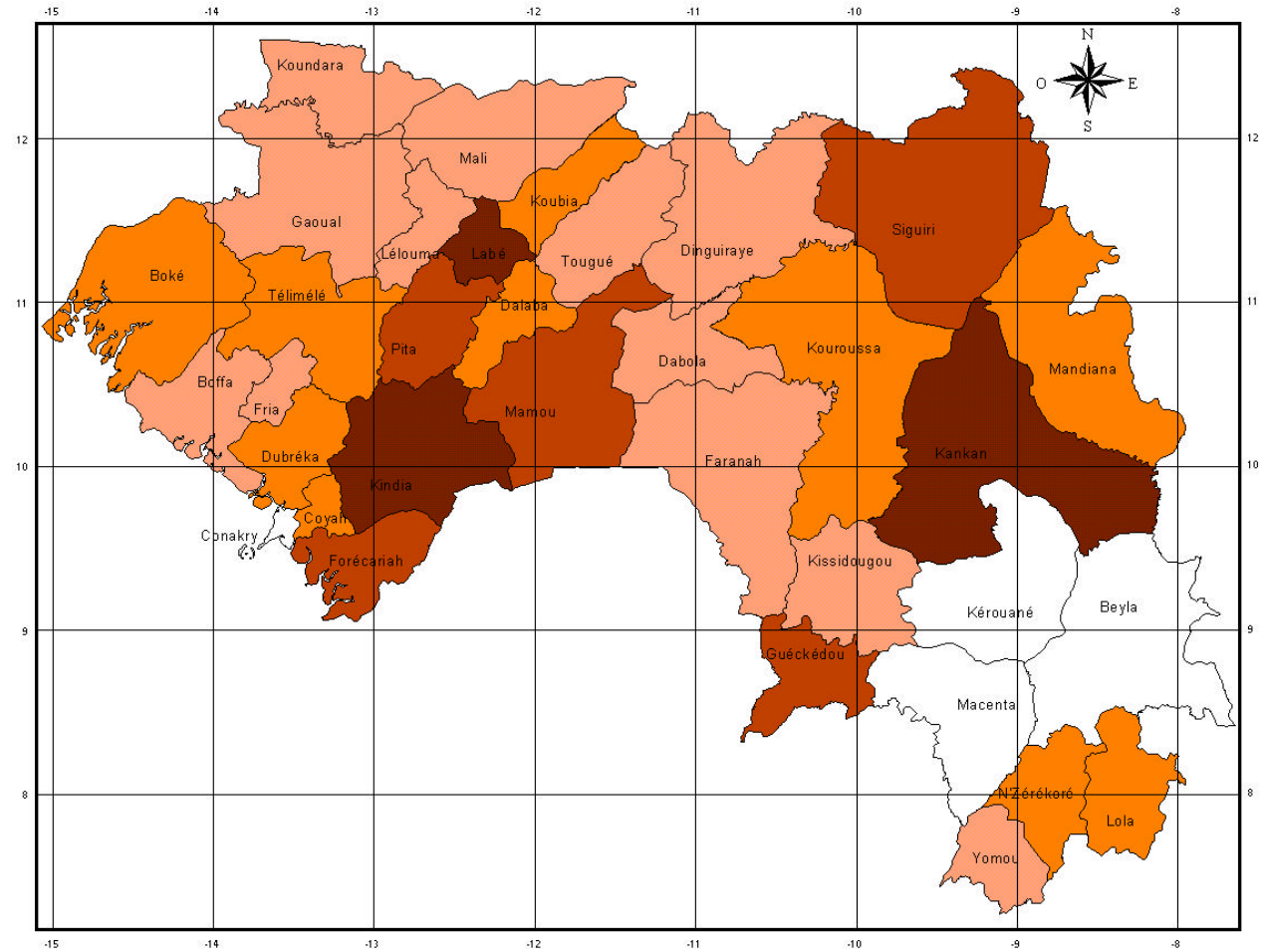
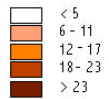
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### Number of Health Stations per prefecture in 1999

Number of Health Stations per Prefecture in 1999



Source : Service National d'Information et de Gestion Sanitaire, Ministère de la Santé

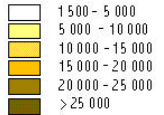
Number of women in age to procreate assisted by Midwife and per Prefecture in 1999



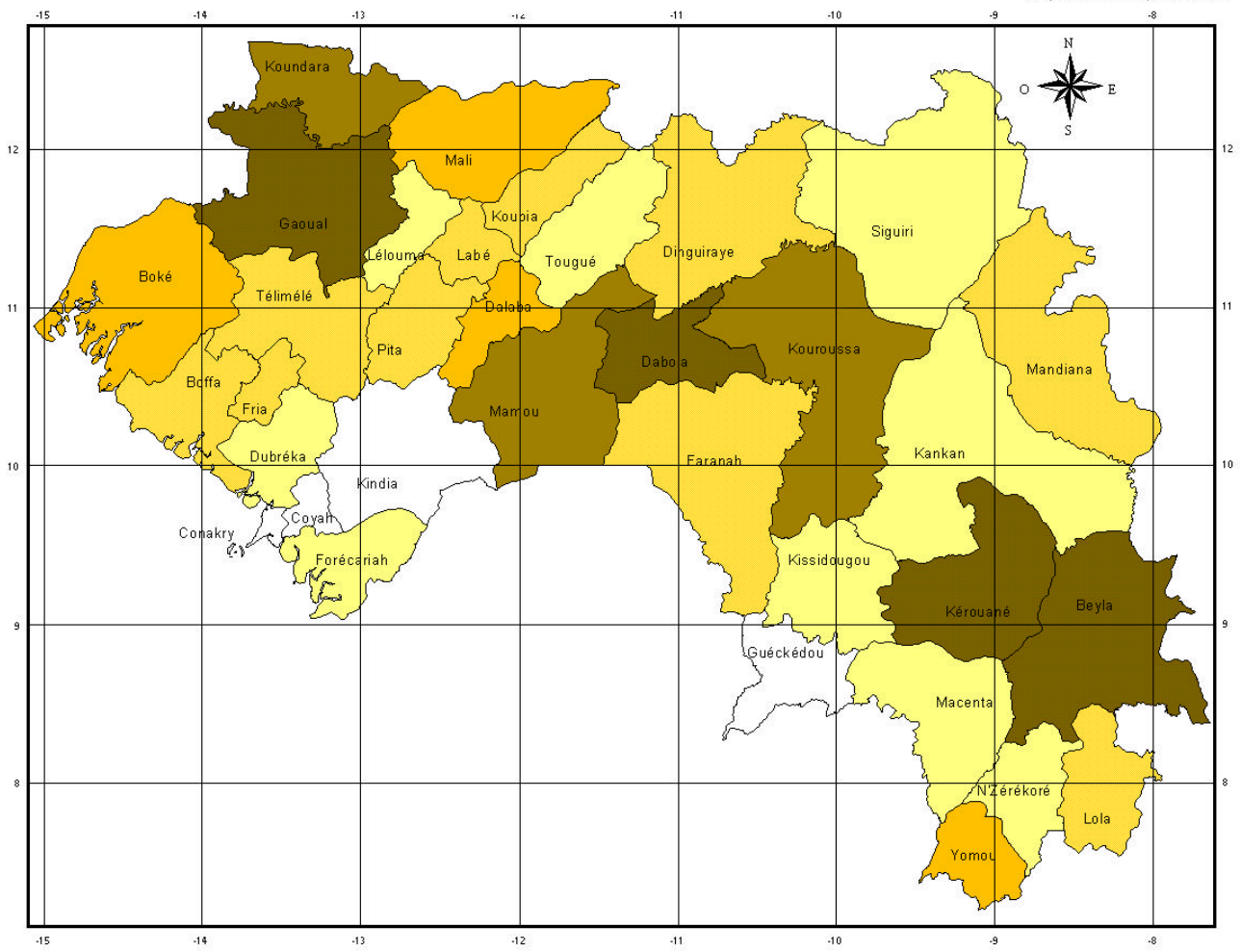
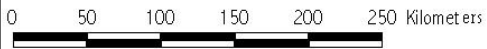
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Number of women in age to procreate assisted by Midwife and per Prefecture in 1999



Regional Map



Source : Service National d'Information et de Gestion Sanitaire, Ministère de la Santé

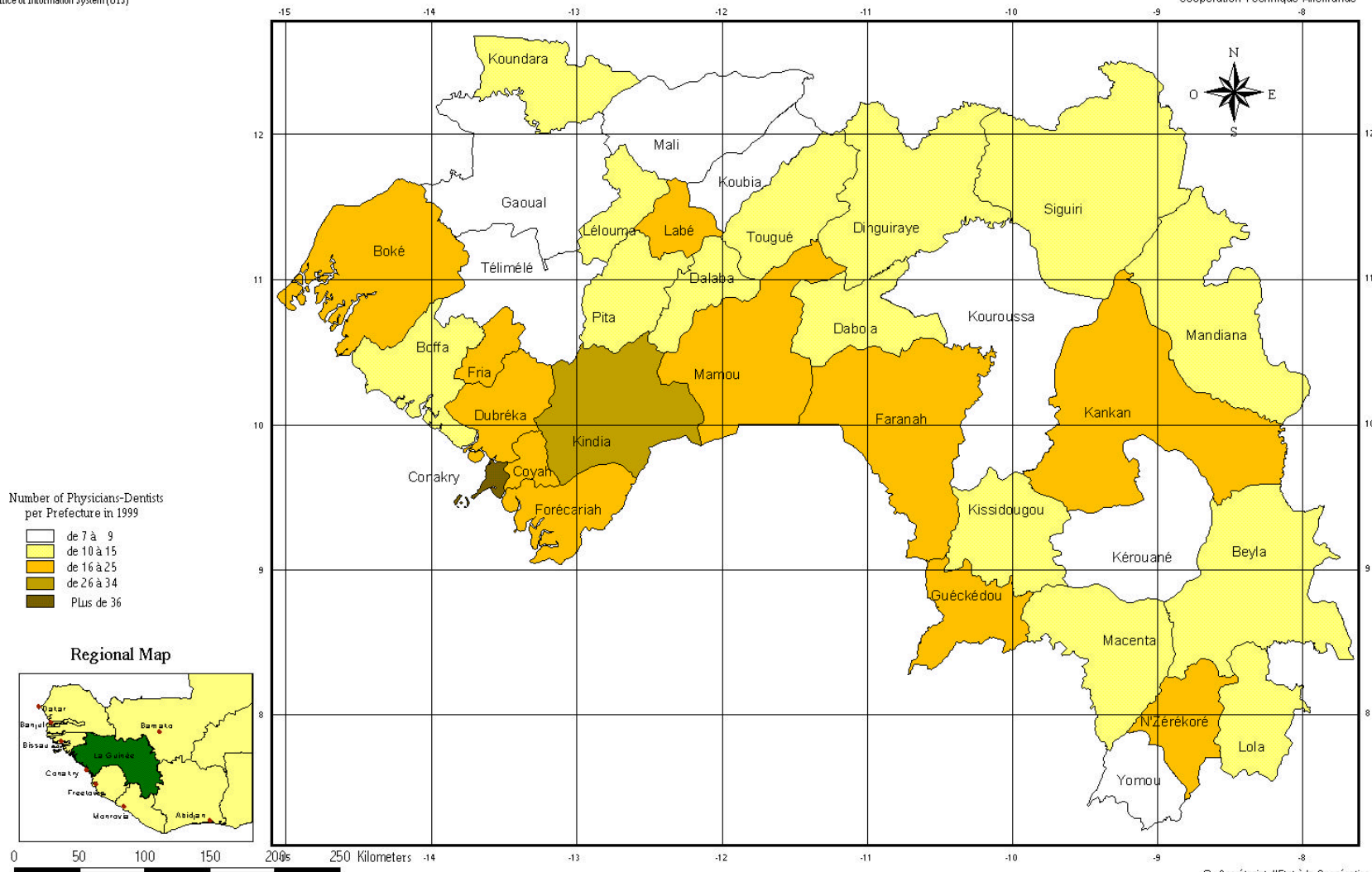
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### Number of Physicians-Dentists per Prefecture in 1999

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Number of Physicians-Dentists per Prefecture in 1999

- de 7 à 9
- de 10 à 15
- de 16 à 25
- de 26 à 34
- Plus de 36



0 50 100 150 200 Kilometers

Source : Service National d'Information et de Gestion Sanitaire, Ministère de la Santé

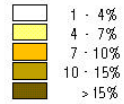
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Percentage of children having taken the first dose of Poliometite vaccine per Prefecture in 1999

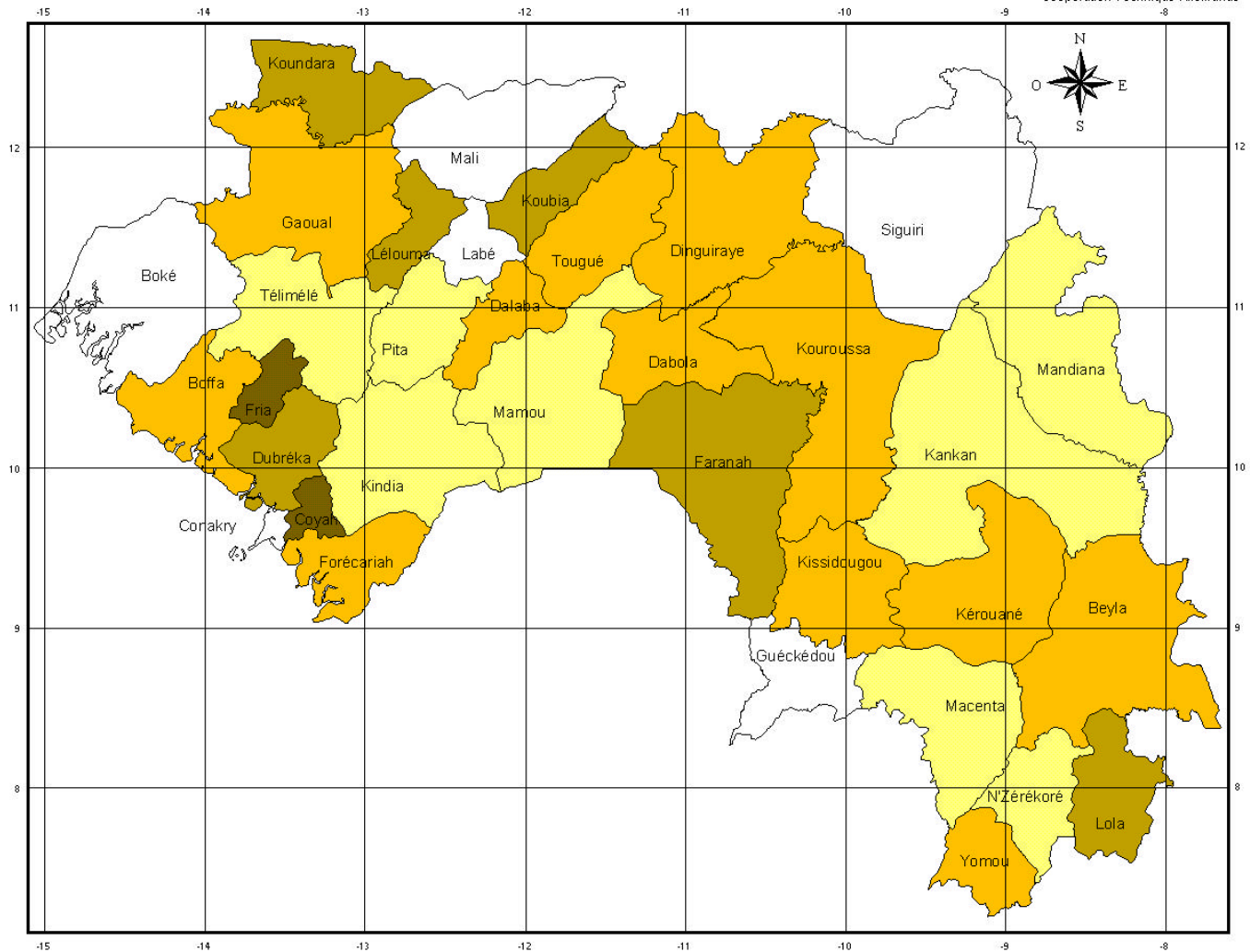
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Percentage of children having taken the first dose of poliometite vaccine in 1999



Regional Map



Source : Service National d'Information et de Gestion Sanitaire, Ministère de la Santé

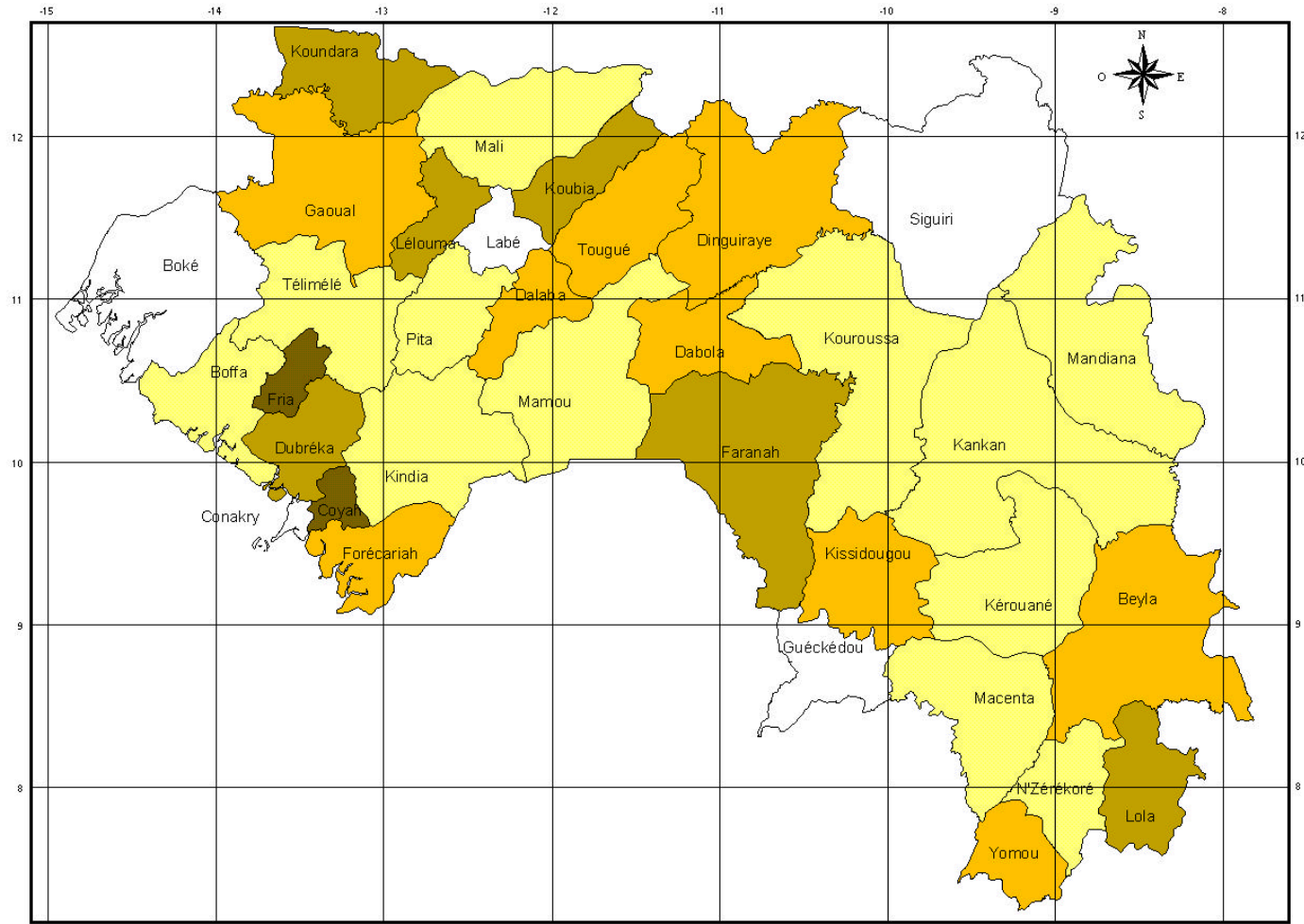
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Percentage of children having taken the third dose of Poliometite vaccine per Prefecture in 1999



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Percentage of children having taken the third dose of Poliometite vaccine in 1999

- 1 - 4 %
- 4 - 7 %
- 7 - 10 %
- 10 - 15 %
- >= 15 %

Regional map



Source : Service National d'Information et de Gestion Sanitaire, Ministère de la Santé

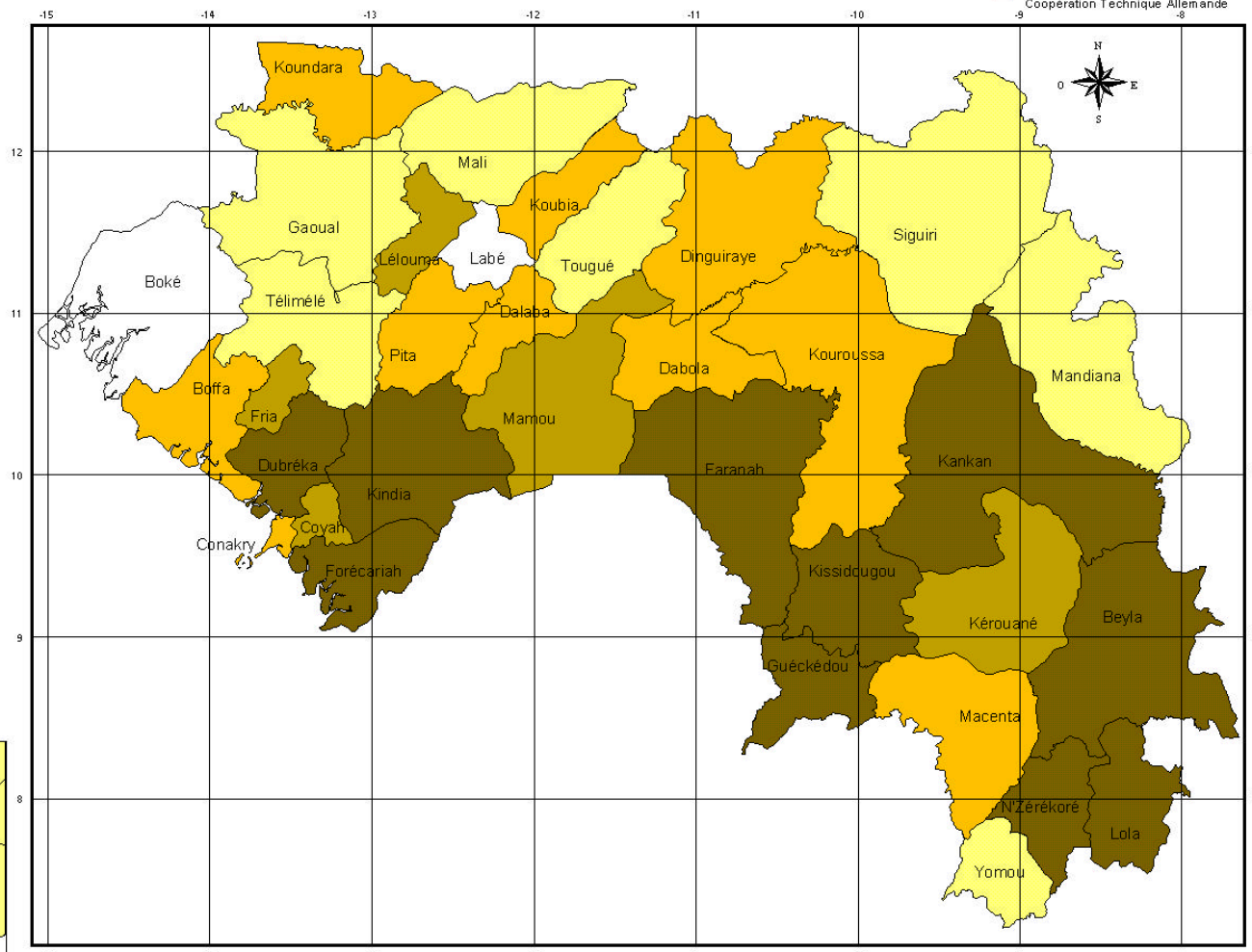
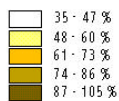
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Percentage of the population having taken the BCG (Tuberculosis) per Prefecture in 1999

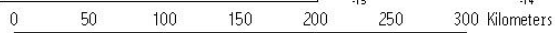


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Percentage of the target population having taken the Baccilli-Calmet-Guérin vaccine per prefecture in 1999



Regional map



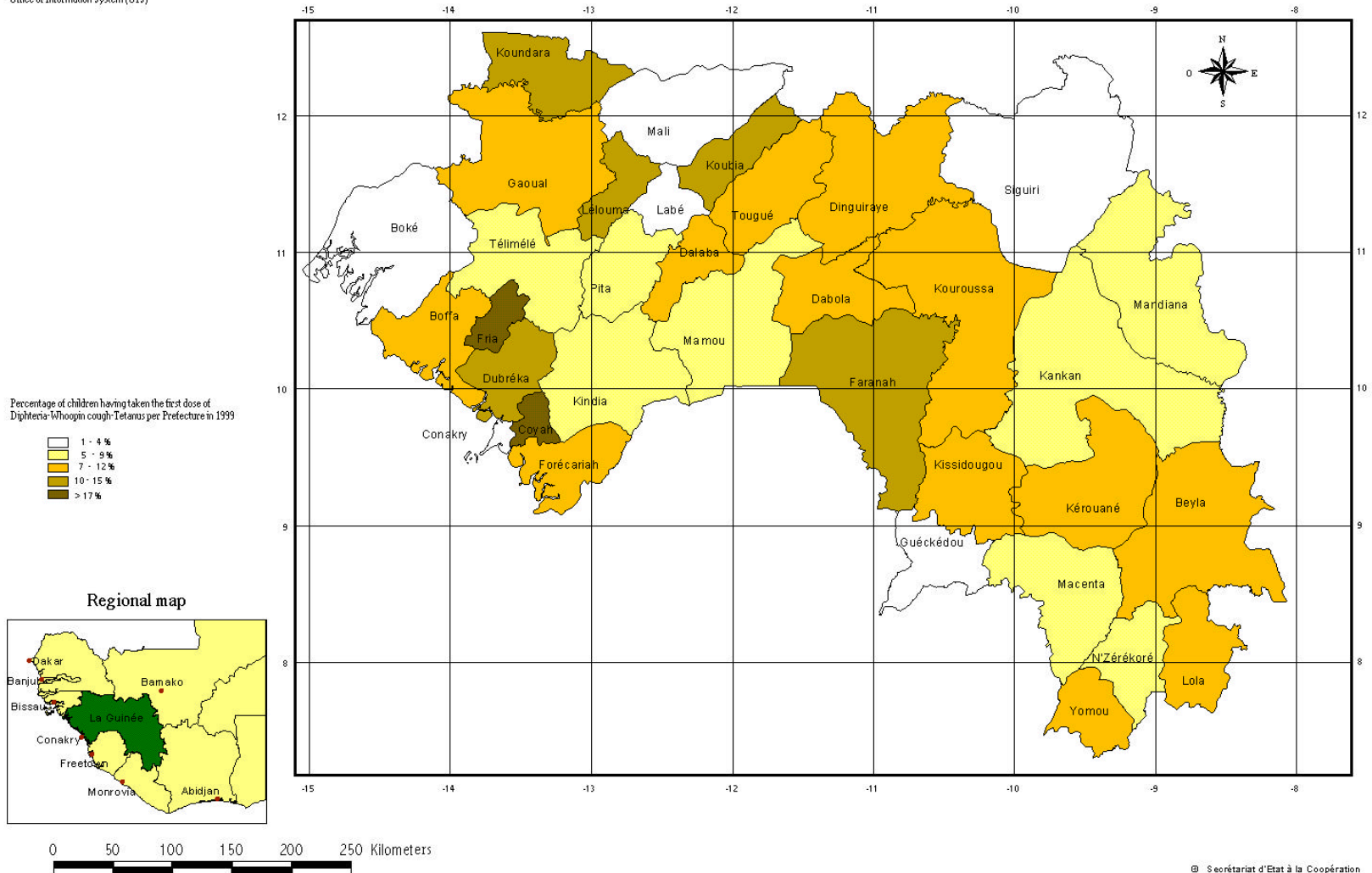
Source : Service National d'Information et de Gestion Sanitaire, Ministère de la Santé

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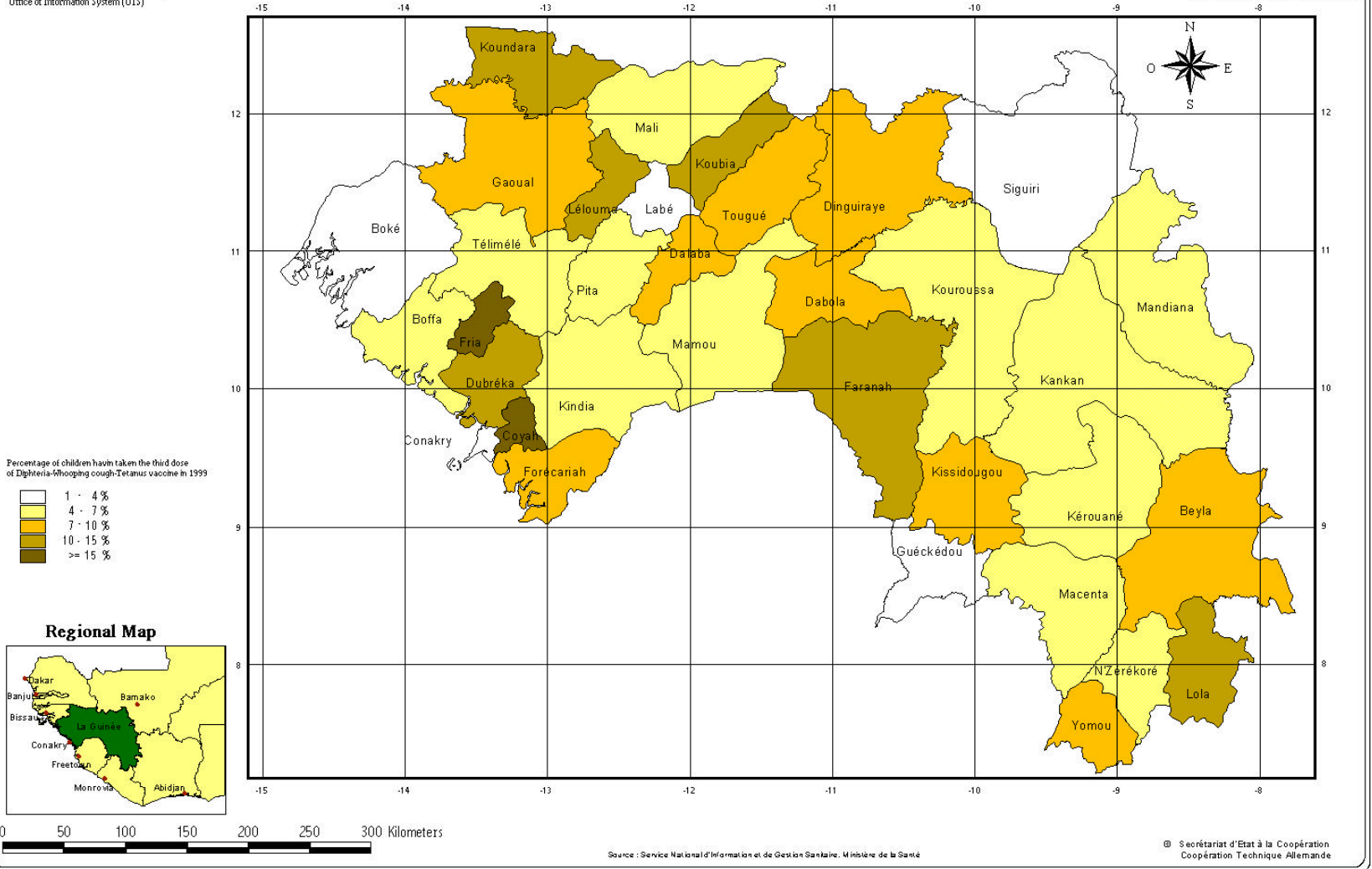
Percentage of children having taken the first dose of Diphtheria-whooping cough-Tetanus vaccine per Prefecture in 1999

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Percentage of children having taken the third dose of Diphtheria-Whooping cough-Tetanus per Prefecture in 1999

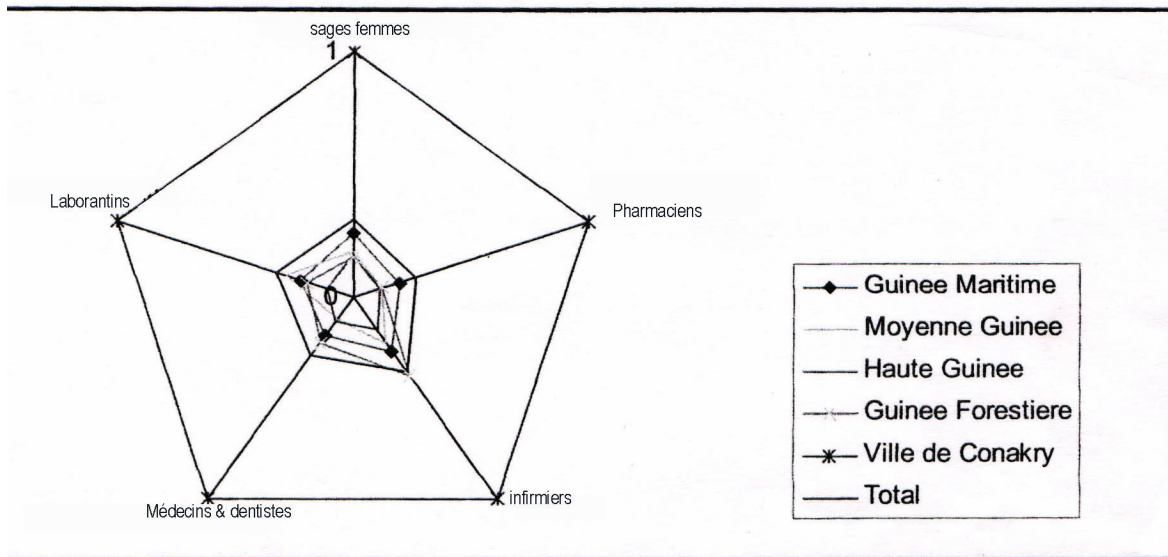
Cooperation Secretary of State (CSS)  
Cooperation National Head office (CNH)  
Office of Information System (OIS)



120. The progress achieved in rural areas was mainly attributable to the channeling of private health expenditure into primary health care. Public health care expenditure was concentrated on services in urban areas, especially in Conakry, and the main beneficiaries were the wealthiest segments of the population. The wealthiest 20 percent of the population benefited from 48 percent of public health expenditure in 1994, whereas only 4 percent of public expenditure on health went to the poorest 20 percent.

121. Expenditure on health personnel is concentrated in the Conakry region too, since a large proportion of all categories of health personnel are located there. More than 60 percent of health personnel live in Conakry, where they look after less than 20 percent of the total population. The ratio of health care personnel to population in all other regions is lower than the national average.

**Figure 3. Guinea: Distribution of Medical Personnel Between the Country's Regions**



*Key: (clockwise from top) midwives, pharmacists, nurses, physicians & dentists, laboratory technicians.*

122. Since 1988, when Guinea's health system was held up as a pioneering model in West Africa, efforts have been made to establish a policy for distributing essential drugs at low prices. Despite this, the distribution system has not changed and it seems to have deteriorated to the point of jeopardizing the survival of the whole health system. Shortages of drugs and vaccines continue to undermine the quality of service.

123. The cost of health services means that the poor spend little on health care and most of them resort to self-medication. Surveys show that approximately 40 percent of households are temporarily unable to afford health services and nearly 15 percent are permanently unable to. More specifically, the utilization of health services for children, such as immunization and treatment for often-fatal respiratory infections, is very low in rural areas.

**Table 5. Guinea: Coverage of Essential Services**

	Urban	Rural	Basse Guinée	Moyenne Guinée	Haute Guinée	Guinée Forestière	Conakry
Tetanus immunization	93.7	61.1	71.6	53	52.8	80	95.2
Prenatal care	94.2	63	72.9	55.4	56.2	80	96.2
Childbirth assistance	75.6	21.3	32.7	18.1	20.5	36.8	4.8
Home birth	38.6	79.7	69.3	80.5	82.9	68.8	31.7
Women using modern contraception methods	9.5	2.3	4.8	2.6	6.8	6.5	13.1
BCG %	91.3	70.2	80.1	64.7	61.6	83.1	94.2
DTP %	64.7	39.4	46.4	36.2	40.2	48.6	65.5
Measles %	66.9	46.7	57.9	39.4	41.8	57.4	67.6
Fully immunized %	47.3	26.7	32.6	22.4	30	31.3	51.1
% of children with ARIs treated by a health unit	60.8	32.8	35.6	29.1	24.9	53.4	60.4
% of children with diarrhea treated by a health unit	1.9	31.6	29.2	27.7	27.1	50.9	50

Sources: EDS, Ministry of Planning, 1999

124. Similarly, the proportion of births attended by skilled health personnel is very low in rural areas, despite the high coverage of antenatal care. The main reasons for this are the lack of personnel and the low quality of service, as well as the meager public expenditure on health. In the last ten years, the health budget was less than one quarter of the education budget, whereas in most countries it is approximately 50 percent. The situation is further exacerbated by budget implementation problems.

### **Human Development Initiative (IDH)**

125. Poverty once again became a focus of discussion when Guinea ranked at the bottom of the UNDP Human Development Index in successive years (1992, 1993, and 1994). In 1995, this state of affairs prompted the government to engage in a series of discussions and consultations culminating in the preparation of the National Human Development Program (PNDH) with the assistance of the country's external partners, primarily the UNDP and CIDA. The challenge was to place human beings at the center of the development process, by considering improvement in prosperity and the quality of life as the ultimate aims of this new approach.

126. Emphasis was consequently placed on securing the large-scale participation of grassroots stakeholders in the development process (local communities, NGOs, etc.) as well as external partners, from the diagnostic assessment phase through to the validation of the PNDH in March 1997. The PNDH has two main focuses, namely, governance and the fight against poverty and marginalization. The PNDH was designed to be implemented through the five framework programs as indicated below:

- gender and development framework program (PCGD);
- framework program to support grassroots initiatives (PCAIB);
- framework program to support private sector development (PCSDSP);
- framework program to support decentralization and strengthen civil society;
- framework program to support macroeconomic management.

### **CAS Initiative**

127. In the same vein as the IDH, the Guinean government and the World Bank in 1997 decided to join forces to implement a strategic approach to poverty alleviation based on grassroots ownership of the process. The exercise launched during that period would enable the World Bank to prepare a new Strategy for Assistance to Guinea (SAG). Using this new approach, the consultations with the general public were performed on a broader basis: 25 prefectures were covered, out of the 33 prefectures in Guinea; and 66 sub-prefectures and 21 urban communes (CU) were visited out of a total of 303 sub-prefectures and 38 CU. All in all, the consultations directly reached 3,380 individuals (including 1,015 women) and communities encompassing 2,732,476 inhabitants.

128. These consultations enabled the communities in question to identify their development priorities and to set up programs and projects for achieving village-level development and institutional capacity-building for local communities. Specifically, the communities were free to assess their problems as they saw them in their day-to-day lives, and they themselves proposed program areas capable of bringing about a brighter future. By order of priority, the chosen sectors were: the social sector (with 29 percent of the votes), infrastructure (25 percent), rural development (24 percent), SME/SMI (13 percent), and governance (9 percent).

129. The 9 priority sub-sectors identified by the local populations out of the 22 proposed are: (1) dirt roads, paved roads, and bridges; (2) health; (3) agriculture; (4) education; (5) village water management; (6) employment; (7) electricity; (8) stock raising; and (9) justice and security. The structure of the sample and detailed results of the consultations are shown in the annex (Annex 4).

130. These results largely bore out the grass roots concerns expressed at the time of the consultations in connection with the preparation of the PNDH (1995). Together with the conclusions of the public expenditure review conducted in 1995, the results provided input for the preparation of the public expenditure management reforms initiated between 1997 and 1999, with expenditure redirected toward those sectors identified as priority sectors by the general public.

131. These same findings were used to design a new generation of projects and programs with the primary aim of reducing poverty in Guinea. These included the village-level community support program (PACV), the institutional capacity building program (PRCI) for improved delivery of public services, and the reproductive health project (PSG). These programs and projects are currently being implemented; the passage of time will determine their effectiveness in terms of their impact on the living conditions of the general public.

132. At the macroeconomic level, a medium-term expenditure framework (CDMT) was implemented in 1998 to support efforts to improve the quality of services through centralized management of the available resources with a focus on measurable results.

#### IV. OBJECTIVES OF THE STRATEGY

The overall objective of the strategy, as defined by the target population groups, is a significant and sustainable reduction in poverty in Guinea.

The specific objectives unpinning this reduction of poverty stem from the leading concerns expressed during the grassroots consultation process. They include increasing incomes, improving health, increasing education and, more generally, improving the living conditions and prospects of the population, particularly the poorest people.

133. The following table shows the objectives along with the corresponding indicators and the medium- and long-term target levels. The objectives will be reviewed periodically to incorporate new information as it becomes available and the progress achieved in implementing the strategy.

134. In light of the existing disparities between men and women, between urban and rural areas, between different regions, and between socioprofessional categories, the equity principle will guide all actions to promote development and reduce poverty.

**Table 6. Guinea: Measurable Poverty Reduction Objectives**

Objectives / Indicators	Existing situation		Objectives	
	Date	Value of indicator	Medium term	Long term
<b>Reducing the incidence of income poverty</b>				
National incidence of income poverty	1995	40.3%		30% (2010)
<i>Incidence of income poverty in rural areas</i>	<i>1995</i>	<i>52.5%</i>		<i>38 % (2010)</i>
<b>Increasing incomes</b>				
GDP growth rate (annual rate in %)	1996/00	3.7	5,0 (2002/05)	10 (2010)
Per capita GDP growth rate (%)	1996/00	1.01	1,9 (2002/05)	3,6(2010)
Investment rate (% of GDP)	1996/00	16.2	18 (2002/05)	25 (2010)
<b>Maintaining macroeconomic and financial stability</b>				
Inflation rate (%)	1996/00	4.3	3,5 (2005)	
Overall fiscal balance (commitment basis, excluding grants, % of GDP)	2000	-5.4	- 3 (2005)	
Average external current account balance (excluding official transfers, % of GDP)	2000	-6.0	-4 (2005)	
<b>Sector objectives</b>				
<b>Developing the rural sector</b>				
Annual agricultural growth rate (%)	1997-99	5.3	5,0 (2002/05)	10 (2010)
Annual per capita fish consumption (kg)	2001	13	15	17 (2007)
Annual per capita meat consumption (kg)	1999	6	10 (2004)	20 (2010)
<b>Improving educational attainment</b>				
Gross primary school enrollment ratio (%)	1999/00	56.7	70 (2004/05)	100 (2012)
Gross primary school enrollment ratio for girls (%)	1999/00	44.3	63 (2004/05)	100 (2012)
Adult literacy rate	1998/99	36		45 (2007)
<b>Improving health</b>				
Crude death rate (‰)	1999	14.2	12 (2005)	9(2010)
Infant mortality rate (‰)	1999	98	70 (2005)	50(2010)
Maternal mortality rate (‰)	1999	528	300 (2005)	200 (2010)
HIV seroprevalence rate (%)	1998	2-4	<5 (2004/05)	< 5 (2010)
<b>Increasing access to safe drinking water</b>				
Population with access to safe drinking water (%)	1999	49	80 (2005)	100 (2010)
<b>Improving transportation</b>				
Road density (km of road / 100 sq. km)	1997	2.7	2,9 (2003)	6 (2007)
Percentage of road network in good repair	1997	25	36 (2003)	40 (2007)
<b>Increasing access to electricity</b>				
Electricity access rate (%)	1999	16.4	39,4 (2005)	65 (2010)
Price per kWh (in GF)	1999	175	175 (2005)	-
<b>Increasing access to postal and telecoms services</b>				
Number of fixed-line telephones / 100 inhabitants.	2000	0.50	1,0	1,5
Number of mail boxes / 100 inhabitants	2000/2001	0.002	0,005	0,001

135. Ensuring access to adequate and stable income is the key prerequisite for reducing poverty. Meeting basic material needs depends on earning an adequate income. Therefore, the core focus of the strategy is to achieve strong and sustainable growth, with an equitable distribution of resources.

136. Improving living standards also requires access to adequate and good-quality basic services: education and health services, safe drinking water, sanitation, social assistance for marginalized groups, etc. The results of previous consultations show that there is keen interest in such services and this has been confirmed by grassroots consultations during the PRSP process.

137. The aims of the strategy can be summed up as ensuring:

- that all children, and girls especially, have an opportunity to attend school,
- that all population groups, and especially children, women of child-bearing age and the elderly, have an opportunity to obtain proper health care,
- that all population groups have access to safe drinking water,
- that all population groups live in decent surroundings, with proper housing and sanitation,
- that all local communities in Guinea have the necessary infrastructures and means of transportation to carry passengers and freight,
- that a maximum of Guinea's citizens have access to electricity and telecommunications facilities.

138. This is the ideal that the government is working toward in its poverty reduction strategy. The challenge is a formidable one. It will require a relevant and realistic strategy, efficient and harmonious mobilization and use of all available resources, and the active involvement of all stakeholders, including the government, the country's institutions, civil society, the private sector, grassroots groups, and development partners.

## V. POVERTY REDUCTION STRATEGY

139. A comprehensive development strategy is planned to achieve the objectives set out in the previous chapter. The three main focuses of the strategy are:

- **boosting economic growth;**
- **developing basic services and equitable access to such services;**
- **improving governance and institutional and human capacity-building.**

140. The government is aware that the national economy is not growing fast enough to reduce poverty. **If it is to make a decisive contribution to poverty reduction, growth must provide greater job and income-earning opportunities to the poor, who mostly live in rural areas. Thus, the government's efforts will focus on the rural sector as a source of growth, because of its development potential.**

141. Economic growth will also be driven by the mining sector as mining operations expand and the bauxite-alumina-aluminum sector extends vertically to contribute more value added to the domestic economy. Growth will also be boosted by substantial support for the tourism and craft industries sectors and by promotion of SMEs/SMIs.

142. The success of the strategy requires simultaneous progress on three fronts: (i) there can be no significant improvement in people's incomes without strong and sustainable economic growth; (ii) low incomes are a de facto obstacle to access to proper food, safe drinking water, good quality education and health care, and decent housing, which are all critical prerequisites for individual and collective progress; and (iii) good governance and adequate institutional and human capacities are required for economic growth and effective management of public services.



## A. Boosting Growth

The goal is to achieve average annual growth of 5.2 percent in the medium term (2002-2004) and annual growth of 10 percent by 2010.

This growth should provide broader distribution of income, particularly to the poor and the most vulnerable segments of the population.

143. In keeping with the market-oriented changes introduced in 1985, the private sector will play a decisive role in wealth creation and income distribution. The central government will implement a strong policy to support the private sector in this respect.

144. The policy shall be based on maintaining a viable macroeconomic framework, developing basic infrastructures, supporting growth sectors, and implementing the appropriate institutional and human framework.

### The Foundation for Growth: Macroeconomic Policies

*The main medium-term macroeconomic and financial objectives of the new program are to:*

- 1- cut the inflation rate to 7 percent in 2001 and to 3.5 percent by 2005;*
- 2- cut the overall fiscal deficit (commitment basis, excluding grants) from 5.4 percent of GDP to 1.3 percent between 2000 and 2005;*
- 3- cut the external current account deficit (excluding official transfers) from 6 percent of GDP to 4 percent between 2000 and 2005.*

145. The government will implement economic and financial reforms to reach these objectives. The reforms concern (a) tax and fiscal policy, (b) monetary policy and management of the financial system, (c) debt management, (d) privatization and (e) support for subregional integration.

### Tax and Fiscal Policies

146. Fiscal management in Guinea needs to deal with two challenges: increasing revenues and making public expenditure more efficient. Central government revenues ranged between 10 percent and 11 percent of GDP between 1996 and 2000, while total expenditures varied between 14.6 percent of GDP and 17.7 percent.

147. This poor performance is in stark contrast to the potential for mobilizing tax revenues. The lack of a tax-paying tradition in Guinea, the limited capacities of the departments in charge of collecting tax, customs and administrative revenues and the poor management of taxes collected are all factors in Guinea's inadequate revenue performance.

148. As part of the implementation of a poverty reduction strategy, one of the aims of the government's policy will be to ensure substantial revenue mobilization to finance poverty reduction actions, protect vulnerable population groups, and safeguard tax revenues.

149. For this purpose, the government is planning major structural reforms to: (i) expand the tax base; (ii) enhance tax inspection and tax assessment and collection procedures; (iii) rationalize customs operations; and (iv) improve the mobilization of non-tax revenues.

- The following measures have been called for to expand the tax base: increasing the number of businesses required to file tax returns and pay the minimum flat-rate tax; drastically reducing exemptions, gradually doing away with special agreements, including those on mining companies' imports, removing the exemptions for public procurement contracts and NGOs and limiting the use of CTSSs, as well as cutting certain tax rates.

The government has decided to attenuate the impact of these tax measures on the poor by making such common staples as rice, flour, edible oils, pharmaceuticals, and school supplies exempt from VAT.

- Short-term and medium-term measures to enhance tax inspection and tax assessment and collection procedures include: capacity-building at the National Tax Directorate, improving manuals and procedures, introducing tax audits of private sector firms by independent auditors and the General Inspectorate of Finance, setting up a special investigation service for tax inspection and collection cases involving large corporations, and improving the tracking of the informal sector via an evaluation of the sector and the introduction of tools for ensuring its contribution to central government revenues.
- Several measures were introduced in 2001 to safeguard customs revenues. These measures included: systematic inspection of all imports of goods, closer examination of exemptions, and closer monitoring of imports for mining companies, projects and NGOs.

Other similar measures are planned, including the establishment of computer links between the National Customs Directorate and SGS, and the creation of a joint unit to combat fraud.

- Efforts to increase central government revenues will continue in order to mobilize nontax revenues from royalties and administrative charges. Such measures include setting objectives for revenue managers, periodic reviews of cash holdings and subsidies to be granted to the departments concerned, and the introduction of a systematic reporting procedure for revenues from consular fees.
- These measures will be backed up by the creation of regional economic and financial structures to improve the qualifications of public managers.

The following table presents the medium-term financial outlook for the central government.

**Table 7. Guinea: Medium-Term Financial Forecasts (Billions of GF)**

Items	2000	2001		2002	2003	2004
		Excl. HIPC	Incl. HIPC			
<b>Revenues and grants</b>	<b>719.9</b>	<b>920.6</b>	<b>1,103.8</b>	<b>1,274.3</b>	<b>1,454.7</b>	<b>1,626.6</b>
Revenues	594.6	761.0	782.9	912.5	1,065.4	1,241.8
<i>% of GDP</i>						
- Mining sector	146.4	184.5	184.5	215.7	230.3	267.7
- Nonmining sector	448.2	576.5	598.4	696.8	835.1	974.1
. Direct taxes	58.3	70.4	70.4	87.2	98.2	92.9
. Tax on goods and services	216.8	285.4	285.4	356.4	434.0	528.6
. Tax on international trade	119.1	130.6	130.6	155.4	183.0	205.6
. Nontax revenues	53.9	90.2	112.0	97.8	119.9	147.0
Grants	125.3	159.6	320.9	361.7	289.3	384.8
. Project grants	125.3	159.6	159.6	172.6	199.4	201.0
. HIPC assistance	-	-	86.3	189.2	189.9	183.8
. Humanitarian assistance			75.0			
Total expenditure	893.0	1,110.4	1,292.9	1,362.6	1,525.7	1,771.3
Current expenditure	504.0	641.7	712.5	740.7	836.3	990.1
. Wages and salaries	206.2	220.5	227.5	244.9	271.9	307.8
. Other goods and services	110.4	134.2	160.3	207.3	266.5	364.1
. Subsidies and transfers	97.6	174.7	212.4	184.0	205.0	228.5
. Interest on external debt	73.9	95.9	95.9	93.5	86.5	81.2
. Interest on domestic debt	15.9	16.4	16.4	11.0	6.4	8.5
Capital expenditure	386.6	446.3	557.9	599.4	676.3	768.1
. From external financing	345.0	388.7	442.0	431.4	486.2	535.1
. From domestic financing	41.6	57.6	116.0	168.0	190.1	232.9
Net loans and advances	2.4	2.0	2.0	2.5	3.2	3.2
Restructuring operations	0.0	20.4	20.4	20.0	10.0	10.0
Balance, commitment basis	-173.1	-189.8	-189.1	-88.3	-71.0	-144.7
. Including grants						
<i>% of GDP</i>						
. Excluding grants	-298.4	-349.4	-510.0	-450.0	-460.3	-529.6
<i>% of GDP</i>						
Payment arrears	-43.3	-4.6	-4.6	-11.6	-8.4	0.0
. Domestic	5.4	-2.2	-2.2	0.0	0.0	0.0
. External						
Adjustment						
Balance, commitment basis	-173.1	-189.8	-189.1	-88.3	-71.0	-144.7
<i>% of GDP (incl. grants)</i>	-3.2	-3.2	-3.2	-1.3	-1.0	-1.8
Financing	200.2	-106.0	-106.0	-76.0	-109.5	-15.2
. External financing	110.3	-31.3	31.3	-24.0	-65.5	-27.2
. Domestic financing	89.9	-74.7	-74.7	-52.0	-44.0	12.0
<i>of which bank borrowing</i>	105.5	-76.1	-76.1	-48.0	-48.0	0.0

150. In terms of improving living standards, efficient management of public expenditure is just as important as revenue mobilization. Major reforms were launched for this purpose in order to (i) allocate resources towards priority poverty reduction objectives; (ii) delegate and decentralize fiscal authority; (iii) make management more transparent; and (iv) improve procedures for awarding and monitoring the performance of public procurement contracts.

151. The delegation and decentralization of fiscal authority involves the transfer of resources to local government structures in order to improve the services they provide to the population. The following measures have been adopted for this purpose:

- a new budget classification system was introduced to show allocations between the central government and local bodies with delegated authority;
- the 2001 budget law was drafted using the new budget classification system. Operating appropriations under titles III and IV of the classification were assigned to individual prefectures and, as an experiment, appropriations for health and education were assigned to the smallest individual spending units in the city of Conakry and the Kindia region, i.e., to individual health centers and schools.
- decentralized entities and entities with delegated authority were given greater financial autonomy. The entire proceeds of the head tax (*impôt minimum pour le développement local*–IMDL) are now turned over to them and they have been given a larger share of the business (TPU), vehicle (TUV) and property (TFU) taxes collected locally. In addition, new arrangements have been made for implementing expenditure at local level.

152. These reforms will be consolidated in coming years and the experiment with delegation of budget authority in Conakry and Kindia will be extended to the whole country. The reforms will build local capacities and improve expenditure planning and management tools.

153. The government is committed to mastering the institutional and technical mechanisms for implementing the medium-term expenditure framework (METF) approach and extending it to all sectors. The aim is to provide more effective management of the resources allocated. This will require a pragmatic approach to budget preparation, evaluation of the strategies for attaining the agreed objectives, definition of performance evaluation indicators and mechanisms, etc.

154. The strategic objective of greater transparency in fiscal management is to provide the public with full information on the actions engaged on its behalf and the resources made available for these purposes. The measures already instituted include widespread communication of such information through government and private-sector publications and via press conferences. The spread of information is amplified by local media, such as rural and community radio stations, traditional messengers and local poster campaigns.

155. Decentralization and delegation of fiscal authority also require the establishment of appropriate procedures at the local government level for awarding and monitoring the execution of public procurement contracts. Local governments will award and monitor contracts involving expenditure implemented at local level.

### ***Monetary Policy and Financial System Reform***

156. Key components of the macroeconomic stabilization policy are keeping inflation in check and implementing an exchange rate policy that enhances the competitiveness and performance of Guinea's economy. Instruments for indirect regulation of liquidity, including reserve requirements and Treasury bill auctions, are to be used to attain the target of 4 percent average annual inflation. This will have an impact on poverty by maintaining the purchasing power of the poor and it will help to stabilize the expectations influencing business and financial management decisions.

157. The monetary authorities are planning to implement the following measures in order to achieve these aims:

- reserve requirements will be revised, with due consideration for liquidity requirements in the economy;
- the role of Treasury bills will be redefined to enhance their attractiveness and make them a genuine monetary policy instrument; this redefinition could make the distinction between conducting monetary policy and financing the fiscal deficit clearer;
- deregulation of the capital market will be extended and the market will play a greater role in setting interest rates and banks' lending rates;
- bank financing of the fiscal deficit will be reduced to provide more financing opportunities for the private sector (by 2003, bank financing of the fiscal deficit should be limited to less than 10 percent of the previous year's tax revenues, as opposed to the current limit of 20 percent);
- the banking system will be strengthened through tighter banking supervision and application of the Basle principles calling for ongoing banking supervision and strict compliance with prudential rules by financial institutions.

158. Another key component of Guinea's financial policy is support for income-generating microbusinesses, particularly for the most vulnerable population groups. The aim is to double the customer base and to double loans and savings deposits between now and 2008.

159. The monetary authorities will therefore endeavor to create a favorable environment for microfinancing by establishing a rural financing policy and by instituting an appropriate regulatory framework.

160. Sound financial services are required if these efforts are to have a lasting effect. This can be achieved by restructuring and institutionalizing the main decentralized financial systems and by providing them with support to improve their financial situation.

161. This means that interest-rate policy must reconcile two fundamental concerns, which are the need for interest rates to be high enough to cover the high cost of providing local lending services and yet be low enough to be affordable for low-income customers.

162. Therefore, the government is planning measures to extend the supply of financial services by providing better geographical coverage of the country, to diversify products and services, to establish microfinancing structures in areas of extreme poverty in order to meet the growing need for financing in rural areas, to involve women in management bodies, and to identify financial products to be adapted and provided solely to women customers.

163. These measures will be supported by creating the right conditions for the introduction of insurance products providing coverage for the farming sector and by making life-insurance products tax exempt in order to attract more local savings.

164. The aim of exchange rate policy is still to promote the competitiveness of Guinea's economy and to eliminate the distortions created by the differential between formal and informal foreign exchange markets. To achieve this aim, the Central Bank of the Republic of Guinea (BCRG) has implemented a flexible exchange rate policy as the result of greater efficiency in the foreign currency auction market. The central bank will also continue to deregulate the foreign exchange market. In a matter that is closely linked to the policy of exchange-rate convergence, the mobilization of foreign currencies by the formal system is a real challenge for the monetary authorities.

### ***External Debt Management***

165. The government of Guinea made major investments in recent years to achieve its socioeconomic objectives. Many of these investments were financed by concessional lending to Guinea. Basic infrastructure development (water supply, electricity, roads, communications and

### **Box 3. Guinea: Microfinancing for the development of small businesses**

Under the existing microfinancing structure, Crédit Rural de Guinée is the only institution covering the whole country. It has 80 branches: 18 in Basse Guinée, 17 in Moyenne Guinée, 19 in Haute Guinée and 26 in Guinée Forestière. Pride Finance has branches in 13 urban centers, which means it is present in fewer than half of Guinea's cities.

Microfinancing services have a direct or indirect impact on some 1.5 million people. After ten years, microfinancing institutions are still in the project stage, which means that they have yet to attain institutional and financial soundness.

*The aim is to reach 178,421 members for the 3 main institutions (CRG, Pride/Finance and Yètè Mali) by 2005, as compared to the 88,209 existing members.*

facilities in farming areas) led to a substantial increase in the stock of debt. As of December 31, 1999, Guinea's debt was estimated at US\$3,366 million, for a present value of US\$2,414 million.

166. Despite the concessional terms of the lending and the reschedulings negotiated through the Paris Club (six reschedulings in all), Guinea is facing serious debt management problems. It spends a large share of its fiscal revenues and foreign currency earnings on debt service. This situation meant that Guinea was deemed eligible for the Heavily Indebted Poor Countries Initiative (HIPC).

167. Guinea is already benefiting from the partial implementation of the HIPC initiative (see table below) to attenuate the impact of its debt on its economy and to help finance the poverty reduction strategy.

**Table 8. Guinea: Forecast HIPC Resources, FY 2001**

Multilateral creditors	Amounts (thousands of GF)		
	Already drawn	Expected by end 2001	Total
AfDB	6,705,785	9,292,950	15,998,735
AfDF	1,618,305	2,136,510	3,754,815
FSN	206,510	387,930	594,440
IDA	6,675,388	12,528,113	19,203,500
OPEC	70,445	767,175	837,620
IMF/BCRG			7,997,800
Total	-	-	<b>48,386,910</b>

**Table 9. Guinea: Implementation Plan for Spending HIPC Resources  
(In Thousands of GF)**

Ministries	Wages and salaries	Other goods and services	Subsidies and transfers	Investment	Total
MEPU/EC (*)	-	3,000,000	-	8,500,000	12,500,000
Public Health	-	4,000,000	3,000,000	-	7,000,000
Agriculture	-	-	-	7,000,000	7,000,000
Fishing and Aquaculture	-	-	-	2,000,000	2,000,000
Transportation and Public Works	-	2,500,000	-	-	2,500,000
Water / Energy	-	-	-	15,000,000	15,000,000
City Planning and Housing	240,000	-	-	1,000,000	1,000,000
Social Affairs	-	-	-	-	240,000
Justice	-	-	-	1,000,000	1,000,000
Total	240,000	9,500,000	3,000,000	34,500,000	48,386,910

Source: National Budget Directorate (DNB)

\*MEPU-EC = Ministry of Pre-University and Civic Education

168. Bilateral and multilateral creditors will have to coordinate their assistance and adapt it to the requirements of the poverty reduction strategy. The government's task will be to provide transparent management of the revenues from debt relief within a framework that involves the development partners.

169. The government is hoping for a substantial commitment from its partners to provide the extra financing that will be needed to implement all of the strategies set out in the PRSP. The government will also implement a borrowing policy based on two key principles: obtaining highly concessional terms (with a grant element of at least 35% of the resources provided) and ensuring that financing is adequate for national development priorities.

170. Institutional capacity-building for the structures responsible for managing Guinea's debt will improve regulation of the mechanisms and procedures, along with the formulation and monitoring of an improved debt policy.

### ***Privatization***

171. The government's reform strategy has three aims: reducing the burden that the semipublic sector represents for the central government budget, improving the growth prospects of the businesses concerned, and improving the overall economic and social development framework by providing quality public services at competitive prices and through greater private sector involvement.

172. The reforms call for dissolving or liquidating businesses that are deemed to be unviable, privatizing businesses that could be turned into profitable concerns, and joining the privatization network to provide international investors with full information about the program.

173. A transparent and competitive approach to implementing the reform will enable private-sector operators to make more effective choices in the privatization process.

### ***Support for Subregional Integration***

174. Subregional integration has become an important aspect of the national development policy. The reasons for this are economic and financial, as well as a matter of political will. The aim is to bring Guinea into regional and world trade flows, make its economy more competitive and develop its private sector.

175. Subregional integration policy has two components: monetary integration and the 2002-04 Cross-Border Initiatives Program (PIT).

#### ***Monetary Integration Program***

176. On April 20, 2000 in Accra, Ghana, Guinea, along with certain other countries in the subregion that do not belong to the franc area (Gambia, Ghana, Liberia, Nigeria, and Sierra Leone) committed itself to the creation of a second monetary area in 2003, and the introduction of a single currency in 2004.



177. The beneficial effects of a monetary area include promoting domestic and foreign investment in the public and private sectors, encouraging private-sector exporters to repatriate their foreign currency earnings by creating a convertible regional currency, bringing earnings from trade in goods and services between countries within the area back into the official circuit, stabilizing of exchange rates, and boosting the economic development of the member countries by improving the allocation of resources through a wider market.

178. The policies to be implemented for this purpose will lead to more rigorous macroeconomic and financial management and an improvement in the reporting and monitoring of the member countries' economic and financial performance.

### ***2002-2004 Cross-Border Initiatives Program (PIT)***

179. At a round-table discussion held with Mali and Senegal on November 14, 2001, Guinea decided to develop more fruitful and closer relations with these two countries, within the framework of a new approach to subregional integration.

180. The three countries drew up the Cross-Border Initiatives Program. It covers the following actions:

1. Fighting AIDS in border areas through "AIDS without Borders."
2. The construction of paired customs, immigration and processing stations along the Kankan-Kourémalé-Bamako route to facilitate the use of harmonized ECOWAS customs, immigration and transit documents by personnel stationed at border crossings.
3. The creation of a Committee to expedite traffic flows along the Kankan-Kourémalé-Bamako route and the Labé-Diaobé route by reducing regulatory obstacles and thus facilitating movement of people and goods.
4. The participation in the subregional integration process of women from rural communes along the border with Mali, through involvement in joint microprojects.
5. Building the organizational, analytical and monitoring capacities of the National Economic Integration Directorate to promote regional integration and to raise the awareness of inspection agents, the legal system, the private sector and civil society.
6. The creation of the Standing Advisory Commission on Economic Integration (CCPIE), a consultative body to deal with regional integration issues concerning Guinea, Mali and Senegal.

181. Guinea's ratification of the OHADA Treaty will also boost economic growth by harmonizing policies and institutional and legal frameworks in the subregion. The benefits will include improved qualifications in Guinea's court system and, in a broader context, a better environment for business.

### **Growth Accelerators: Basic Infrastructures**

182. Guinea's efforts over the last 15 years have led to substantial improvements in the water supply, electricity, telecommunications, and the state of the road network. For example, the production and carrying capacity of the Conakry water system increased from 45,000 cubic meters to 100,000 cubic meters between 1989 and 2000. Twenty-seven urban centers now have water supply networks. Electricity generation and supply increased from 286.1 GWH to

505.9 GWH between 1995 and 1999. The number of telecommunications customers increased from 10,000 to 68,000 between 1995 and 2000. Road density stands at 27,760 kilometers of road per 1,000,000 square kilometers, as compared to the subregional average of 30,000 kilometers per 1,000,000 square kilometers. Guinea's 1,959 kilometers of paved roads account for only 29 percent of the total length of national highways.

183. Nevertheless, Guinea's infrastructures are inadequate in many respects. They do not cover enough of the country. Several inland cities, including regional capitals, still have no electricity supply. Costs are high and there are major financial imbalances, particularly in the water supply, electricity and telecommunications sectors. These problems are often partly the result of poor commercial performance. There is practically no access to electricity or telecommunications services in rural areas.

184. Infrastructure development, with a view to reducing poverty, addresses two major challenges: (i) providing adequate services for private-sector development and (ii) providing most of Guinea's people with high quality basic services (this issue is dealt with in the chapter on access to basic services).

### ***Water***

185. *Policy in this sector aims at providing an adequate supply of good quality water at an affordable cost. The specific objectives include:*

- *access to safe drinking water for 90 percent of the population in 2010. In Conakry, the rate should increase to 95 percent, with a daily ration of 63 liters in 2010, as opposed to 47 liters in 2000;*
- *full coverage of urban centers by modern water supply systems;*
- *an increase in the number of water supply connections from 59,732 in 2000 to 152,279 in 2010.*

186. In 1999, the government drew up a ten-year investment program that is broken down into three phases covering the periods 2001-2003, 2004-2007, and 2008-2010. The program phases are as follows:

#### *Phase One: 2001-2003*

- Execution of work for the 3rd Water Project;
- Extension of the distribution network by 482 kilometers, with 29,000 new connections;
- Increasing the coverage of urban populations from 72 percent to 82 percent in Conakry and from 41 percent to 46 percent in inland towns;
- Increasing the daily per capita ration from 47 liters to 52 liters in Conakry;
- Execution of work on water supply networks for the towns of Télimélé, Gaoual, Lélouma, and Yomou;
- Upgrading of equipment in existing facilities.

*Phase Two: 2004-2007*

187. This phase is critical for the success of the program. It starts with the execution of the 4th Water Project. The other actions in this phase are:

- Extension of the distribution network by 612 kilometers, with 38,000 new connections;
- Increasing the coverage of urban populations from 82 percent to 89 percent in Conakry and from 46 percent to 55 percent in inland towns;
- Increasing the daily per capita ration from 52 liters to 59 liters in Conakry;
- Execution of work on water supply networks for the towns of Koubia, Tougué, Beyla, and Lola;
- Upgrading of equipment in existing facilities.

*Phase Three: 2008-2010*

- Extension of the distribution network by 287 kilometers, with 26.000 new connections;
- Increasing the coverage of urban populations from 89 percent to 95 percent in Conakry and from 55 percent to 60 percent in inland towns;
- Increasing the daily per capita ration from 59 liters to 63 liters in Conakry;
- Upgrading of equipment in existing facilities.

188. In addition, the government is committed to improving the framework for private-sector involvement in the development and operation of the water sector.

189. For this purpose, discussions on a review of the regulatory framework for infrastructures will continue and provide an opportunity for encouraging private investment in water production, treatment, transportation and distribution. These actions should help provide quality services at competitive costs.

***Electricity***

*190. The poor performance of the energy sector has become a real obstacle to economic development. The objectives of the strategy in the energy sector are:*

- helping to improve the environment for economic development by ensuring an adequate supply of electricity at competitive prices;*
- ensuring access to electricity for 65 percent of Guinea's population by 2010, as opposed to 16.4 percent in 1999;*
- ensuring the reliability of power supplies.*

191. The government's policy for this purpose focuses on improving management, increasing the reliability of power supplies, and extending power supplies, particularly in rural areas.

*Improving Management*

192. The poor performance mentioned above makes it critical and urgent to implement a consolidation plan that will produce a substantial reduction of fraud and an improvement in

management. This plan will include investment in transmission and distribution networks to reduce transmission losses, determined action against illegal connections and unpaid bills, and efforts to curb operating costs. Swift and significant improvements in billing and collection ratios should be a determining factor in ensuring financial equilibrium, sustainable operation and prospects for future expansion of generation capacities.

#### *Improving the Reliability of Power Supplies*

193. Good management of the generation system, adequate transmission and distribution infrastructures, and efficient and professional operators are the keys to meeting this objective.

194. Substantial investment is also required to rehabilitate distribution facilities and dispatching functions.

#### *Extending Power Supplies*

195. The strategy aims at increasing supplies to meet the needs of Guinea's economy, including the needs stemming from development of the mining industry. The long-term objective will be to use Guinea's massive hydroelectric potential to make the country an electricity exporter. The investment required cannot be raised without a substantial contribution from the private sector.

196. For this reason, the government intends to promote private-sector involvement in financing and operating power supply infrastructures. It has already introduced certain institutional mechanisms and arrangements for this purpose, including the Build, Operate and Transfer (BOT) Act. As part of the implementation of these measures, and in consultation with the mining industry, major projects (Tiopo, Kaleta, Souapiti, etc.) have been identified. Engineering studies and discussions with private-sector partners are now under way.

197. Continuing discussions will take on board the new situation created by the departure of the contract operators. Discussions will also focus on the government's commitment to institutional change, with the introduction of conventional concession contracts that make the various partners more accountable and create greater performance incentives.

198. In addition to the Tiopo, Kaleta and Souapiti projects mentioned above, the Fomi project to be built on the Niandan river, a tributary of the Niger river, has excited great interest with regard to electricity supplies for Haute Guinée and Guinée Forestière. With its 90 MW capacity, for a power output of 374 GWH, the Fomi dam could become the driving force for development in Haute Guinée by meeting energy needs and by creating development opportunities for:

- farming, with 80,000 hectares of usable land, including 30,000 hectares in Guinea and 50,000 hectares in Mali;
- inland fisheries;
- transportation, by reviving the river route towards Mali and new prospects for rehabilitating the Conakry-Kankan railroad.

## ***Transportation***

*The objective for transportation is to meet the expectations of the public and economic operators by supplying sufficient, good quality transportation services at competitive prices. The specific objectives are:*

- improving accessibility to production areas;*
- improving transportation conditions for the public;*
- enhancing the competitiveness of Guinea's economy; and*
- environmental protection.*

199. The impact of transportation services on economic development and on people's

### *Roads*

201. In light of the existing infrastructures and the needs expressed by the public, the planned development policy distinguishes between different types of roads: rural roads, national highways, and subregional integration routes.

202. Balanced development of the various types of roads is required to ensure efficient and competitive transportation services to underpin Guinea's economy. Therefore, the transportation policy priority will be to end the isolation of the poorest areas and the areas with the greatest production potential by repairing and maintaining rural roads and by building, paving and maintaining national highways.

203. As part of the drive for subregional integration and increased trade, efforts will focus on building and paving roads along the main routes linking Guinea to other countries in the subregion. Several projects are already under construction or under negotiation with a view to raising the necessary financing. The priority has been placed on routes linking Guinea to Mali and routes linking Guinea to Senegal.

204. Much more attention will now be paid to routine maintenance in light of past experience, which showed that lack of proper maintenance meant that major investments were soon needed for repairs to recently built roads.

205. A "second generation" road maintenance fund will be set up for this purpose with contributions from road users and the government. The budget allocation for road maintenance will also be increased. Local communities will also be more closely involved in managing and maintaining infrastructures. Contracts will be handled at the local level by micro and small businesses (MSB). This will result in closer monitoring of construction work, capacity-building and more jobs in local communities.

living conditions makes them an important component in the fight to reduce poverty in Guinea.

200. An analysis of transportation shows that the road transportation is massively predominant, accounting for approximately 95 percent of passenger and freight traffic and that sea transportation accounts for the bulk of freight traffic with the rest of the world. This means that the performance and competitiveness of these two subsectors must be national transportation policy priorities with regard to poverty reduction.

206. The priorities of the road development program are:

- improving rural roads to facilitate access to the main farming areas;
- developing intermediate means of transport;
- repairing the paved road network;
- building paved roads to link the main centers of economic activity and promote development in the areas along the routes;
- gradually increasing the resources for routine maintenance.

207. The development plan for the coming years (2002-2007) calls for:

- renovation of 1,500 kilometers of rural roads (2002-04);
- maintenance of 5,750 kilometers of rural roads (2002-04);
- building 2,400 linear meters of overpasses (2002-04);
- conducting planning work for 7,736 kilometers of roads (2002-07);
- building 3,687 kilometers of unpaved roads (2002-07);
- renovating 713 kilometers of unpaved roads (2002-07);
- upgrading 604 kilometers of paved roads (2002-07);
- building and paving of 1,169 kilometers of roads (2002-07);
- carrying out routine maintenance of 1,380 kilometers of roads (2002-07).

208. In addition to work on infrastructure development, providing adequate transportation services in rural areas also requires the implementation of intermediate means of transportation, such as motorcycles, bicycles and carts, especially in areas that are not accessible to motor traffic. Pilot programs were launched for this purpose and the results will be developed and extended to the whole country.

209. It is plain to see that the areas most affected by poverty are also the ones that are most lacking in basic infrastructures, including transportation. The main area concerned is the north of the country.

### *Ports*

210. Shipping traffic with Guinea is handled by foreign companies in compliance with international standards. The main effect of national policy is on the development and management of port capacities. In the current situation, most shipping, except that related to mining, passes through the facilities of the Conakry Port Authority (PAC).

211. Investment in the PAC's facilities has produced significant increases in shipping traffic. Inward container traffic increased from 14,114 containers in 1991 to 20,419 in 1998. However, various problems weaken the PAC's finances and make its services less competitive. These problems include the high level of debt, insufficient dredging, and the location of the port in the heart of the city. These problems all push up the fees for port services, increase delays, and add to the difficulties involved in moving goods.

212. Discussions have started on creating the right conditions for more sustained development of Guinea's ports. These discussions are part of a broader process aimed at achieving greater private-sector involvement in developing and managing basic infrastructures. The discussions cover such issues as the institutional and regulatory framework, the competitiveness of Guinea's ports, access conditions for trucks carrying goods, and dealing with the PAC's debt.

### *Railroads*

213. Railroads have been a driving force in Guinea's economic development, particularly in the areas along the routes. The government now has more realistic plans for reviving rail transportation activities, which will be linked to the Trans-Guinean Railroad intended to carry ore from Simandou and Mount Nimba. The revival will rely on private investment, which will be used to rehabilitate the existing rail network and to make operations and management more efficient and responsive to competitive requirements.

214. In addition to its impact on freight traffic, rail transportation will help (i) reduce truck traffic on roads and thus reduce wear and tear on the road network, (ii) reduce freight rates, and (iii) facilitate the removal of household refuse from Conakry.

### *Postal and Telecommunications Services*

215. In spite of the reforms, including opening the sector up to private capital and competition, postal and telecommunications services still fall far short of the requirements of Guinea's people and its economy. Network capacity fails to meet customer demand and the quality of service is particularly poor in terms of the number of calls that do not get through.

216. The density of Guinea's telephone network (number of fixed telephone lines per 100 inhabitants) is under 0.5, as opposed to 1.2 in Côte d'Ivoire and 1.7 in Senegal. Several inland towns and practically all rural areas have no telephone service. This has a direct impact on Internet development and access.

217. The lack of an appropriate development strategy means that there are serious deficiencies in the regulatory framework governing relations between the central government and private operators, as well as the relations between different operators.

218. Similarly, postal services have improved in recent years, but they only cover a small part of the country. More specifically, rural areas have practically no postal service.

219. The government's ambition, under these circumstances and in view of the concerns expressed by the public and economic agents, is to come up with a policy aimed at providing sufficient good quality postal and telecommunications services at competitive prices. The goals include increasing the number of fixed lines per hundred inhabitants to 1 in 2004 and to 1.5 in 2010, improving the quality and range of services, developing a reliable national telecommunications network that is linked up to the information highway, developing the postal service and enhancing its financial viability.

220. The strategy is focused on creating a favorable environment for private investment. This means:

- creating an appropriate legal and regulatory framework;
- reforming the leading companies in the sector: OPG (Office des postes guinéennes) and SOTELGUI (Société de Télécommunications de Guinée);
- continuing deregulation of the sector and limiting the monopolies granted to concession holders;
- developing universal services covering the whole country;
- revising the master plan for telecommunications development and drafting a master plan for postal development.

### **Support for Growth Sectors**

221. An analysis of Guinea's economic structure shows that three sectors make key contributions to the country's GDP: the rural sector (crop farming, livestock and fishing), the mining sector and trade sector (including the hotel and catering trade). These sectors account for 18 percent, 16 percent and 27 percent of Guinea's GDP, respectively. The strength of economic growth will depend largely on development in these sectors. The policy to be implemented shall give the private sector the role of creating and distributing wealth, in keeping with the market-oriented stance adopted in 1985. The government shall implement all the reforms necessary to create incentives and a secure environment for business.

#### ***Rural sector***

222. There are several reasons for making the rural sector (crop farming, livestock and fishing) the driving force of economic growth under the poverty reduction strategy. First of all, most of Guinea's poor live in rural areas. Approximately 87.5 percent of the poor and 90 percent of the people living in extreme poverty live in rural areas.

223. Secondly, there is considerable and varied potential for development in the rural sector, which makes it the leading source of Guinea's economic growth. Its contribution to GDP was estimated at 18 percent in 1999. The rural sector's growth rate outstripped the overall growth rate for Guinea throughout the 1990s.

224. Finally, the rural sector is the main provider of incomes and jobs for Guinea's people. It employs 88 percent of Guinea's labor force, with 95 percent in farming and 5 percent in fishing. The challenge of reducing poverty in Guinea is therefore largely a matter of boosting development in the rural sector.

225. Substantial investment have made it possible to work towards these objectives through various subsector programs and projects involving crop farming, livestock, fishing and natural resources.

226. However, modernization of the sector and the growth needed to reduce poverty in Guinea have not been achieved because of the diverse and not always compatible nature of the approaches used, the lack of ownership of development actions by the grassroots stakeholders, and the limited amount of private investment raised.



227. Furthermore, rebel attacks along Guinea's borders with Liberia and Sierra Leone wiped out growth in the rural sector in 2000 (see box below).

#### **Box 4. Guinea: Economic Impact of Military Conflicts in the Subregion**

Armed conflicts in the subregion since the beginning of the nineteen-nineties have taken a heavy toll on Guinea. Conflicts in the subregion have created several hundred thousand refugees in Guinea and the cost of border security and sending troops to intervene between rival forces in the countries in conflict have been a drain on the budget.

Guinea suffered from repeated and savage attacks by rebels from Liberia and Sierra Leone between September 2000 and January 2002. The attacks were the worst in Guinée Forestière, which is Guinea's main farming region, and in Guinée Maritime. The consequences of these attacks have been displacement of a large proportion of the population in the affected regions and massive damage to property and humans.

The economic impact includes a drop in Guinea's growth rate to 2 percent in 2000, down from 4.3 percent in 1998 and 3.3 percent in 1999. The primary sector showed negative growth in 2000. The sector as a whole contracted by 2.3 percent after expanding by 5.7 percent in 1999. The farming and hunting subsector was the hardest hit, with a 6.1-percent contraction in real GDP between 1999 and 2000.

*Security has been re-established since the beginning of 2001 and economic activity is gradually resuming. The return of peace in neighboring countries has improved prospects in Guinea and in all of the countries in the subregion.*

The main rural development policy objectives are:

- improving food production and ensuring food security;
- raising rural incomes, through export development in particular;
- conserving natural resources.

In quantitative terms, the government aims to achieve farming GDP growth of 10 percent in 2010, as opposed to the average growth of approximately 5 percent between 1996 and 1999.

228. The aim of the poverty reduction strategy, therefore, is to provide more effective support for the rural sector based on greater responsibilities for domestic players in formulating, implementing and monitoring sustainable development programs.

229. A participatory process involving general government, civil society and development partners resulted in the definition of a strategic framework and a set of guiding principles for this purpose.

*Strategic Framework for Development of the Rural Sector*

230. The development policy is consistent with a market-oriented economy, which requires a viable macroeconomic, financial, institutional and regulatory environment that is adapted to the players' needs. **The strategy has two main aims: more involvement and responsibilities for producers, civil society organizations and local governments in identifying, implementing and monitoring development actions, and in enhancing and improving the quality and efficiency of government services.**

231. The rural sector development policy will address two key cross-sector concerns: improving women's working conditions and income-earning opportunities and sustained action to fight the spread of HIV/AIDS. Women account for two-thirds of the agricultural labor force and are responsible for 80 percent of food production (75 percent of women live in rural areas), yet they have limited access to factors of production (land, inputs, credit, etc.)

✓ **□ Involvement and Accountability of Producers, Civil Society Organizations, and Local Governments**

232. A number of organizations, such as professional organizations for farmers and fishermen, credit institutions, NGOs, and research firms have emerged since 1984. These bodies provide their members with access to greater economic opportunities and they provide the poorest producers with a means of making their voice heard and lend them some clout in negotiations.

233. The government specifically opted to place producers, professional organizations and local governments at the heart of the rural development process, and its plans call for their central role to be enhanced. The approach is to be based on listening carefully to civil society organizations and providing support that is adapted to their needs and capacities. The aim is build a partnership on the basis of trust and consensus between the central government, civil society and local governments.

234. This calls for farmers' organizations to take more responsibility for commissioning projects, representing their members' interests and ensuring sustainability. Ultimately, producers' bodies will be responsible for defining, implementing and evaluating development actions that concern all producers, including small family farms.

235. The efforts to achieve these aims will include: legally and formally recognizing farmers' organizations; giving them a stronger role with specific timeframes and areas of responsibility; implementing networks of financing facilities; establishing a clear-cut division of tasks between the Chambers of Agriculture and farmers' organizations or cooperatives, as well as trade organizations; mobilizing and allocating fiscal resources for farmers' organizations; and giving farmers' organizations more access to the mass media, and to rural radio stations in particular.

236. The weak capacities of civil society players and local governments diminish the impact of their participation. Therefore, capacity-building measures will be implemented to make these actions to support producers more effective.

✓ **Enhancing and Improving the Quality and Efficiency of Government Services**

237. The government will continue to work on raising resources, allocating them appropriately and coordinating them, monitoring the impact of poverty reduction measures, and formulating sector strategies.

238. A process to adapt services to the new circumstances will be undertaken to increase the efficiency of government services. The process is intended to ensure that general government agencies perform their tasks efficiently in terms of:

- supplying basic services:
  - providing functional literacy, training and outreach for all producers, especially in the poorest areas and population groups, including women;
  - developing rural infrastructures (building and maintaining roads, irrigation facilities, slaughter and packing infrastructures, landing stages, fish ponds);
  - providing and facilitating access to economic and social information;
  - better local delivery of advisory, research and supervisions services in coastal areas, forests, etc.;
  - improving farming and grazing output, fish farming, and natural resources management through the development and dissemination of sustainable natural resources production and management technology;
  - reducing the vulnerability of rural people's ways and means of living by effective prevention of conflicts and certain diseases, such as HIV/AIDS.
- formulating and enforcing regulatory frameworks in partnership with users (producers, private-sector operators, NGOs, etc.):
  - access to land and security of land tenure / access to inputs;
  - monitoring the impact and supervision of financing;
  - allocating resources for operating and maintenance expenditure;
  - developing human resources through continuing education action adapted to needs, both in the central departments and in entities exercising delegated authority;
  - enhancing the rule of law and good governance by instituting transparent and participatory management structures.

**ii. Implementation of the Strategy**

239. Three principles will guide the implementation of the strategy:

- (i) due consideration for the diversity of the players and the need to clarify the respective roles of the central government, farmers, civil society, local governments, and development partners;

- (ii) differentiation of approaches according to location, gender and socioeconomic categories so that actions and financing are directed primarily to the poorest groups, particularly women, and to the worst pockets of poverty;
- (iii) systematic evaluation and monitoring using relevant, quantifiable and measurable indicators.

### **iii. Priority Poverty Reduction Issues in the Various Rural Development Subsectors**

240. The priority projects to be implemented in the various subsectors (crop farming, livestock farming, fishing, forestry, and environmental protection) have been identified on the basis of the strategic framework and the guiding principles defined above. There are four prerequisites for implementing these projects:

- establishment of a formal forum for discussions between the technical ministries, the Ministry of Finance, civil society and development partners on the circuits for disbursing funds, including funds from the HIPC Initiative, by the central government and, more importantly, by the entities exercising delegated authority. These discussions should lead to a redefinition of the players' roles, including that of government, and the adaptation or establishment of new tools, such as a single commission for financial planning and policy control at the level of the subprefectures, the prefectures, the regions, and small development monitoring units in the regions;
- institutional capacity-building for the players (farmers' organizations, general government, chambers of agriculture, private sector operators) with a focus on institutional economics in order to ensure a better grasp of the various options and procedures for using subsidies, using credit and organizing procurement of inputs;
- strategic audit of the technical ministries responsible for agriculture and fishing. The audit will consider (i) repositioning of new functions stemming from the revision of disbursement circuits and decentralization, (ii) more dynamic and accountable management of human resources, (iii) reallocation of human and financial resources (operating/payroll ratio, redeployment in regions, staff turnover) to make them compatible with efficient operations.
- rationalization of codes and legislation.

241. The main issues for each of the rural development subsectors are:

#### Crop Farming Subsector

242. The key issues are:

- facilitating access to land and rational management of land resources with the close involvement of the Rural Development Communities (CRDs);
- supporting the emergence of a more professional class of private operators to import, distribute and market products, seed and farming tools;

- giving the farmers' organizations more responsibilities in running farm extension programs and institutionalizing the Support Units for Farmers' Organizations (CAOPAs), sustained financing for extension and capacity-building activities;
- ensuring sustained financing for agronomic research and enhancing the role of such research in the introduction of appropriate technology, conserving fertility, the availability of improved seeds and plants, regional monitoring units and experiments with plant health products.

#### Livestock Farming Subsector

243. The main issue in this subsector is reinforcing the existing structure by building links between the Animal Husbandry Administration, the Cattle Farmers' Organization (OPE), and the private sector to boost herd productivity and security, introducing more intensive husbandry for priority breeds and wider reporting of information on the subsector. This will involve:

- improving animal health;
- introducing more intensive husbandry for priority sectors (poultry, beef and pork farming), especially in poor areas, through the emergence of more professional private operators in this subsector;
- enhancing the reporting of information on this subsector to contribute to education in institutional economics;
- improving local delivery of basic services for livestock farmers (farm extension services) and strengthening government services and cattle farmers' organizations;
- ensuring herd security and contributing to the conservation of Guinea's genetic stock.

#### Fishing Subsector

244. The main challenges in the fishing subsector are conservation and enhancement of sea and freshwater fisheries. Efforts in the subsector must therefore focus on:

- capacity-building for communities in all branches of fishing;
- developing a national fishing industry that complies with international quality standards;
- diversifying and developing the highest growth activities, including fish farming in Moyenne Guinée, Haute Guinée and Guinée Forestière and village shrimp farms along

#### Rural Development and Infrastructures Subsector

245. The issues for rural development and infrastructures are:

- improving access to areas of poverty by providing transportation links to Rural Development Communities, production areas, villages, and social services;
- increasing farming output by harnessing water resources and increasing crop yields;

- capacity-building for farmers' organizations so that they can take more real responsibilities in infrastructure management;
- capacity-building for the private sector (small and medium-sized contracting firms, engineering firms) as part of the implementation of infrastructures.

### ***Mining sector***

#### *The mining Sector and Poverty Reduction*

246. The mining sector plays a decisive role in Guinea's economic and social development, even though some people perceive it as being disconnected from the rest of the economy and neutral in terms of its impact on the lives of the poor. Its contribution to GDP has been contracting steadily for more than ten years. It stood at 16.6 percent in 1999, as opposed to the 21 percent contribution of agriculture. The mining sector is very dominant when it comes to attracting foreign currency and mobilizing government revenues. It contributes 80 to 90 percent of foreign currency revenues and some 25 percent of the central government's current revenues.

247. The mining sector accounts for most of the jobs in industry with more than 10,000 direct permanent jobs, which makes the sector Guinea's second-ranking employer after the civil service. The mining sector also creates indirect jobs in the subcontracting sector and 100,000 jobs in the craft industries. The mining sector's contribution to the central government's resources cover the equivalent of 15.88 percent of government expenditure on health, education, drinking water, infrastructure development, etc. The table below shows the main contributions of the major mining companies to Guinea's economic and social development.

**Table 10. Guinea: The Major Mining Companies and Their Contribution to National Development**

Company (*)	Central govt. revenues, (US\$ thousands per year)	Investment in local development (US\$ thousands per year)	Permanent jobs	Indirect jobs
C.B.G	72,000	110	2,541	3,000
A.C.G	4,800	-	1,600	2,000
SBK	-	20	1,436	1,800
S.A.G	2,600	-	872	1,000
HYMEX	700	80	110	100
AREDOR	-	40	500	300
S.M.D	1,200	-	192	150
Total			7,251	8,350

Source: Ministry of Mining, Geology and the Environment (MMGE)

248. The mining sector also helps maintain the stability of the exchange rate, which in turns helps maintain price stability, thus protecting the purchasing power of the poor. In addition, the subsector's indirect impact on the economy, through the SMEs and SMIs that provide goods and services at local level, must also be taken into account.

Mining sector policy incorporates the following poverty reduction objectives:

- boosting Guinea's economic growth, in part through the execution of mega-projects in the pipeline;
- boosting the development of basic services by contributing to central government revenues, to local government budgets and to direct actions in the field;
- helping to reduce unemployment, particularly for young graduates;
- increasing Guinea's foreign currency assets.

### *Sector Development Strategies*

249. Development efforts will focus on two areas: more intensive mining and beneficiation of mine output. Policy plans call for:

- improving the technical and legal security of mining claims;
- continuing to develop the basic geological infrastructure;
- promoting new projects to private-sector investors.

250. The mining code adopted in 1995 contains significant advances in terms of security and enshrines the liberalization of mining by introducing companies that are fully owned and operated by the private sector. For this purpose, the government set up an independent registry of mining claims under the supervision of the Ministry of Mines, Geology and the Environment. In coming years, the registry's information systems will be modernized, the geodetic positioning of claims will be improved, and access to registry information will be decentralized and made available at prefecture level. In addition, an update of Guinea's geological cartography will also be given consideration in order to minimize operating risks.

251. Several major projects have been identified to intensify mining activity and boost Guinea's economic growth. These projects involve the processing of bauxite (alumina and aluminum):

- Sangarédi Alumina Plant project;
- the GAPCO aluminum foundry project, with a capacity of approximately 250,000 t/yr and the Souapiti/Kaletta dam, which will produce 3,496 GWH per year;
- the integrated Dian-Dian project;
- the Mifergui-Transguinéeen project.

252. These projects will contribute to a substantial increase and diversification of mining in Guinea and to the development of the bauxite-alumina-aluminum sector with the construction of a new alumina plant and an aluminum foundry. This will require massive investment, which will come mostly from the private sector. The project will be carried out as part of a development policy that incorporates development of Guinea's hydroelectric potential.

253. In addition to work on the institutional and legal structures, efforts are under way to promote these projects to private-sector investors in order to raise the capital required. The

government's promotion efforts have the support of its development partners, including the World Bank.

254. As regards their socioeconomic impact, these projects will attract several billion dollars in private-sector investment and create more than ten thousand permanent jobs, as well as several thousand temporary jobs. They will also increase government revenues and boost the development of SMEs/SMIs and local governments.

255. The government's policy will support small investments by simplifying the procedures for staking mining claims and through the services provided by the Mining Development Promotion Center. It will also monitor the activity of local independent miners with a view to ensuring better integration of mining activity into community development.

256. Capacity-building for entities exercising delegated mining administration authority (training and equipment) means that these entities could help local governments and grassroots communities gain more control over the payment of local taxes and achieve better coordination between local development plans and those for the mining sector. A specific technical assistance project for the entities exercising delegated mining administration authority will be set up for this purpose. Its activities will have to be coordinated with those of the Village-level Community Support Program and the Capacity-Building for Service Delivery Program.

257. Appropriate measures are under consideration to ensure environmental sustainability and rational and efficient management of Guinea's mining potential (see the section on natural resources management and the environment).

### ***Tourism and Craft Industries***

258. Several other sectors, including tourism and craft industries, could contribute to Guinea's economic and social development. Therefore, a determined policy to promote tourism and craft industries in Guinea is under consideration, in keeping with grassroots proposals.

The objectives are:

- helping to boost economic growth;
- promoting employment and broader distribution of incomes;
- helping to increase foreign currency earnings by developing tourism

### ***Tourism***

259. The national tourism policy was adopted in May 1998. As part of the same move, a strategic plan for sustainable tourism development was formulated and validated in February 2000 with the support of the UNDP and the WTO (World Tourism Organization). The strategic plan covers tourism investment, development, training, marketing, and organization in Guinea

260. In light of the existing potential, the national tourism policy places the priority on developing integrated rural tourism to ensure that it has an impact on the lives of the poor.

261. The development strategy is based on promoting private initiatives, which will be able to raise the capital required and develop quality services through the involvement of local



communities in a decentralized process that gives responsibilities to grassroots players. The central government's contribution will be made through the existing technical support program to improve the climate for investment, strengthen the National Tourism Board, hold a round table conference with development partners, as well as through basic infrastructure development to develop sites and build and maintain access roads. Work is under way to facilitate and promote private sector investment in tourism.

### *Craft Industries*

262. Craft industries employ some 15 percent of Guinea's labor force and they increasingly employ a substantial fringe of poor people living in urban and rural areas. As is the case with the farming sector, craft industries are labor intensive and not capital intensive. They also provide low cost goods and services, as well as job and income-earning opportunities for vulnerable population groups such as the young, women and the handicapped.

263. The Craft Industry Code was formulated, adopted and enacted in June 1998 to promote development of the sector. The provisions of the code deal with the definition of craft activities, administrative regulations and the organization of the sector, craft workers' rights and obligations, and the advantages granted by the central government as part of the new policy to promote craft industries.

264. The government's efforts are aimed at enhancing and accelerating development with positive fallout for poor population groups. The specific objectives are to make craft industries more productive and more competitive, to create productive and stable employment, to build up technical and management skills and to help to expand the industrial base.

265. A Craft Industries Development Policy Letter is currently being drafted for this purpose and should lead to the formulation of a master development plan for the sector. Pending finalization of the master plan, the action plans contained in the framework program to support private sector development (PCSDSP) include several projects to support the craft industries sector.

266. Innovative experiments are also under way as part of the decentralization and participatory process. Several trade organizations have been set up at regional and national levels to give new impetus to the development of the sector. Discussions with professionals from the sector have produced some strategic guidelines relating to:

- applying the Craft Industry Code (finalization of the legislation, translation into national languages, publication);
- creating chambers of craft trades;
- establishing a suitable financing system for the craft industry sector;
- capacity-building for craft workers and improving apprenticeship conditions;
- supporting infrastructure development (craft villages, craft centers);
- increasing consideration of gender issues in the promotion of Guinea's craft industries;

- increasing the number of projects nationwide to support craft workers' own promotion efforts.

267. The discussions have been extended to include the participation of all professionals in the sector. They will help with the finalization of Guinea's policy for promoting the craft industry sector.

### *SMEs and SMIs*

268. Promotion of SMEs and SMIs is a critical strategic issue for economic development and poverty reduction, given that micro-enterprises, including many in the informal sector, dominate Guinea's economic structure. Past policies helped promote the sector through liberalization of enterprise, promotion of microcredit, establishment of support structures and through training in entrepreneurship and management.

The objectives of the strategy are:

- helping to boost Guinea's economic growth;
- reinforcing the basis for sustainable development;
- promoting employment and broader distribution of incomes.

269. In addition to the general business environment considerations relating to macroeconomic and financial stability, basic infrastructures, and the institutional and legal framework, the policy focuses on: (i) support for self-promotion and innovation through appropriate basic training, enhanced support structures and continued development of microcredit, and (ii) support for existing SMEs and SMIs through delegation of authority to manage public procurement at local level and specific measures to promote Guinean SMEs and SMIs, including provisions in the Public Procurement Code that allow for contracts to be broken up into small lots so that local SMEs and SMIs are able to bid for them.

270. Curricula in secondary education, vocational education and higher education are being adapted to meet market requirements and to instill entrepreneurial spirit. Work under way on formulating the national program for capacity-building and good governance includes a section on capacity-building in the private sector and in SMEs and SMIs in particular.

271. As of December 31, 2000, four of the main decentralized financial institutions had some 156,000 members and/or customers with GF 17 billion in deposits and GF 11 billion in outstanding loans. The objective is to double the customer base by 2005.

272. New public procurement provisions under consideration could stipulate that all public procurement contracts involving up to GF 100 million be awarded at the prefecture level and those involving up to GF 300 million be awarded at the subregional level. This provision would make expenditure more efficient and help promote local SMEs and SMIs.

## **Natural Resources Management and Environmental Protection**

273. Guinea's successful economic development relies heavily on the rural and mining sectors. More intensive activities in these sectors raise real questions about their impact on development potential and on the environment. For example, farming methods and techniques, such as shifting cultivation, slash and burn, and hillside farming, constitute a constant threat to the productive base.

**274. One of the key challenges for the strategy will be to make the best use of existing potential to improve living conditions while ensuring the sustainability of the productive base.**

275. The government's policy must contend with many institutional and legal obstacles, including inadequate territorial, financial and tax decentralization, the lack of implementing decrees for the Forestry Code, which means that the status of community and private forest holdings is still unclear under its provisions, and unclear division of roles in managing and using forestry resources between general government, entities exercising delegated authority, decentralized structures and traditional institutions.

### ***Environmental Protection***

276. The priority for environmental protection will be a nationwide program for making an inventory and monitoring of Guinea's natural environment, covering biodiversity and ecosystems, and of Guinea's social and economic environment. The government will also launch a program to prevent and manage natural and man-made disasters.

277. In this spirit, environmental impact studies will be conducted for all major national projects, and especially for projects in the mining sector. Other important measures to be introduced by the public authorities include capacity-building at the National Environment Directorate and setting up an environmental information and management system in order to establish benchmarks for monitoring the impact of new projects.

### ***Ensuring the Sustainability of the Productive Base***

276. Conservation of the productive base will be a constant concern in Guinea's development policy. It will be present in all activities affecting natural resources.

277. Efforts in agriculture will be aimed at intensive farming and improving farming practices to curb soil erosion and improve fertility. Sustainability of fishing resources will be ensured by supervision, resource monitoring and evaluation, restoring the banks and headwaters of the main rivers, and regular seeding of fish ponds in Haute Guinée.

278. In light of the threats to Guinea's forestry resources, specific actions are planned to improve forest management. These measures include:

- promoting public participation in the creation, development and management of community and private forests;

- promoting the emergence of private-sector players in the development of wood and wood by-product processing plants;
- enhancing the reporting, inspection and monitoring system for the sector;
- improving incentives through more lawful and more efficient mobilization and use of revenues from forestry activities.

279. With this in mind, the government's policy will also aim at the implementation of a financing mechanism that is adapted to the forestry production cycle, the implementation of an efficient control and monitoring system for the harvesting, processing and marketing of forestry resources and wild animals, and equitable distribution of forestry development actions and programs.

### **B. Basic Services Development and Equitable Access**

280. Lack of access to basic services is a key component of poverty and a leading cause for public concern. This chapter deals with the government's policies for education, health, water and sanitation, urban development and housing, social security and gender issues.

282. The analysis of poverty revealed disparities between regions, between urban areas and rural areas, between men and women, and between socioprofessional categories. The major challenges for the government's new strategy include reducing these disparities and ensuring equitable distribution of national wealth. Therefore, all the policies to be undertaken, and especially policies dealing with priority social sectors, will pay particular attention to areas that are identified as pockets of poverty and to vulnerable population groups, such as women in rural areas, young people seeking their first jobs, people living on fixed incomes, and the handicapped.

#### **Education**

283. Despite Guinea's progress in education in recent years, it still faces the serious challenge of developing its human resources. Such development is a prerequisite for economic and social development. Therefore, improving performances in the education sector is a priority in the national poverty reduction strategy.

*The fundamental objectives of the education policy are:*

- *helping to improve the quality of life;*
- *providing the qualifications needed for the country's economic and social development.*

*The specific policy priorities are:*

- *a 100-percent primary school enrollment ratio by 2012;*
- *promotion of pre-school education;*
- *greater access to technical and vocational training;*
- *gender equity and equity between Guinea's regions.*

284. The policies focus on: (i) basic education for all; (ii) improving access to education and equity at all levels; (iii) enhancing informal education; (iv) improving the quality and effectiveness of teaching at all levels; (v) institutional capacity-building for the education system; and (vi) boosting basic services.

### ***Primary Education for All***

285. **Everyone has a right to primary education. This is the priority for Guinea's education policy, in keeping with the aspirations expressed by the public. Substantial efforts will be made under the "Education for All" program that the government has just adopted.** These efforts will aim at mobilizing resources and implementing the reforms needed to ensure the effectiveness and sustainability of Guinea's education system. These measures include:

- continuing to build schools, and recruit, train, and provide further training for teachers, supervisors, and administrators;
- improving internal efficiency by improving the quality of teaching and introducing regulatory measures to reduce the proportion of pupils repeating grades,
- examining the possibility of extending double-shift teaching;
- reducing private expenditure on education, especially for disadvantaged population groups;
- mobilizing parent-teacher associations, NGOs and others to enroll and supervise children, especially girls;
- improving the quality of health care and the nutrition of children in primary schools.

286. At the grassroots level, this policy will be backed up by promoting pre-school education through such actions as training of community outreach workers, development and extension of educational activities for children, and information and awareness campaigns about the infant development program. An integrated approach will encompass children's health, nutrition and education to promote their psychomotor, psychosocial and cognitive development.

### ***Improving Access to Education and Gender Equity***

287. The priority actions are:

- reducing disparities between regions and gender disparities, especially in KanKan, Labé, Mamou and Farana, where nearly 70 percent of girls have no access to schools, as well as disparities between socioeconomic categories through the adoption of equity criteria in investment guidelines and ensuring access to education services, particularly for girls ;
- improving internal efficiency by improving the quality of teaching and introducing regulatory measures to reduce the proportion of pupils repeating grades in secondary school ;
- establishing structures for post-primary technical education ;
- opening regional technical schools and regional university centers based on the "community college" model.

### ***Supporting Informal Education for Girls and Adults from Disadvantaged Groups***

288. These measures include:

- extending the “second chance” schools to provide opportunities for uneducated young people and drop-outs,
- establishing special schools for the integration of pupils with physical and mental handicaps;

### ***Improving the Quality and Efficiency of the System***

- Implementing policies to provide incentives and recognition for teachers’ creative efforts;
- Upgrading and modernizing educational tools and laboratories;
- Formulating and implementing further education programs for teachers, and more particularly for contract workers, who make up more than 43 percent of teaching personnel;
- Revising and improving curricula;
- Strengthening the finances of grassroots structures and involving local communities in the management of education services;
- Increasing community input in the definition of education goals and in school management (construction, renovation, maintenance).

### ***Institution Building for the Education System***

- Building education system planning and monitoring capacities through the creation of a sector strategy and policy coordination board and setting up data bases as decision-making aids ;
- Revitalizing the consultative structures linking the different stakeholders in the system;
- Building grassroots management capacity and reinforcing the policy for delegating management authority,
- Improving access to documentation and information;
- Reinforcing management structures for school and university examinations;
- Reinforcing the teacher supervision and incentive system;
- Compiling and publishing statistical yearbooks and related products;
- Analyzing the internal and external efficiency of the system with due consideration of training and employability issues;
- Introducing computer training courses;
- Promoting Internet access for schools;
- Implementing consultations with pupils, students and partners.

### ***Boosting Basic Services***

- Promoting health education by training outreach workers in STDs/AIDS and the most common endemic diseases;
- Providing training for civil servants, adults and the unemployed;
- Offering training courses that are suited to the grassroots situation in terms of social and economic development;
- Offering job training courses that meet community development needs in social work, community outreach, waste management, adapted technology extension, retail trade and transportation, etc.;
- Enriching and extending traditional skills and technologies;
- Formulating and implementing technology transfer strategies for communities by using new information and communications technologies;
- Establishing a research and action fund to identify the specific causes of poverty and solve community development problems.

### **Health and Nutrition**

*The overall objective is to provide quality health services to every man and woman living in Guinea with no geographical, economic, social or cultural barriers. This means establishing an accessible health system that meets the people's health needs by 2010.*

*The specific objectives of Guinea's health policy are:*

- *reducing the crude death rate to 12 per thousand in 2005 and to 9 per thousand in 2010, as opposed to 14.2 per thousand in 1999;*
- *reducing the child mortality rate to 70 per thousand in 2005 and to 50 per thousand in 2010, as opposed to 98 per thousand in 1999;*
- *reducing the maternal mortality rate from 528 per thousand in 1999 to 300 per thousand in 2005 and to 200 per thousand in 2010.*

289. To achieve these objectives, Guinea's health policy will focus on: (a) greater prevention and fighting priority diseases, (b) improving access to essential health services for poor people, (c) institutional and management capacity-building and (d) improving service quality.

### ***Boosting Preventive Action and Fighting Priority Diseases***

290. The major concerns of Guinea's health policy include infectious diseases (tetanus, measles, tuberculosis, hepatitis B, acute respiratory infections, and diarrhea), malaria, reproductive health, and emerging or re-emerging diseases, such as diabetes. These diseases have a major impact on mortality rates and their prevalence is increasing rapidly in Guinea.

291. Immunization is recognized as the most cost-effective means of fighting infectious diseases, with the exception of respiratory infections, diarrhea and shigellosis. **The objectives for the next 10 years are: (i) achieving immunization of 80 percent of children aged under**

**one year and women of childbearing age, even in poor and isolated areas and (ii) eradicating poliomyelitis in the short term.**

292. The planned measure include incorporating routine yellow fever and hepatitis B immunization into the Extended Immunization Program and implementing specific regional measures to cover poor and isolated areas with a door-to-door immunization drive. The government will allocate substantial resources to support these measures.

293. Treatment efforts to deal with acute respiratory infections and diarrhea will be continued as part of the development of primary health care. The aim is to ensure availability of products from community health care services and to deliver quality services at affordable costs.

294. Guinea's fight against malaria will apply the strategies proposed by the Amsterdam Conference in 1992. This means case management, prophylactic treatment of pregnant women, the use of insecticide-treated nets for protection against mosquito bites, environmental sanitation, and promotion of hygiene measures.

295. To deal with the challenge of reducing maternal morbidity and mortality, Guinea's health policy will focus on management of high-risk pregnancies and obstetrical emergencies, childbirth assistance, fighting genital mutilation of girls, promoting family planning, and treatment of sexually transmitted diseases, which are a major cause of sterility.

296. Surveys will be conducted to describe the epidemiological situation and appropriate control strategies with regard to other emerging or re-emerging diseases, such as diabetes and hypertension.

297. The government needs to fight malnutrition to ensure the health and physical well-being of Guinea's people. Policy in this area will focus on achieving food security, which is dealt with by other components of the poverty reduction strategy, continuing the distribution of iron supplements to pregnant women, iron and vitamin A supplements to children, including distribution programs in schools, extending of the use of iodized salt, etc.

***Improvement of Access for the Poor to Essential Health Services***

298. The right to health for all, particularly in the case of the poor, raises many problems with regard to the geographical coverage of health structures, delivery of quality services and removing financial barriers to access.

299. Infrastructure development will focus primarily on community health units in line with the health map to counter constraints relating to resources and the demand for health services. This policy will be backed up by extending the minimum service package (including adequate and periodic deliveries of supplies, essential generic drugs, and vaccines) and improving human resources management to ensure the availability of qualified and motivated personnel at all levels, and in rural areas especially.

300. This calls for recruiting staff to fill previously identified positions, job assignments lasting a minimum of three years, and performance-related pay. This will ensure stability of personnel, especially in rural areas, and improve service quality.



301. The central government will grant operating subsidies to health care institutions to make up the difference between actual costs and the fees charged in order to ensure greater accessibility to health. In addition, mutual health insurance systems will be developed in local communities to fight exclusion relating to low income levels. Community services will be developed as an extension of the activities of health structures.

### ***Institutional and Management Capacity-Building***

302. The division of responsibilities between the various structures will be defined to make Guinea's health system more efficient. This reform will be combined with the fiscal decentralization initiated in the 2001 budget law. It will be backed up by the delegation of broader powers to local structures for planning, resource allocation, drug procurement, coordination, auditing of public and private sector structures, etc. The reform will require human capacity-building at every level through recruitment, redeployment and training, as well as improvements in planning and management tools.

### ***Improving Service Quality***

303. The predominant concern with accessibility in recent years has now been combined with a focus on service quality. Improving service quality is bound to increase the use of such services as antenatal care and childbirth assistance.

304. Plans focus on defining a minimum package of services and quality standards for each level, upgrading health care facilities and providing efficient maintenance, and rationalizing the use of drugs.

### **Combating HIV/AIDS**

305. STDs and AIDS are seen as serious threats to public health in light of their high prevalence in the subregion and their rapid and stealthy spread through the population. Without appropriate measures, Guinea's economic, social and demographic equilibrium could even be jeopardized.

Three key objectives have been set as part of the poverty reduction strategy:

- stabilization or reduction of HIV/AIDS prevalence to less than 5 percent;
- adequate management of AIDS cases;
- curbing the social and economic impact of the disease.

306. A cross-cutting strategy involving all players is critical to prevent and fight AIDS. Local communities have to develop and implement their own plans to fight AIDS. They may receive technical assistance and financial support from the central government for this purpose. The necessary resources will be transferred directly to players in the field and private-sector subcontractors will manage these resources.

307. Each sector will also have to develop its own program, which must include: (i) prevention and treatment for internal personnel; (ii) prevention and treatment for the public; and (iii) a communications strategy that is adapted to the activities of the sector. Lean structures at national, regional and prefecture levels will coordinate and monitor activities.

308. Henceforth, all national development programs and projects will participate in the fight against AIDS through prevention programs, including national information, education and communications campaigns, blood transfusion security, condom marketing, prevention of mother-child HIV transmission, etc. These programs will be aimed primarily at the most vulnerable population groups, including truck drivers, traveling merchants, uniformed personnel, young people, and residents of areas with high concentrations of refugees. In addition, all tuberculosis patients that are resistant to conventional treatments should be tested for HIV/AIDS. Efforts will also focus on providing greater access to drugs and effective case management.

### **Drinking Water**

309. In addition to improving the environment for economic activity, water policy should meet a key concern of the general public, which is access to safe drinking water. This concern came up constantly during the various consultation processes.

The general objective is to provide regular access to safe drinking water for all. The specific objectives are:

- increasing the access ratio to 90 percent in 2010 (95 percent in Conakry), as opposed to 49 percent in 1999;
- increasing the number of rural water points to 15,000 by 2005 and to 20,000 by 2010, as opposed to 9,400 water points at the beginning of 2000.

310. Thus, in addition to the efforts to develop basic infrastructures in urban areas (see section 5.1.2 a.), water policy must address two issues: access to water, particularly for the poorest population groups, and development of village water supplies. In the medium and long term, water development should be based on a strategy for gradually reducing production costs and cutting the fees charged for water. This effort will be in addition to the subsidized rates currently charged for water.

311. Efforts to develop village water supplies up until now increased the number of water points (tapped boreholes, wells and springs) to approximately 9,400 in March 2000, as opposed to only 1,938 in 1985.

312. In coming years, the policy will call for continued infrastructure development, delegation of authority to SNAPE's regional branches and the installation of anti-theft devices to protect pumping equipment (pumps, solar panels, and power plants) and greater responsibilities for local communities in infrastructure management. All these measures are aimed at improving community services and increasing the operating ratio of water pumps. Thus, in line with the main thrust of the PRSP, infrastructure development will be based on an approach that ensures equity between Guinea's regions.

### **Rural Electrification Supply**

313. Rural electrification must begin from scratch. Significant progress has been made in Conakry and some inland towns, but rural populations still rely on traditional energy sources to meet their energy needs. The use of traditional energy sources in Guinea, meaning firewood primarily, accounts for more than 95 percent of final energy consumption.

314. The government has launched a pilot program to provide electricity to villages in order to reduce disparities. This initiative develops and provides electricity from affordable micro power plants that can be operated on a viable basis. This program could also involve connections to urban power grids.

315. The development drive for rural electricity supplies will rely primarily on the private sector. Private-sector operators will finance at least part of the investment and manage the infrastructures. They will act in accordance with both their own business imperatives, and the public's aspirations for better living conditions. The government will ensure that legal and regulatory provisions are more coherent with the institutional framework for the conventional electricity sector.

### ***City Planning, Housing and Sanitation***

In keeping with the concerns expressed by the public with regard to housing issues, the urban planning and housing strategy has two main objectives:

- promoting a sufficient supply of decent housing; and
- making urban development contribute to economic growth by encouraging private-sector investment.

316. The strategy focuses on several objectives:

- implementing town and country development plans formulated and adopted by the government (National Town and Country Development Plan, Regional Development Plans, etc.); continuing public education and enforcement of existing legislation, improving land purchase procedures, upgrading and decentralization of land management structures to promote investment;
- developing building sites to meet the needs of different population segments and occupational categories, stepping up efforts to restructure disadvantaged neighborhoods and provide quality urban services.

- institutional and technical capacity-building.

317. The planned strategy for sanitation focuses on:

- delivery of sanitation services and equipment; intervention areas will be selected on the basis of such criteria as low household incomes, unsafe housing or the shortage or age of existing housing stock;
- recipients' participation in the formulation and implementation of activities through contributions in kind, in cash or in services;
- using appropriate low-cost technology to build sanitation infrastructures ;
- conducting public awareness campaigns to encourage ownership of projects.

318. Action will concentrate on Conakry at first in view of the high concentration of people living in disadvantaged neighborhoods, the low income levels of the recipients and the high level of sanitation service needs in these areas.

### **Social Security**

319. The situation of several social groups has become more worrisome because of a lack of government action on social issues, the steady rise in unemployment, which means families are less able to help, and the selectiveness of a market-oriented economy. Several associations and NGOs have been set up to help people in difficult circumstances obtain training, find jobs and achieve social integration. To date, there has been no comprehensive survey to evaluate the action of these organizations.

320. Furthermore, the lack of social protection is blatant. Apart from civil servants, who are paid a retirement pension, fewer than 2 percent of Guinea's people enjoy social protection. Those who do are wage-earners covered by the Labor Code and their dependants. Their protection is managed by the National Social Security Fund (CNSS).

The social component of the strategy is aimed at ensuring that the whole population has the minimum means to live.

More specifically, it is aimed at ensuring economic security for the majority of the people and enhancing social action to support marginal groups and those who are excluded from society.

321. To achieve these aims, the CNSS needs to be adapted to the social and economic realities of the day and made more efficient in the performance of its tasks. The following reforms need to be undertaken: a reform of the legal framework of the institution and upgrading of its means of action and working methods (computerization), financial reform to streamline management and minimize the risk of financial problems. Financial reform will require an actuarial survey to update the management parameters. The most recent actuarial survey is more than ten years old;

322. As part of the implementation of the poverty reduction strategy, there is an urgent need to define a social protection policy and a program for the gradual extension of social protection that is compatible with the needs and priorities of Guinea's people. All partners (central government, trade associations, trade unions, NGOs, etc.) will be involved in defining this policy. The process could include reinforcement and extension of the STEP program of strategies and techniques for reducing exclusion and poverty, which promotes mutual health insurance plans.

323. A more sustained national solidarity effort is needed to address the precarious circumstances of certain social groups, such as the handicapped, orphaned children, and elderly people with no support. Several surveys are being planned to investigate working conditions for children and the living conditions of street children, marginalized groups and AIDS sufferers. The aim is to determine the social and economic circumstances and determinants of these groups. The results of these surveys will make it possible to undertake concrete action to improve the way Guinea's social services manage these issues.

### **Gender and Equity**

The challenge is to improve the economic and social promotion of women by means of a strategic framework that ensures equity between the different components in Guinea's population and, more particularly, between men and women.

The main specific objectives are: access to education, training, jobs, productive assets, protection and decision-making power at community and national levels.

324. The rationale to be applied is based on an objective analysis of women's circumstances, including an analysis of poverty by gender, and seeking the best ways to involve women, particularly the poorest women, in the development process.

325. The real challenge, in addition to ensuring access to resources and basic social services, is to give women a voice in decision-making and influence over development choices and strategies, especially at the local, grassroots level.

326. Gender issues will be addressed on a cross-sector basis to ensure the greatest impact. This means that all sector strategies shall be attentive to the circumstances of the most disadvantaged population groups in general and of women in particular, and that promotion of women and education for girls are major priorities in the government's strategic choices. Several measures shall be taken for this purpose, including awareness and information campaigns and measures to give girls greater access to different levels of education.

327. Health policies to be implemented include extending and developing basic health services to deal with women's needs effectively. These services include minimum care packages, prenatal care, childbirth assistance, and family planning. Health policies must also address children's needs through immunization and integrated case management of childhood diseases. The recently launched reproductive health project will make a contribution to this effort. Measures to protect women and children from AIDS also need to be taken in hand.

328. Strategic choices on economic issues mainly involve developing initiatives to create jobs and income-earning opportunities, technical and organizational capacity-building for women, promoting access to factors of production, including credit and other productive assets, and promoting access to local and international markets.

329. Other specific awareness and incentive measures are planned to promote positive changes in social and cultural practices and changes to legislative provisions that hinder women's development.

330. Gender issues will be given due consideration at every stage in the process in order to meet the gender and equity objectives. This means analyses by gender in all studies and surveys, as well as the active involvement of women in identifying, formulating and managing actions and in evaluating their impact. The discussions will be informed by new data and more attention will be given to the set of economic, social and cultural barriers that characterize the poverty of women.

### **C. Improving Governance and Institutional and Human Capacity-Building**

331. Guinea has acquired the full array of legislation and institutions required for the rule of law. However, great efforts still need to be made to ensure that these institutions operate properly and to ensure the right conditions for strong and sustainable economic and social development. Existing shortcomings stem from Guinea's weak institutional and human capacities, its centralized procedures for managing government business, and the limited public involvement in government management. This component of the PRSP focuses on improving governance and institutional and human capacity-building.

#### **Good Governance**

332. Governance means the existence of a central government and the operation of rules and institutions that govern the life of the country. Good governance is a major aspiration of Guinea's people and a critical prerequisite for economic and social development. It is required to establish a favorable environment for private-sector investment and for economic development. It also affects the efficiency of government action and its impact on people's lives. Therefore, good governance is a critical prerequisite for the success of the strategy

333. The public has opted for a bold policy focusing on greater decentralization and delegation of authority for government action, increasing transparency and fighting corruption, promoting the participation and accountability of recipients, and enhancing stability and security.

The general objective of the policy is to ensure better management of government business.

The specific objectives are:

- safeguarding government resources;
- increasing the efficiency of their use;
- creating an appropriate institutional and human framework for the development of the private sector.

### ***Delegation of Authority and Decentralization to Improve the Quality of Public Management***

334. Grassroots structures are more closely attuned to citizens and their concerns. This means that they are in a better position to understand local development issues and take action effectively. The public also places greater demands on them with regard to efficiency and results.

- Local communities' **financial resources will be increased** by: (i) a one-off capital expenditure allocation; (ii) an annual operating allocation; and (iii) authority for local governments to set the rates of the taxes handed over to them and to create local taxes. These measures will be implemented in compliance with the law and under the supervision of the central authority. These measures will supplement those introduced in 2001, under which local governments receive some or all of the proceeds from certain taxes collected locally. The new measures will come on top of similar measures planned for the 2002 fiscal year.

Substantial powers and financial resources will be transferred to bodies exercising delegated authority. The measures mainly concern budget allocations and responsibility for awarding and monitoring public procurement contracts, which is being transferred to the grassroots level. Calls for tenders will be prepared and made at local level and the awarding and monitoring of contracts will be the task of local governments.

- **Human resources will be enhanced** by recruiting suitable personnel and assigning them to local communities. This measure will be backed up by the implementation of a large-scale training program for all of the players concerned by decentralization.

335. Several local communities have started to formulate local development plans with the support of existing projects and programs to increase grassroots involvement in development issues. This initiative will be amplified and extended to the whole country.

### ***Transparency and Fighting Corruption***

336. Efficient management of fiscal resources is the cornerstone of the poverty reduction strategy. Efficient management means more than proper allocation of resources to the various sectors and levels of government. It also requires a great deal of transparency in the use of resources. For this purpose, the government has introduced measures focusing on:

- widespread reporting of allocations and available resources through all public and private-sector media, including rural and community radio stations and traditional messengers;
- regular press briefings by the Ministry of the Economy and Finance to report to the public on the country's economic and financial situation, especially as regards the mobilization and use of government resources;
- in July 2001, a quarterly publication called "Chiffres et réformes contre la pauvreté en Guinée" was launched to publish government financial data and a central government flow-of-funds table (TOFE), as well as relevant information about the impact of reforms in different sectors.

337. Similarly, such efforts made it possible to publish the budget review law (*loi de règlement*) for FY 1998 and FY 1999 along with all the related documents. Future plans call for the budget review law to be formulated and submitted for examination by the competent institutions.

338. A National Committee to Fight Corruption and Moralize Economic Activities was instituted by Decree D/2000/017/PRG/SGG of February 4, 2000. The members of the Committee reflect all political views and include representatives of civil society and trade organizations.

339. The discussions to date have led to the drafting of a corruption reduction strategy paper and a plan of action for implementing the strategy.

340. A major survey is planned with the support of the government's partners to determine the scale, forms and mechanisms of corruption. The survey results will be used to refine the corruption reduction strategy for Guinea and the plan of action for its implementation. During the grassroots consultations, citizens asked for the Committee to set up decentralized branches with delegated authority.

### ***Participation and Accountability of Recipients***

341. The drafting of the PRSP required broad participation by the players in Guinea's national life. The government is committed to setting up a permanent participatory mechanism to sustain the progress made and to give citizens more responsibilities in the actual management of action for development. These efforts will focus on:

- strengthening the community councils of the Rural Development Communities and setting up prefecture development councils as deliberative bodies, and promoting partnerships between local associations and local governments;



- improving the degree of participation and involvement of population groups, NGOs, village and/or community-based associations, and citizens' associations, especially for program formulation and the management and monitoring of community and local business;
- establishing and strengthening bodies for consultations between citizens, levels of government exercising delegated authority, and elected officials, with a view to promoting the dissemination of legislation and documents, and choosing program impact and monitoring indicators;
- preparing simplified planning and programming tools, using a participatory approach to draft community development plans and to monitor and assess investment programs, and then to program investments on the basis of the plans drawn up;
- implementing a communications strategy for broad-based debate and exchanges of information and for discussions on poverty and the means of reducing it. Local media professionals from rural and community radio stations and traditional messengers will play a key role in this aspect of the strategy.

342. A progressive approach to implementation is compatible with the objective of involving all players. Thus, responsibilities will be transferred to citizens and local communities according to their actual capacities to assume them.

### ***Stability and Security***

343. Human misery and poverty are dialectically linked to a rise in crime. They are both the consequences of crime and factors that exacerbate crime and armed conflicts. Forty-five percent of armed conflicts are in West Africa and the Great Lakes Region, as opposed to 35 percent in Asia and only 10 percent in Latin America and Europe.

344. These very violent conflicts have given rise to armed gangs that engage in drug-taking, pillaging, smuggling, and massacres of civilians.

345. Guinea is committed to taking the necessary action to ensure peace and security in light of the harmful effects of these scourges, which have created hundreds of thousands of refugees and displaced persons. Its efforts will focus on: (i) intensifying the fight against armed gangs linked to drug trafficking; (ii) more public awareness campaigns to get all players, and citizens in particular, to contribute to the sustainability of peace and security in Guinea and in the other countries in the subregion; and (iii) undertaking subregional and international actions, and diplomatic actions in particular.

### **Institutional and Human Capacity-Building**

346. As mentioned above, the weak institutional and technical capacities of local bodies are an obstacle to the government's decentralization policy. The same obstacle hinders the operations and effectiveness of central structures and local bodies exercising delegated authority.

347. This component of the strategy is aimed at building the institutional and human capacities needed to promote development and reduce poverty. The strategy will be based on the existing Capacity-Building for Service Delivery Program (PRCI) and Village-level Community Support Program (PACV). The PRCI is a 12-year project with three phases that tackles the obstacles of human resources shortcomings in the government, lack of financial resources, particularly for local bodies exercising delegated authority, lack of communications (lack of a legal framework for consultations and communications), and the lack of performance incentives. Two major analytical studies will take place before the implementation of the strategy component dealing with performance incentives. The first survey will look at the evaluation mechanisms used for civil servants and the second will look at the incentives system.

348. The PACV is aimed at strengthening the institutional foundations of local communities, building their technical capacities, especially for preparing, implementing and evaluating grassroots development actions. It is also aimed at supporting promising initiatives through the establishment of a local investment fund (FIL).

349. Furthermore, a major reform of the justice system is called for to ensure that Guinea's courts are effective and that they contribute to improving the business environment. The program will focus on the way the justice system operates in terms of the speed and cost of court proceedings and the quality and enforcement of court rulings. This means: revising the status of the judiciary, implementing a specialization program for judges, providing capacity-building for legal personnel, providing broad-based publicity about the law and about legal and administrative procedures, and implementing a policy to promote access to justice by establishing legal aid to provide the least well-off with access to the courts and free legal advice.

350. In the same spirit, the government started discussions to establish a comprehensive approach to capacity-building and good governance in Guinea (PRCG). This approach will cover the public and private sectors, civil society and the parliamentary system.

351. The National Secretariat for Capacity-Building (SENAREC) has been set up for this purpose. This institutional mechanism is responsible for steering and coordinating capacity-building initiatives. It is in charge of formulating and implementing the national good governance and capacity-building program.

352. The implementation of a capacity-building and good governance program is part of the overall poverty reduction framework. It is based on simultaneous action in the public sector, the private sector and the civil society sector. This means that the priorities chosen in the poverty reduction strategy, i.e., macroeconomic management, strong support for priority sectors, delegation of authority and decentralization of government management, public participation, etc., will be the inspiration and frame of reference for the national good governance and capacity-building program.

353. As part of this process, new communications technologies should be a vector for transmitting knowledge and information about market opportunities. Internet services should be accessible throughout the country as basic infrastructures are developed, particularly with regard to telecommunications and the connection of the

national network to the information highway. This means that the capacity-building program could be based on the development of distance learning centers.

## VI. MONITORING AND EVALUATION OF THE STRATEGY

354. The scale and forms of poverty are changing and poverty reduction calls for sustained and lasting efforts, as well as a dynamic strategy for action. **It also requires regular monitoring of results. A ninth thematic group will be set up for this purpose and given the task of defining a suitable strategy and system for monitoring and evaluating the strategy.**

355. The guiding principles for the design and implementation of this system will be efficiency, synergies between the efforts made by different structures, the need to update poverty data regularly, and the need for decentralization of data collection and analysis.

356. Key discussions have already taken place, pending the group's report. Each component comes with intermediate indicators and results indicators for use in the strategy formulation process. Monitoring and evaluation of these indicators will make it possible to measure the impact of the measures taken and will be a decision-making aid when planning future actions or when making adjustments to programs already under way. Consideration of gender issues is critical when monitoring these indicators.

357. The proposed Integrated Statistical Information System for Poverty Reduction (SISRP) is to be the foundation of the monitoring and evaluation system. The SISRP will incorporate all of the key information for analyzing, monitoring and evaluating poverty in Guinea. The system involves:

- quantitative and qualitative surveys, chief of which is the Basic Comprehensive Survey to Evaluate Poverty (EIBEP), to be conducted at the same time as the Survey based on the Core Welfare Indicators Questionnaire (CWIC). The EIBEP and CWIC surveys will provide most of the social and economic indicators relating to the availability, use and accessibility of basic services. They will also measure how satisfied households are with the services provided.
- a poverty map of Guinea, to be overlaid with a map of interventions measured in terms of the investments made by donors, the government and NGOs. This will help to highlight poor regions that are short of support. Maps of the actions by some of Guinea's leading development partners are included at the end of this section.
- a poverty database. The database could be a supplement to the IMF's General Data Dissemination System (GDDS), which Guinea adheres to and which will set the standards for the timely release of economic, financial, social and demographic data. The database will be linked to the websites of the National Statistics Directorate, the Standing Secretariat for Poverty Reduction, and the National Poverty Monitoring Unit.

- the feasibility, functions and structure of the monitoring unit are being examined. The Standing Secretariat for Poverty Reduction has been given the task of monitoring and evaluating the poverty reduction strategy and conducting surveys on the causes of poverty and on the impact of the poverty reduction policies and the programs implemented. A narrow range of relevant and mutually agreed indicators will be monitored. Regional poverty monitoring committees will be set up for this purpose.

358. The implementation and the success of the SISRP will call for capacity-building in Guinea's statistical system (National Statistics Directorate and Sector Statistics Units) in order to make it efficient and capable of meeting new demands for statistical information on poverty and social development. Sweeping institutional reforms of the existing statistical system need to be engaged for this purpose. More specifically, a National Institute of Statistics and Economic Research needs to be set up and a master plan for statistics needs to be drafted, along with a multiyear statistical research program.

359. Surveys on people's perceptions of poverty and the perceived impact of poverty reduction programs and projects will be carried out to consolidate the participatory process used to draft the PRSP and incorporate this process into the monitoring and evaluation of the strategy. The results of all these surveys will be widely publicized. **A communications and culture strategy is proposed for this purpose in Annex 2.4.** It will help build on the exchanges between the various players and the grassroots level and will also stimulate debate on poverty and means of reducing it.

360. Greater decentralization will be an opportunity for increasing the involvement of local communities in the management of the resources made available to them. This will make it possible to target vulnerable and poor segments of the population more accurately and thus act more effectively to reduce poverty. Decentralization will guarantee that resources reach those who need them most.

361. The legislative branch will be given a greater say by introducing annual budget debates that include a special section on the results of the poverty reduction program. This will help increase the involvement of the citizens' elected representatives in the implementation of the poverty reduction strategy.

#### **Box 5. Guinea: Poverty Areas and Actions by Development Partners**

One of the main challenges for the new strategy is to reduce the disparities in economic and social development between regions. This means choosing actions according to the degree of poverty in various regions.

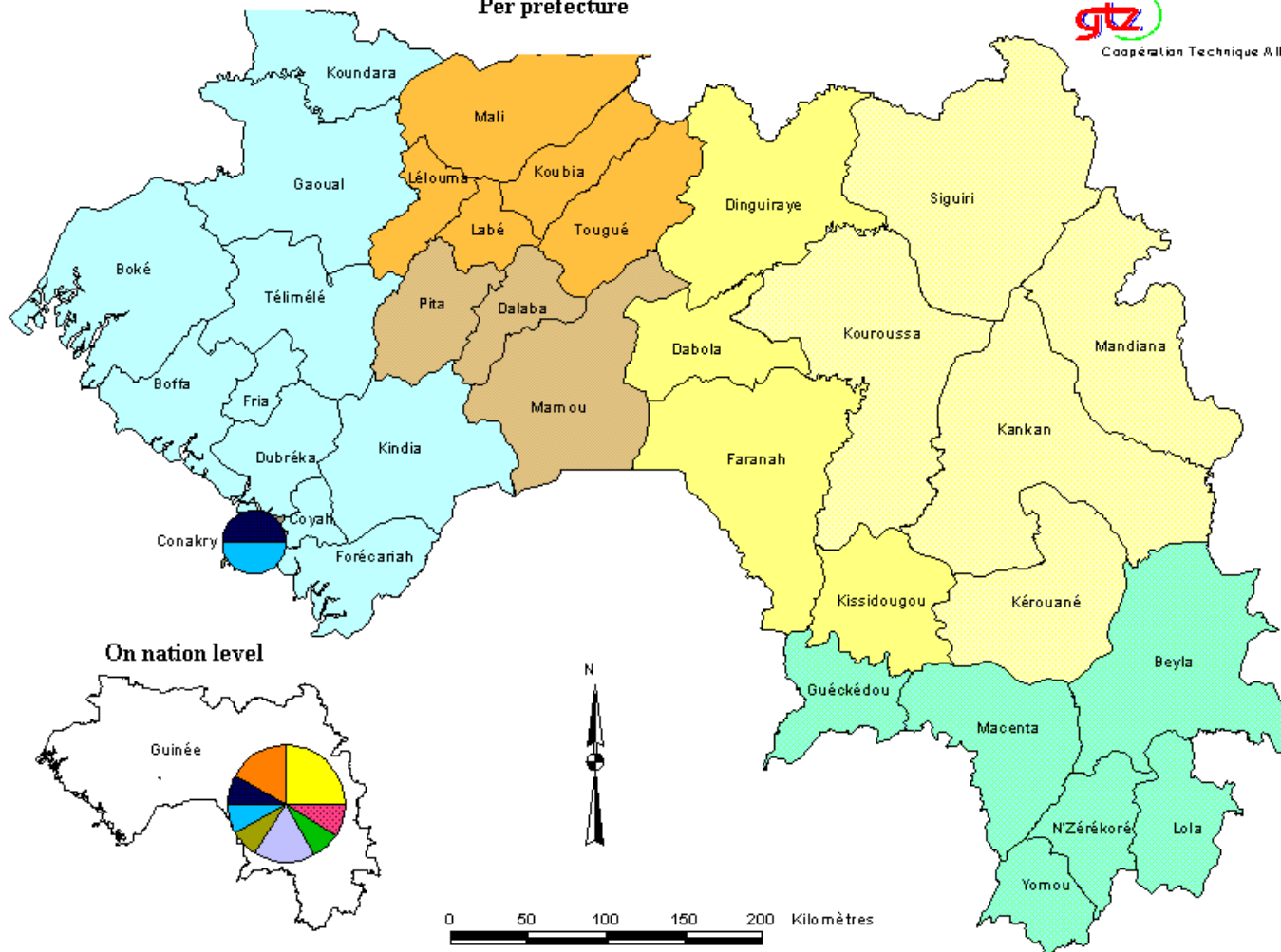
The following maps show that, currently, the areas most affected by poverty, particularly in the northeast of Guinea, are not the ones getting the most aid. The implementation of the strategy should make it possible to redistribute actions throughout the country. The basis for action by all players (the government and development partners) could be monitored and updated on a regular basis by overlaying the map of actions on the map of poverty.

## Number of projects financed by the World Bank in various sectors in 2001

Cooperation Secretary of State (CSS)  
Cooperation National Head office (CNH)  
Office of Information System (OIS)



### Per prefecture

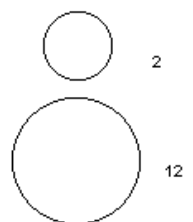


### Legend :

#### Beneficiary sectors

- Education
- Health
- City planning & Housing
- Water supply
- Minine
- Decentralization
- Rural development
- Macro finance

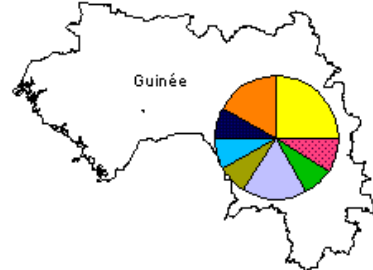
#### Number of projects



#### Administrative regions

- Boké
- Faranah
- Kankan
- Kindia
- Labé
- Mamou
- N'Zérékoré
- Conakry

### On nation level



0 50 100 150 200 Kilomètres

Source : Direction Nationale de la Coopération (DNC)

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Coopération Technique Allemande

## Number of projects financed by the UNDP in various sectors in 2001

Cooperation Secretary of State (CSS)  
 Cooperation National Head office (CNH)  
 Office of Information System (OIS)



**Legend :**

**Beneficiary sectors**

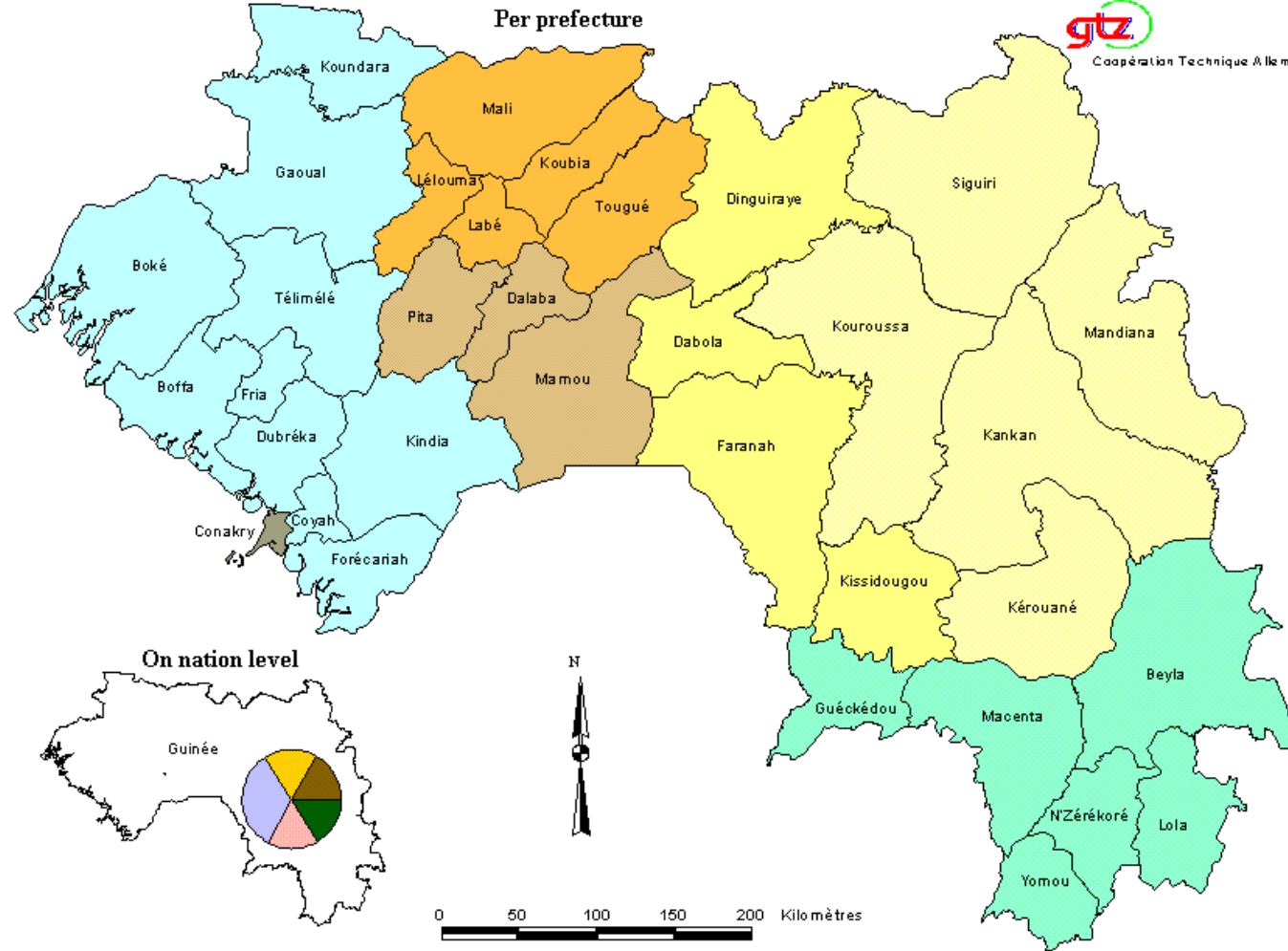
- Transportation
- Culture
- Decentralization
- Gender
- Environment

**Number of projects**

6

**Administrative regions**

- Boké
- Faranah
- Kankan
- Kindia
- Labé
- Mamou
- N'Zérékoré
- Conakry

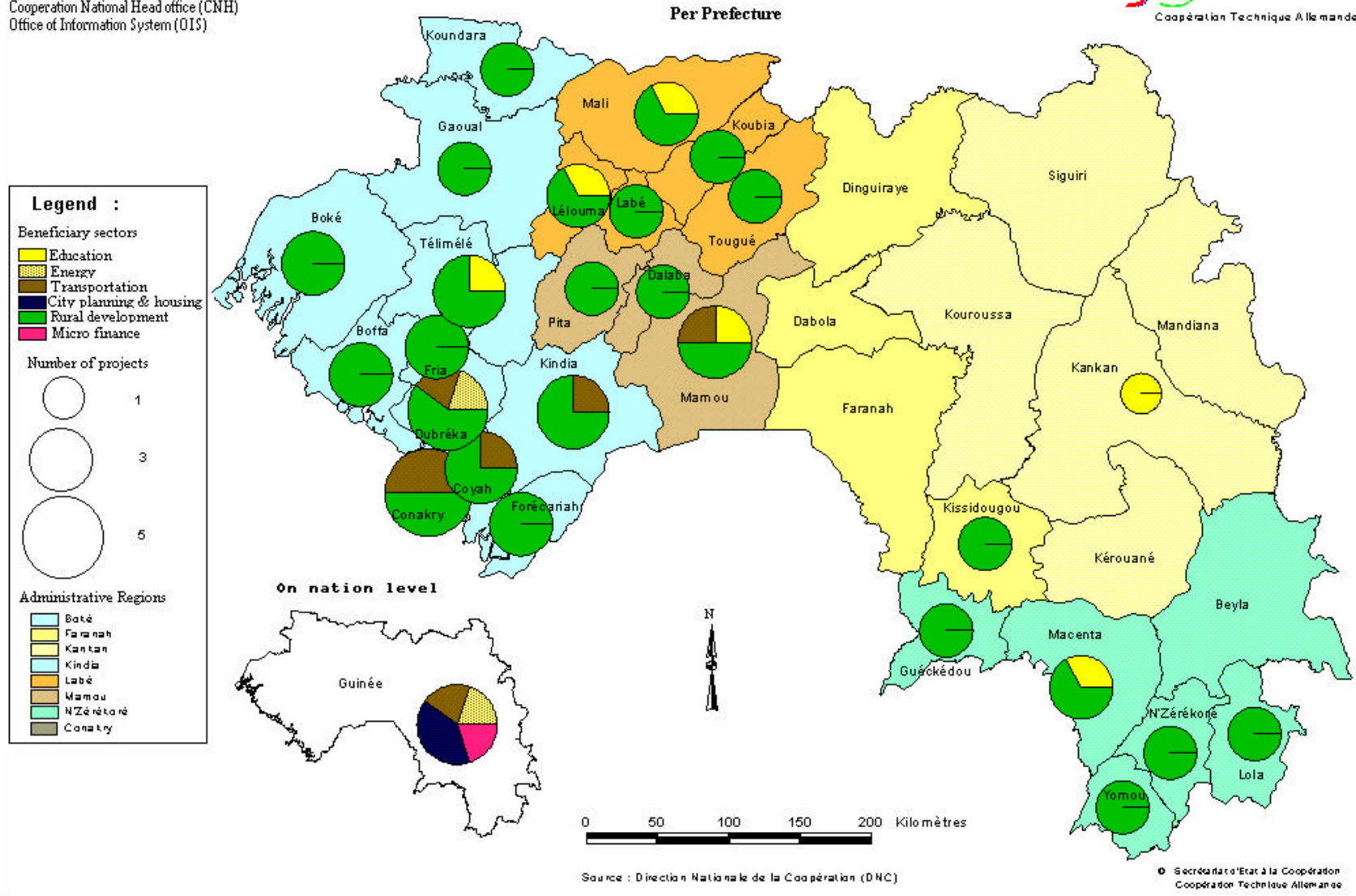


Source : Direction Nationale de la Coopération (DNC)

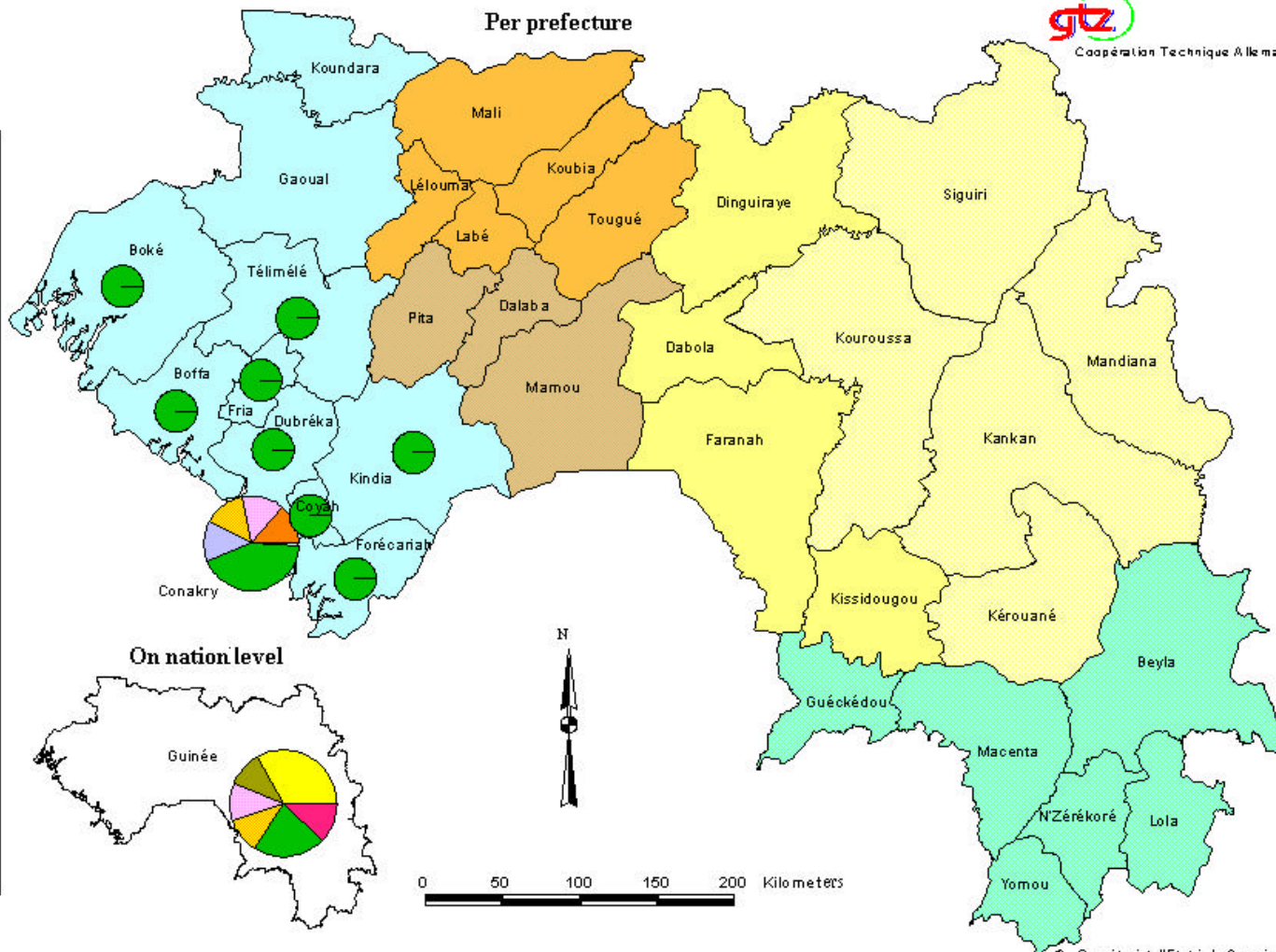
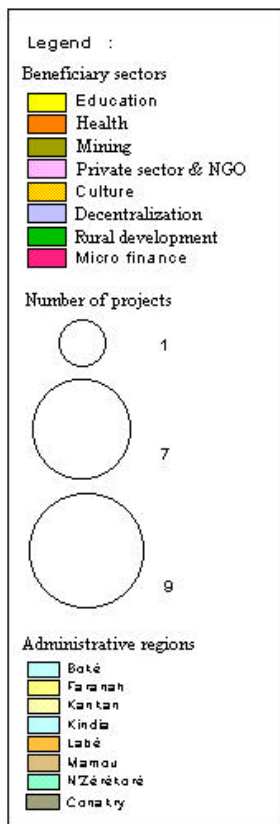
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 Coopération Technique Allemande

## Number of projects financed by AFD in various sectors in 2001

Cooperation Secretary of State (CSS)  
Cooperation National Head office (CNE)  
Office of Information System (OIS)



### Number of projects financed by France in various sectors in 2001





Cooperation Secretary of State (CSS)  
 Cooperation National Head office (CNH)  
 Office of Information System (OIS)



### Number of projects financed by Germany in various sectors in 2001

Per Prefecture

**Legend :**

**Beneficiary sectors**

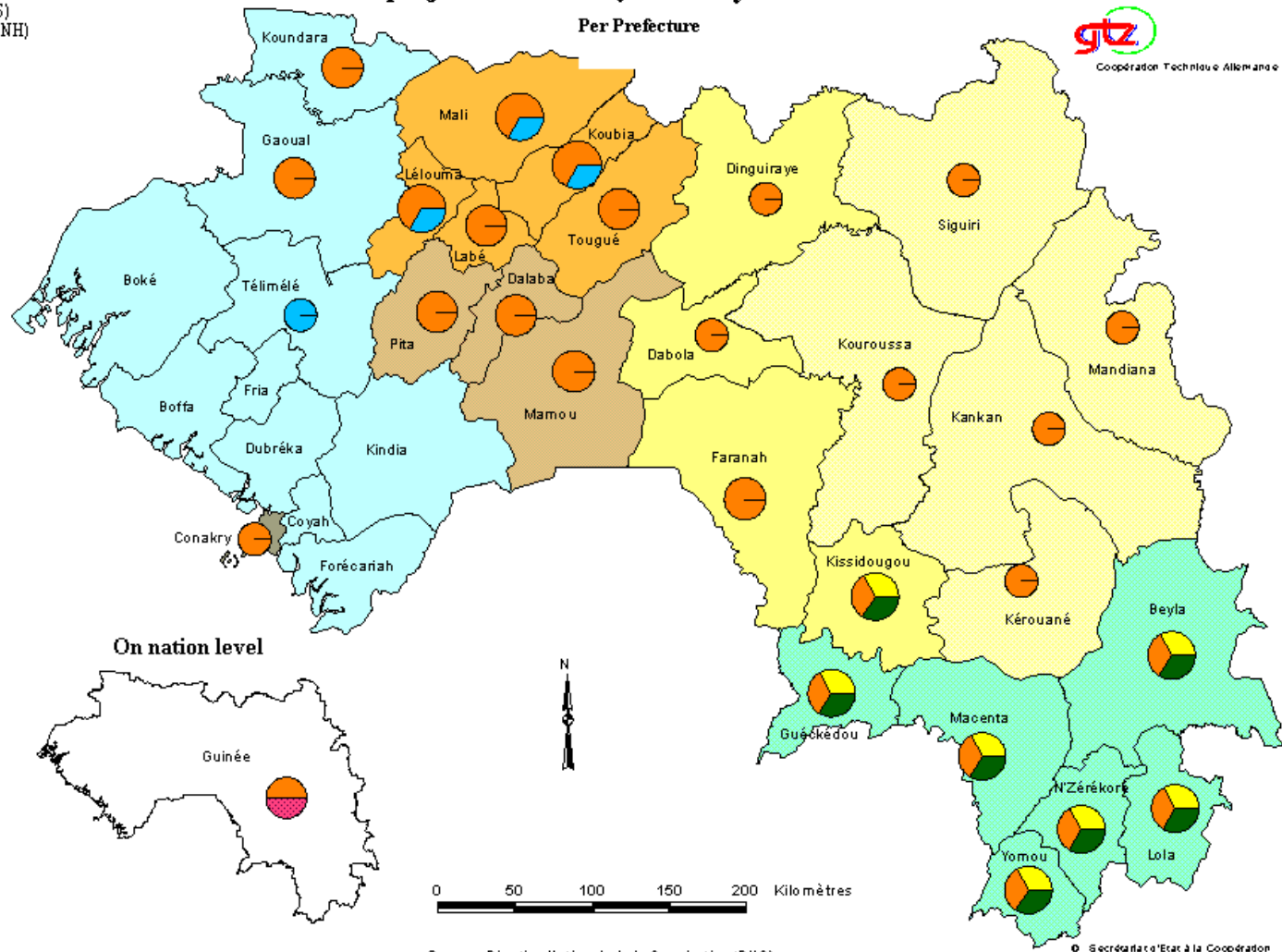
- Education
- Health
- Water supply
- Macro finance
- Environment

**Number of projects**

- 1
- 2
- 3

**Administrative regions**

- Boké
- Faranah
- Kankan
- Kindia
- Labé
- Mamou
- N'Zérékoré
- Conakry



0 50 100 150 200 Kilomètres

Source : Direction Nationale de la Coopération (DNC) © Secrétariat d'Etat à la Coopération Coopération Technique Allemagne

Cooperation Secretary of State (CSS)  
 Cooperation National Head office (CNH)  
 Office of Information System (OIS)

### Number of projects financed by Canada in various sectors in 2001



Per prefecture

**Legend :**

**Beneficiary sectors**

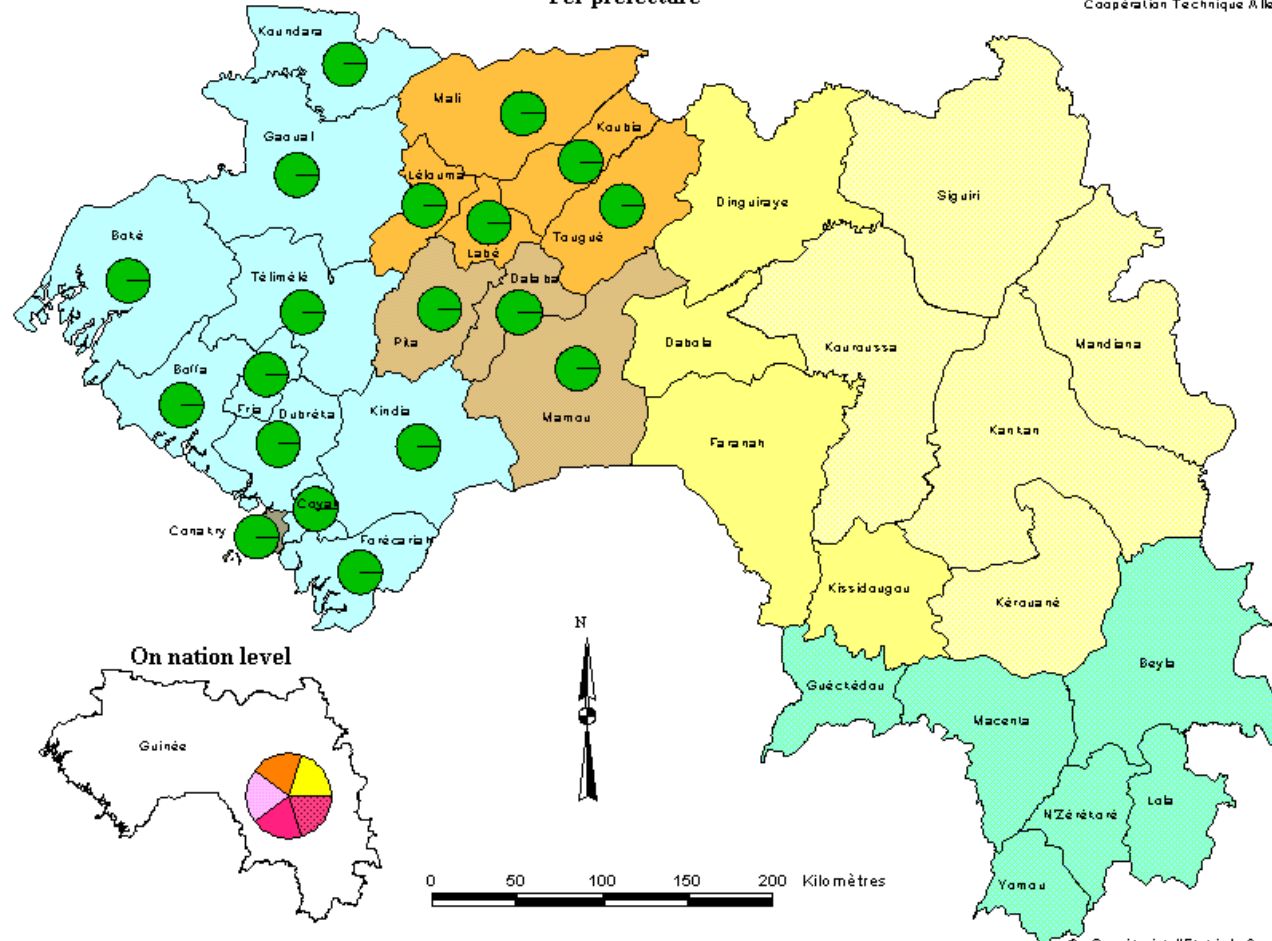
- Education
- Health
- Private sector & NGO
- Rural development
- Micro finance
- Macro finance

**Number of projects**

- 1
- 5

**Administrative regions**

- Baté
- Faranah
- Kankan
- Kindia
- Labé
- Mamou
- N'Zérébaré
- Conakry



## Number of projects financed by Japan in various sectors in 2001

Cooperation Secretary of State (CSS)  
 Cooperation National Head office (CNH)  
 Office of Information System (OIS)



### Per prefecture

**Legend :**

**Beneficiary sectors**

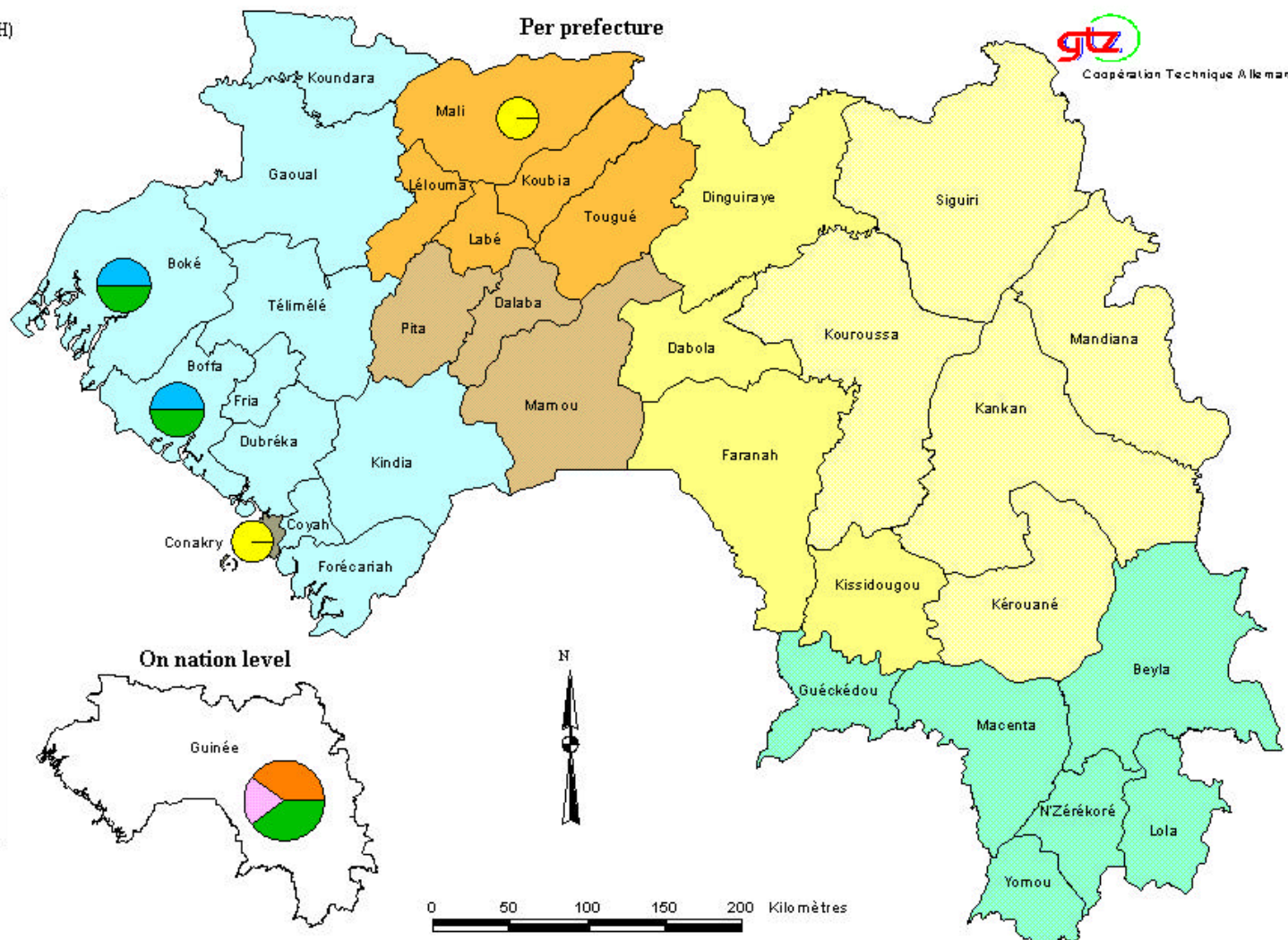
- Education
- Health
- Water supply
- Private sector & NGO
- Rural development

**Number of projects**

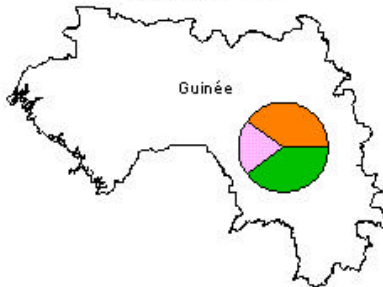
- 1
- 2
- 5

**Administrative regions**

- Boké
- Faranah
- Kankan
- Kindia
- Labé
- Mamou
- N'Zérékoré
- Conakry



### On nation level



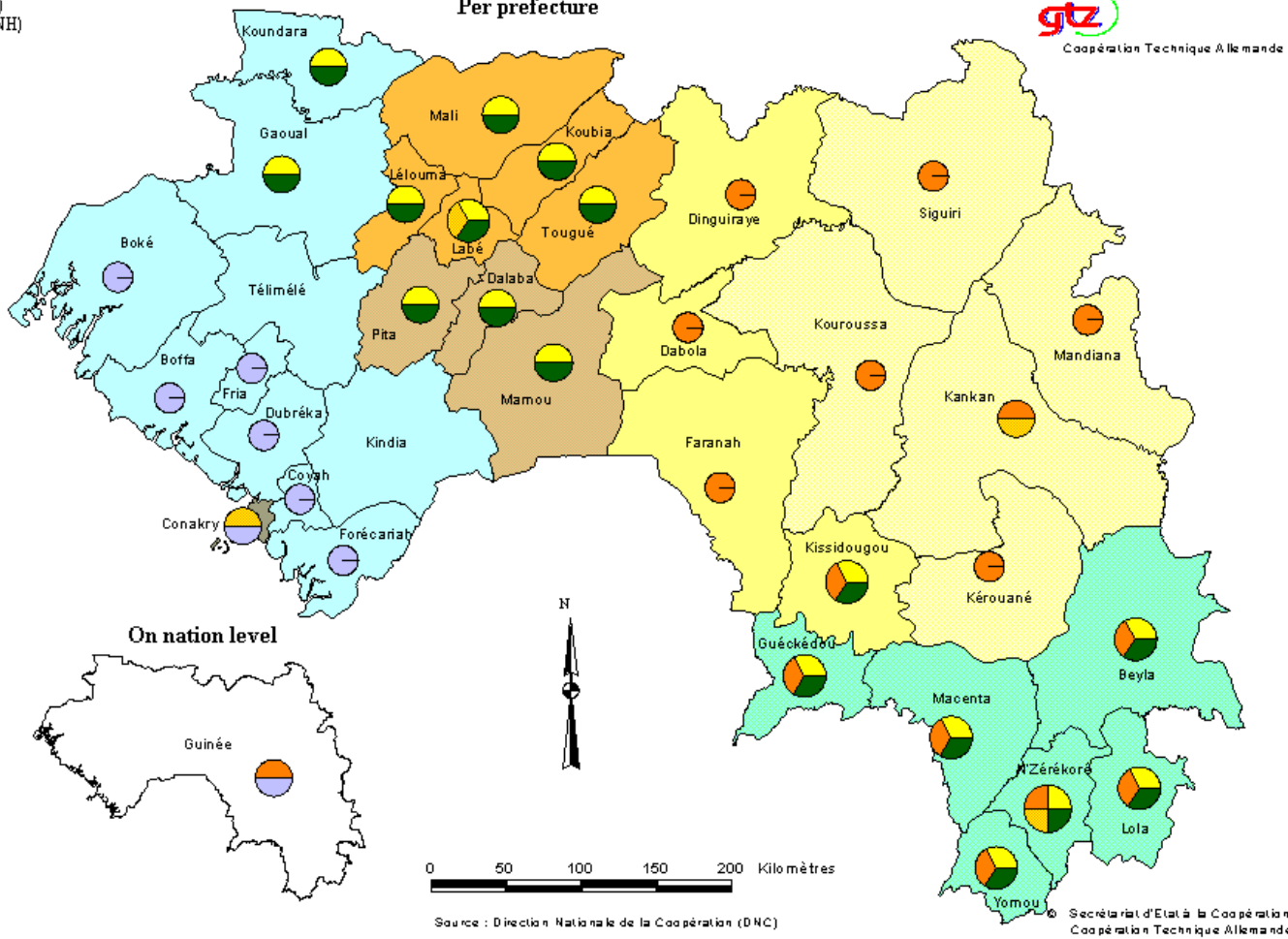
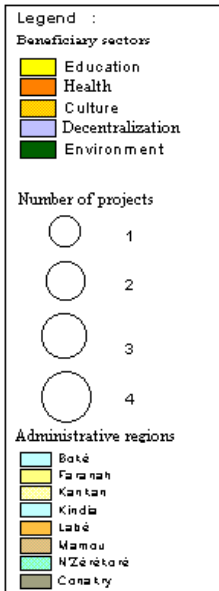
Source : Direction Nationale de la Coopération (DNC)

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 Coopération Technique Allemande

## Number of projects financed by the United States (USAID) in various sectors in 2001

Cooperation Secretary of State (CSS)  
 Cooperation National Head office (CNH)  
 Office of Information System (OIS)

**gtz**  
 Coopération Technique Allemande



## VII. RISKS

362. Implementation of the poverty reduction strategy does entail risks. It involves a number of different players and requires substantial resources.

363. The success of the strategy will depend largely on the degree of support that it garners from the various players involved. It requires:

- a sustained effort on the part of the government to mobilize resources and to use them in particular for effective implementation of the PRSP. Decentralization and delegation of authority for governance should be the central focus of the process. This also requires restoring sustainable peace in the subregion (experience in recent years has revealed the difficulties of managing public resources in a context of armed conflict);
- an effective commitment to the spirit, approach, and content of the strategy on the part of the entities responsible for its implementation at the central and local government levels;
- effective grassroots involvement in the discussions on poverty, implementation of the measures to be taken, and assessment of performance. To promote decentralization and the fight against poverty, the people must demand better performance from those responsible for managing public action;
- strengthened institutional and human capacities at all levels (central and local);
- the development partners must channel their activities into the single framework for implementation and adapt their management mechanisms and procedures. They must provide substantial financial support through the HIPC initiative, and mobilize any further resources that may be required. Adequate financing for the activities envisaged under the strategy is essential to achieving the expected results.

364. To minimize all of these risks, the government intends to consolidate and ensure sustained cooperation with all players and implement an effective tracking and assessment system so that progress can be evaluated and the necessary corrective measures identified at any time. The government will also continue to strive for peace and security in the subregion.

## Matrix of Poverty Reduction Strategies and Policies<sup>2</sup>

### **I. Growth acceleration strategies**

- A. Macroeconomic and financial stabilization:** tax and budget policies, monetary policies, and reform of the financial system, subregional integration;
- B. Basic infrastructures:** water, electricity, transportation, and telecommunications;
- C. Support for growth sectors:** rural sector, mining, tourism and craft industries, and SME/SMI;
- D. Management of natural resources and the environment.**

### **II. Development and equitable access to basic services:**

Education; health and nutrition; fight against HIV/AIDS; village water supply; rural electrification and promotion of renewable energy; urban planning, housing and sanitation; social protection; gender issues and equal opportunities.

### **III. Strategies to improve governance and strengthen the institutional and human framework**

- A. Good governance:** decentralization and delegation of authority to improve governance; transparency and fight against corruption; participation and accountability of beneficiaries; stability and security;
- B. Strengthening of the institutional and human framework.**

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<sup>2</sup> The objectives are marked with asterisks to indicate the order of priorities:

- objectives with three asterisks are absolute priorities;
- those with two asterisks follow foregoing objectives in priority;
- objectives with one asterisk follow those designated with two asterisks in priority.

Indicators selected for the completion point are listed in bold.

**I. GROWTH ACCELERATION STRATEGIES**

**A. Macroeconomic and Financial Stabilization**

GENERAL OBJECTIVE	DETAILED OBJECTIVES	STRATEGIES/ACTIVITIES	INDICATORS AND TARGETS
<i>Tax and budget policy</i>			
Improve fiscal management	Increase revenues, particularly nonmining revenues (***)	<ul style="list-style-type: none"> <li>- Expand the tax base:               <ul style="list-style-type: none"> <li>. increase the number of enterprises required to file tax returns and subject to the minimum flat-rate tax [<i>impôt minimum forfaitaire</i>];</li> <li>. sharply reduce exemptions—including exemptions on taxes and other levies, mining company imports, public contracts, and imports by NGOs;</li> <li>. reduce some rates.</li> </ul> </li> </ul>	Generate own revenues equivalent to 12.6 percent of GDP in 2002, as compared with 11.2 percent in 2000. Increase nonmining revenues from the equivalent of 7.8 percent of GDP to 10 percent between 199[?] and 2002.
		<ul style="list-style-type: none"> <li>- Strengthen tax audits and assessment and collection procedures:               <ul style="list-style-type: none"> <li>. improve capacities of collection departments;</li> <li>. improve assessment and collection procedures and manuals;</li> <li>. introduce tax audits by independent firms and the General Inspectorate of Finance;</li> <li>. establish a specialized investigation bureau to audit and collect the tax on large enterprises;</li> </ul> </li> </ul>	
		<ul style="list-style-type: none"> <li>- Bolster customs revenues:               <ul style="list-style-type: none"> <li>. establish a computer link between the National Budget Directorate (DND) and the preshipment inspection company (SGS);</li> <li>. establish a joint antifraud unit.</li> </ul> </li> </ul>	
		<ul style="list-style-type: none"> <li>- Improve nontax revenue performance:               <ul style="list-style-type: none"> <li>. establish objectives for revenue collection officials;</li> <li>. periodically review cash balances and subsidies to be granted to the units involved;</li> <li>. adopt a systematic accounting procedure for consular revenue.</li> </ul> </li> </ul>	
		<ul style="list-style-type: none"> <li>- Provide a VAT exemption for common staples, such as rice, flour, edible oils, pharmaceuticals, and school supplies;</li> <li>- Strengthen human and institutional capacities of the tax administration and improve work procedures;</li> <li>- Implement a mechanism to monitor the informal sector;</li> <li>- Step up antifraud activities;</li> <li>- Establish economic and financial structures at the regional level;</li> </ul>	
	Improve efficiency of public resource allocation (***)	<ul style="list-style-type: none"> <li>- Strengthen the medium-term expenditure framework (MTEF) and allocation of resources to priority poverty reduction objectives;</li> <li>- Update priority objectives and strategies on a regular basis;</li> <li>. strengthen MTEF implementation and tracking capacity;</li> <li>. strengthen financial powers of decentralized structures and entities with delegated</li> </ul>	<p><b>Contribution of the informal sector to socioeconomic development;</b></p> <p>Generate a gross domestic surplus of 3 percent of GDP in 2002;</p>

GENERAL OBJECTIVE	DETAILED OBJECTIVES	STRATEGIES/ACTIVITIES	INDICATORS AND TARGETS
		<ul style="list-style-type: none"> <li>authority and establish expenditure execution systems at the local level;</li> <li>. strengthen local capacities and programming and management tools;</li> <li>. strengthen de centralization of budget resource management; and</li> <li>. enhance transparency in resource management.</li> </ul>	
	Ensure fiscal discipline (***)	<ul style="list-style-type: none"> <li>- Improve medium-term expenditure and intersectoral allocation projections while ensuring compatibility with macroeconomic management;</li> <li>- Produce verified definitive budget accounts for each fiscal year (budget review law) no later than six months following the end of the fiscal year.</li> </ul>	Share of entities with delegated authority in the central government budget
	Strengthen expenditure control framework (***)	<ul style="list-style-type: none"> <li>- Establish a database of unit costs for routine categories of works and materials;</li> <li>- Improve project preparation, execution, and tracking;</li> <li>- Adopt a new system for managing local contributions to IDA -financed projects / have independent audits done of contracts issued by each sectoral ministry.</li> </ul>	Real transfer of powers; Existing and functional systems.
	Improve efficiency and competitiveness of procurement contracting (***)	<ul style="list-style-type: none"> <li>- Monitor deadline overruns at the contract signing stage and relevant payment stages;</li> <li>- Apply budget and regulatory procedures and harmonize the relevant texts.</li> </ul>	
<b>Monetary policy and reform of the financial system</b>			
<b>Ensure economic and financial stability and improve conditions for financing the economy</b>	<ul style="list-style-type: none"> <li>- Stabilize inflation (***)</li> <li>- Stabilize the exchange rate (**)</li> <li>- Promote sustainable development of microfinance (**)</li> </ul>	<ul style="list-style-type: none"> <li>- Promote prudential management of domestic liquidity through the use of indirect control mechanisms while strictly enforcing the required reserve ratios.</li> <li>- Pursue the policy of nonintervention by the public authorities in the establishment of exchange rates, and eliminate all discriminatory practices and exchange restrictions.</li> <li>- Authorize participation of exchange bureaus in foreign exchange auction market;</li> <li>- Review the level of required reserves in light of the liquidity requirements of the economy;</li> <li>- Redefine the role assigned to treasury bills to increase their competitiveness and thus make them a real monetary policy instrument;</li> <li>- Liberalize the financial market and strengthen the market's role in interest rate determination and in the definition of loan conditions by banks;</li> <li>- Limit bank financing of the budget deficit to increase financing available to the private sector;</li> <li>- Support small revenue-generating activities for the more vulnerable sectors;</li> <li>- Encourage the informal private sector to surrender all export revenue to the formal system;</li> <li>- Institutionalize financial intermediation structures at the decentralized level;</li> <li>- Expand and strengthen the supply of financial services;</li> <li>- Develop and apply the principles of mutualization in microfinance institutions;</li> <li>- Prepare a regulatory framework for microfinance and train staff to implement these regulations;</li> </ul>	<p>Lower the inflation rate from 6.8 percent in 2000 to 2.80 percent by 2004.</p> <p>Increase the level of international reserves to the equivalent of six months of imports by 2003.</p> <p>Rate of bank financing for the budget deficit in respect of tax revenue.</p> <p>Double the customer base by 2005.</p> <p>Improve saving rates.</p> <p>Provide all CRDs with at least one local savings and loan association.</p>



GENERAL OBJECTIVE	DETAILED OBJECTIVES	STRATEGIES/ACTIVITIES	INDICATORS AND TARGETS
	- Improve supervision of financial institutions (*)	<ul style="list-style-type: none"> <li>- Involve grassroots in management of local savings and loan associations and design of safeguards;</li> <li>- Adapt prudential rules to standards issued by the Basle Committee.</li> <li>- Implement the new chart of accounts for the banking sector and strengthen the role of auditors;</li> <li>- Standardize the tax regime applicable to banks;</li> <li>- Track base money expansion on a weekly basis and enhance effectiveness of monetary policy instruments;</li> <li>- Prohibit any overruns of this limit, even on an exceptional basis;</li> <li>- Encourage public to hold public debt securities;</li> <li>- Implement a flexible, realistic exchange rate policy;</li> <li>- Enforce budget discipline.</li> </ul>	<p>Limit the spread between the parallel and official market exchange rates to 4 percent in 2002.</p> <p>Conduct two inspections of financial institutions per year.</p>
<b>Subregional integration</b>			
<b>Strengthen the foundations for national economic development</b>	<p>- Establish the second monetary zone in 2003 (*)</p> <p><i>-Promote trade within the subregion</i></p>	<ul style="list-style-type: none"> <li>- Adopt more stringent measures to control inflation and the budget and balance of payments deficits;</li> <li>- Harmonize policies on taxes, customs, etc.</li> <li>- Harmonize regulations and prudential rules applicable to microfinance entities operating in the subregion;</li> <li>- Fight nontariff barriers to trade (roadblocks (<i>barrages</i>), extortion (<i>raquettes</i>), etc.)</li> <li>- Develop cross-border initiatives</li> </ul>	<p>- Introduce single currency.</p> <p>- Increase trade and investment.</p>

## B. Basic Infrastructures

GENERAL OBJECTIVE	DETAILED OBJECTIVES	STRATEGIES/ACTIVITIES	INDICATORS AND TARGETS
<b>Water</b>			
<b>Improve living conditions and economic competitiveness by ensuring an adequate water supply at competitive costs</b>	<ol style="list-style-type: none"> <li>1. Facilitate the provision of safe drinking water (***)</li> <li>2. Improve the financial situation of the sector (**)</li> </ol>	<ul style="list-style-type: none"> <li>- Develop production and distribution infrastructures;</li> <li>- Maintain an affordable price level;</li> <li>- Develop village water facilities;</li> <li>- Develop an integrated water supply information system;</li> <li>- Fight fraud and poor management;</li> <li>- Improve the institutional framework for development and financial equilibrium in the sector;</li> </ul>	<ul style="list-style-type: none"> <li>- Increase the rate of access to safe drinking water from 49 percent in 1999 to 90 percent in 2010;</li> <li>- For the city of Conakry, increase the daily supply from 47 to 63 liters between 2000 and 2010;</li> <li>- Reduce the deficit level.</li> </ul>
	3. Facilitate access to water for the agricultural and	<ul style="list-style-type: none"> <li>- Ensure a more viable supply from the distribution system;</li> <li>- Promote more effective exploitation of water resources for economic development.</li> </ul>	

ANNEX I.  
ATTACHMENT I

GENERAL OBJECTIVE	DETAILED OBJECTIVES	STRATEGIES/ACTIVITIES	INDICATORS AND TARGETS
	industrial sectors (*)		
<i>Electricity</i>			
<b>Improve the framework for economic development and the living conditions of the people by providing them with an accessible supply</b>	1. Improve management of the sector and access to electricity (***)	a. Reduce technical and commercial losses by making appropriate investments in transportation and distribution systems; b. Conduct a resolute campaign against fraud; c. Improve and streamline internal management to reduce operating expenses.	Increase the billing rate from 53 percent in 2000 to 75 percent in 2003 and 85 percent in 2004; Increase the collection rate to more than 85 percent as against a rate of 83 percent in 1999; Achieve an access rate of at least 65 percent by 2020, as against 7 percent in 1999.
	2. Enhance the reliability of the supply	a. Strengthen the financial autonomy of the enterprises involved; b. Promote the participation of the private sector in sector management.	
	3. Strengthen the energy supply	a. Improve the regulatory and institutional framework with a view to private sector participation in the financing of infrastructure; b. Seek financing for and contribute to the development of infrastructures.	Volume of energy production.
<i>Transportation</i>			
<b>Improve the mobility of the population</b>	1. Expand, improve, and maintain the road network, particularly rural roads and crossings (***)	- Sustain and guarantee financing of the expansion and maintenance of rural roads, crossings (bridges/culverts), and national roads; - Implement construction and pavement of the northern road corridor.	- Length of rural roads and crossings repaired or maintained; - Percent of network in good condition; - Number of vehicles per kilometer and per day.
	2. Improve transportation conditions for the most vulnerable segments of the population (**)	- Road maintenance planning and management; - Development of intermediate means of road transport (MIT).	- New infrastructures created or improved; - Rate of use of MIT;
	3. Improve access to regional economic centers (**)	- Resume rail transportation services; - Implement policy of complementarity between different modes of transport.	- Percent of commercial traffic; - Number of centers;
	4. Improve capacities of national institutions and SMEs (*)	- Bolster and redeploy national capacities; - Promote SMEs and NGOs.	- Number of SMEs; - Viable financing; - Gross revenue of SMEs.

GENERAL OBJECTIVE	DETAILED OBJECTIVES	STRATEGIES/ACTIVITIES	INDICATORS AND TARGETS
<b>Telecommunications</b>			
Offer sufficient high-quality, accessible post and telecommunication services.	<ul style="list-style-type: none"> <li>- Increase telecom network capacities;</li> <li>- Increase the quality of services and the range of services offered;</li> <li>- Connect the country to the information highways;</li> <li>- Develop postal activities and ensure their financial viability.</li> </ul>	<ul style="list-style-type: none"> <li>- Create an appropriate legal and regulatory framework;</li> <li>- Reform key enterprises in the sector: OGP (Office des postes guinéennes) and SOTELGUI (Société de Télécommunications de Guinée);</li> <li>- Continue deregulation of the sector while limiting any monopolies granted to concession holders;</li> <li>- Promote development of universal service, to enable the entire national territory to be covered;</li> <li>- Update the master plan for telecommunications development and prepare the master plan for postal development.</li> </ul>	Increase teledensity from the present level of approximately 0.5 to 1 by 2004 and to 1.5 by 2010.

### C. Support for Growth Sectors

GENERAL OBJECTIVE	DETAILED OBJECTIVES	STRATEGIES/ACTIVITIES	INDICATORS AND TARGETS
<b>Rural development</b>			
	<ul style="list-style-type: none"> <li>- Increase agricultural productivity and access to production factors (***)</li> <li>- Increase revenue of farmer and fishermen (***)</li> </ul>	<ul style="list-style-type: none"> <li>- Establish an enabling regulatory framework adapted to the needs of the economic players involved;</li> <li>- Develop basic services (training and access to information and markets);</li> <li>- Introduce financing mechanisms and develop an appropriate local financing system;</li> <li>- Implement a national scheme for setting up and modernizing farming, fishing, and livestock activities;</li> </ul>	<ul style="list-style-type: none"> <li>- Incidence of poverty in rural areas;</li> <li>- Rate of growth of agricultural GDP of 10 percent per annum by 2010;</li> <li>- Rate of growth of yields;</li> </ul>
<b>Improve living conditions for the rural populations and ensure food security</b>	<ul style="list-style-type: none"> <li>- Professionalize small farmers and farmers' organizations (***)</li> <li>- Improve access of rural people to essential services (***)</li> <li>- Improve supply of public services.</li> </ul>	<ul style="list-style-type: none"> <li>- Improve conditions for access to land and secure land tenure;</li> <li>- Support private operators;</li> <li>- Provide formal legal status for farmers' organizations;</li> <li>- Strengthen the role of farmers' organizations by establishing their capacity to determine demand;</li> <li>- Implement financing systems and windows based on demand;</li> <li>- Allocate budget resources to professional organizations</li> </ul>	<ul style="list-style-type: none"> <li>- Rate of access to land, credit, and inputs;</li> <li>- Rate of coverage of financial institutions in rural areas;</li> <li>- Adoption and promulgation of a text on farmers' organizations;</li> <li>- Organic text drafted with a definition of missions;</li> <li>- Rate of access to basic services;</li> <li>- Rate of access for farmers' organizations to allocated resources and credit;</li> </ul>

ANNEX I.  
ATTACHMENT I

GENERAL OBJECTIVE	DETAILED OBJECTIVES	STRATEGIES/ACTIVITIES	INDICATORS AND TARGETS
			<i>-Credit facilities or subsidies obtained.</i>
	<ul style="list-style-type: none"> <li>- Achieve partnership between central government, civil society and local governments based on confidence and consensus (**);</li> <li>- Involve and increase accountability of farmers' organizations and civil society (**);</li> </ul>	<ul style="list-style-type: none"> <li>- Clear distribution of tasks among different organizations;</li> <li>- Strengthen capacity of operators;</li> <li>- Strengthen position of advisory, research, maritime oversight, and forestry management services;</li> <li>- Adopt a regulatory framework;</li> <li>- Strengthen competence of government at the central and sectoral levels and transfer some of this competence to entities with delegated authority;</li> <li>- Allocate resources to levels of government with delegated authority.</li> </ul>	<ul style="list-style-type: none"> <li>- Technical support projects; implementation; proportion of operators trained.</li> </ul>
	<ul style="list-style-type: none"> <li>- Strengthen human and institutional capacities (**)</li> </ul>	<ul style="list-style-type: none"> <li>- Capacity building for human resources (continuing education adapted to service requirements);</li> <li>- Improvement and dissemination of appropriate production technologies;</li> <li>- Strategic audit of administrations responsible for rural development and environment.</li> </ul>	<ul style="list-style-type: none"> <li>- Availability of a strategic audit;</li> <li>- Availability of regulatory texts.</li> </ul>
<b>Mining Sector</b>			
<b>Accelerate economic growth by harnessing Guinea's mining potential.</b>	<ul style="list-style-type: none"> <li>- Promote private investment and optimize sector output (***)</li> </ul>	<ul style="list-style-type: none"> <li>- Promulgate implementing decrees to harmonize the provisions of Mining Code with other legislation;</li> <li>- Improve technical and legal security of mining rights;</li> <li>- Promote new projects among private investors;</li> <li>- Modernize land register information systems and improve geodetic positioning of parcels.</li> </ul>	<ul style="list-style-type: none"> <li>Texts adopted and promulgated;</li> <li>Rate of disputes and accidents;</li> <li>Number of new projects implemented.</li> </ul>
	<ul style="list-style-type: none"> <li>- Reduce costs, intensify mining activities, and improve competitiveness of the sector</li> </ul>	<ul style="list-style-type: none"> <li>- Pursue cost reduction plans for CBG (bauxite company), Friguia (aluminum company), and SBK (bauxite company);</li> <li>- Adopt new measures to restructure SBK;</li> <li>- Reduce the government's equity holdings in Friguia and/or enter into a private concession arrangement.</li> </ul>	<ul style="list-style-type: none"> <li>- Rate of growth in the sector (in percent per year).</li> </ul>
		<ul style="list-style-type: none"> <li>- Improve the institutional framework and establish an integrated development policy for the processing of bauxite into aluminum;</li> <li>- Pursue development of a basic geological infrastructure;</li> <li>- Involve the private sector in the management of the geological services, and restructure these services.</li> </ul>	<ul style="list-style-type: none"> <li>Existence of an appropriate framework;</li> <li>Number of basic infrastructures;</li> <li>Level of private sector involvement.</li> </ul>
	<ul style="list-style-type: none"> <li>- Integrate mining with community development (***)</li> </ul>	<ul style="list-style-type: none"> <li>- Simplify procedures for small-scale operators to obtain mining titles;</li> <li>- Increase supervision of small-scale mining operations;</li> <li>- Strengthen capacities of services with delegated authority;</li> <li>- Improve coordination between local development plans and mining development plans.</li> </ul>	<ul style="list-style-type: none"> <li>Number of mining titles</li> </ul>

GENERAL OBJECTIVE	DETAILED OBJECTIVES	STRATEGIES/ACTIVITIES	INDICATORS AND TARGETS
<b>Tourism and Small-Scale Industry Sector</b>			
<b>Accelerate development of craft industries</b>	<ul style="list-style-type: none"> <li>- Create productive, stable jobs (***);</li> <li>- Increase productivity and competitiveness in the craft industries (**);</li> <li>- Contribute to expansion of the industrial base (*).</li> </ul>	<ul style="list-style-type: none"> <li>- Develop basic infrastructures;</li> <li>- Promote private investment for more effective development and exploitation of Guinea's tourism potential;</li> <li>- Support promotion of Gu inean tourism potential and activities where foreign demand exists;</li> <li>- Establish tax incentives;</li> <li>- Promote participation of the population by taking a decentralized approach to sector activities;</li> <li>- Train professionals in entrepreneurship, management, and marketing / organize technical upgrading courses;</li> <li>- Introduce and generalize the use of appropriate new technologies;</li> <li>- Build and equip craft industry villages and houses;</li> <li>- Build and equip model workshops for each trade;</li> <li>- Promote a better supply of materia ls, inputs, and working media;</li> <li>- Facilitate access to financing;</li> <li>- Promote sale of products through organization of craft fairs and establishment of commercial relations with foreign entities, organization of a web page on the sector, etc.;</li> <li>- Improve the system for marketing craft products;</li> <li>- Strengthen and revitalize the organization and structuring of the craft sector;</li> <li>- Increase craft workers' awareness of the Craft Industry Code and implementing texts;</li> <li>- Increase craft workers' awareness of the importance of establishing structures in their sector in accordance with the Craft Industry Code.</li> </ul>	<ul style="list-style-type: none"> <li>- Volume of investment made;</li> <li>- Number of foreign tourists recorded;</li> <li>- Contribution in foreign exchange;</li> <li>- Contribution to budget revenue;</li> <li>- Number of jobs created;</li> <li>- Share of the sector in GDP;</li> <li>- 20 percent increase in sales;</li> <li>- Number of participants and apprentices trained;</li> <li>- Number of model houses and workshops built and equipped;</li> <li>- Number of purchasing cooperatives and warehouses opened.</li> <li>- Number of functional structures;</li> <li>- Number of members of groups and cooperatives.</li> </ul>
<b>Promotion of SME/SMI</b>			
Foster creation [and] distribution of income	<b>Foster self-promotion and innovation (***)</b>	In addition to an appropriate macroeconomic, institutional, and infrastructure framework: <ul style="list-style-type: none"> <li>- Provide suitable technical and vocational training;</li> <li>- Provide training in entrepreneurship;</li> <li>- Establish oversight and support structures;</li> <li>- Facilitate access to financing, especially through microfinance institutions;</li> <li>- Encourage innovation through specific measures (tax or other).</li> </ul>	<ul style="list-style-type: none"> <li>- Number of SME/SMI established;</li> <li>- Number of enterprises created by women.</li> </ul>
	<b>Support local SMEs/SMIs</b>	<ul style="list-style-type: none"> <li>- Delegate authority for and decentralize management of public procurement;</li> <li>- Pursue support measures provided under the Public Procurement Code: break down public contracts into small lots to enhance accessibility to local SMEs.</li> </ul>	<ul style="list-style-type: none"> <li>- Percent of public contracts executed by local SMEs/SMIs;</li> <li>- Sales generated.</li> </ul>

**D. Management of Natural Resources and the Environment**

GENERAL OBJECTIVE	DETAILED OBJECTIVES	STRATEGIES AND ACTIVITIES	INDICATORS AND GOALS
<b>Protect Guinea's natural potential</b>	1. Protect water sources and reserves, catchment areas, soils, forests, and vegetation (**)	<ul style="list-style-type: none"> <li>- Adopt laws and regulations, especially in the area of environmental assessment, to establish benchmarks for environmental protection.</li> <li>- Establish monitoring systems to guide mining activities; protect coastal areas, and ensure sustainable use of forest resources;</li> <li>- Adopt and enforce a community-based management and protection plan for Fouta Djallon;</li> <li>- Develop natural resources;</li> <li>- Bolster clean-up operations;</li> <li>- Update and implement national environmental action plans (PNAE).</li> </ul>	<ul style="list-style-type: none"> <li>- Availability of laws and regulations</li> <li>- Availability of protection plan</li> <li>- Availability of national environmental action plan.</li> </ul>
	2. Promote sustainable, participatory approaches to natural resource management (**)	<ul style="list-style-type: none"> <li>- Promote participation of the people in natural resource management;</li> <li>- Define benchmarks and develop tracking systems.</li> </ul>	

**II. DEVELOPMENT AND EQUITABLE ACCESS TO BASIC SERVICES**

GENERAL OBJECTIVE	DETAILED OBJECTIVES	STRATEGIES/ACTIVITIES	INDICATORS AND TARGETS
<b>Improve the level of education of the general public and promote enhanced social and economic development</b>	Generalization of basic education (***)	<ul style="list-style-type: none"> <li>- Construction of classrooms; recruitment, training, and development for teachers, supervisory staff, and management;</li> <li>- Develop preschool education;</li> <li>- Increase the supervision rate;</li> <li>- In urban areas, study the possibility of extending double-shift teaching;</li> <li>- Improve internal efficiency by taking regulatory measures to achieve a substantial reduction in the repeater rate at the primary level;</li> <li>- Reduce private education expenditure, especially for the least favored sectors;</li> <li>- Awareness campaign for parents conducted by parent groups (Association des Parents d'Élèves et des Amis de l'École—APEAE), NGOs, and other associations;</li> <li>- Improve quality of health care and the nutritional level of children at the primary level.</li> </ul>	<ul style="list-style-type: none"> <li>- Gross primary enrollment ratio of 100 percent by 2012;</li> <li>- Number of classrooms built;</li> <li>- Number of classrooms rehabilitated;</li> <li>- Pupil/classroom ratio;</li> <li>- Number of additional teachers;</li> <li>- Contractual teacher positions;</li> <li>- Pupil/teacher ratio;</li> <li>- Average cost of access to school;</li> <li>- Primary school repeater rate.</li> </ul>
	<b>2. Improve access to education and equity at all levels (**)</b>	<ul style="list-style-type: none"> <li>- Reduce disparities between regions, genders, and socioeconomic categories (adopt criteria for equity in targeting of investments and access to education services, particularly for girls, etc.);</li> <li>- Improve internal efficiency through regulatory measures to substantially reduce the repeater rate at the secondary level;</li> </ul>	<ul style="list-style-type: none"> <li>- Discrepancy in school enrollment ratios between regions, rural and urban areas, and girls and boys;</li> <li>- Rate of access to education at different levels;</li> </ul>

ANNEX I.  
ATTACHMENT I

GENERAL OBJECTIVE	DETAILED OBJECTIVES	STRATEGIES/ACTIVITIES	INDICATORS AND TARGETS
		<ul style="list-style-type: none"> <li>- Create post-primary technical education structures;</li> <li>- Open community college-type regional university centers and technical schools;</li> <li>- Promote extension of private education to different levels and types of education and research;</li> </ul>	<ul style="list-style-type: none"> <li>- Rate of access and admission for girls;</li> <li>- Repeater rate at the secondary level.</li> </ul>
	<p><b>3. Enhance the quality and efficiency of education at all levels (**)</b></p>	<ul style="list-style-type: none"> <li>- Prepare and implement professional development programs for teachers, and particularly contractual staff, who account for more than 43 percent of the teachers;</li> <li>- Revise and improve education programs;</li> <li>- Strengthen and modernize educational tools and laboratories;</li> <li>- Enhance financial power of grassroots structures and involve the people and local governments in management of education services;</li> <li>- Strengthen community participation in defining the purposes of schools and their management (construction, rehabilitation, maintenance);</li> <li>- Strengthen planning and monitoring capacities of the education system (establish a sectoral strategy and educational policy coordination bureau; establish databases and banks as decision making aids, etc.).</li> </ul>	<ul style="list-style-type: none"> <li>- Percent of teachers trained (professional development);</li> <li>- Pass rate for end-of-cycle examinations;</li> <li>- Repeater rate;</li> <li>- Average number of manuals per student;</li> <li>- Number of laboratories built and operational;</li> <li>- Staff and resources allocated, particularly at the grassroots level</li> </ul>
	<p><b>4. Institution-building in the education system (**)</b></p>	<ul style="list-style-type: none"> <li>- New impetus for coordination structures among the various players in the system;</li> <li>- Strengthening of capacity and management at the grassroots level;</li> <li>- Improve access to documentation and information;</li> <li>- Strengthen the system for supervision and motivation of teachers;</li> <li>- Study internal and external efficiency of the system, including employment and training problems;</li> <li>- Introduce computer education in the schools;</li> <li>- Promote Internet access in the schools;</li> </ul>	<ul style="list-style-type: none"> <li>- Basic laws;</li> <li>- Availability of reliable data;</li> <li>- Share of education resources managed by decentralized structures;</li> <li>- percent of schools connected to the internet.</li> </ul>
	<p><b>5. Revitalize basic services (**)</b></p>	<ul style="list-style-type: none"> <li>- Promote health education by training leaders in the area of sexually transmitted diseases (STD), AIDS, and the most common endemic diseases;</li> <li>- Training and continuing education for government professionals in the public and private sectors, adults, and the unemployed;</li> <li>- Opening of training and continuing education modules and professional programs adapted to community development requirements;</li> <li>- Development and extension of traditional technologies and knowledge;</li> <li>- Preparation and implementation of strategies for technology transfers to benefit communities through new information and communication technologies;</li> <li>- Implementation of a research and action fund to identify the specific causes of poverty and to solve community development problems and AIDS.</li> </ul>	<ul style="list-style-type: none"> <li>- Rate of prevalence of AIDS and endemic diseases;</li> <li>-Number of officers trained.</li> <li>- Number of modules and programs established</li> </ul>
	<p>Enhancement of informal education benefiting girls and adults in the most disadvantaged segments of the</p>	<ul style="list-style-type: none"> <li>- Extension of the NAFA centers or “second-chance” schools to provide opportunities for uneducated young people and drop-outs;</li> <li>- Establishment of special schools for the integration of pupils with physical and mental handicaps;</li> </ul>	<ul style="list-style-type: none"> <li>- Literacy rate (35 percent);</li> <li>- Number of NAFA centers built and operational and percent of girls trained;</li> <li>- Number of special schools built and operational</li> </ul>

ANNEX I.  
ATTACHMENT I

GENERAL OBJECTIVE	DETAILED OBJECTIVES	STRATEGIES/ACTIVITIES	INDICATORS AND TARGETS
	population (*)		
<b>Health</b>			
<b>Improve the health of the general public</b>	1. Enhance prevention and the fight against priority diseases (***)	<ul style="list-style-type: none"> <li>- Strengthen and expand the program to immunize children and women of child-bearing age;</li> <li>- Integrate yellow fever and hepatitis B vaccinations in to the Expanded Program on Immunization (EPI);</li> <li>- Provide primary health care, particularly in grassroots health units and ensure that there is a regular supply of quality drugs at affordable costs;</li> <li>- Prophylaxis against malaria for pregnant women and prevention of human-carrier contact;</li> <li>- Special care for high-risk pregnancies and obstetric emergencies;</li> <li>- Promote supervised births and family planning; fight against female genital mutilation;</li> <li>- Improve the quality of essential care through implementation of standards for technical quality and accommodation;</li> <li>- Conduct studies on emerging and re-emerging diseases (diabetes, high blood pressure, etc.), to describe the epidemiological situation and define appropriate control strategies.</li> </ul>	<ul style="list-style-type: none"> <li>- Immunization rate for children and women of child-bearing age;</li> <li>- Crude death rate of 12 per mill by 2005 and 9 per mill by 2010, as compared with 14.2 per mill in 1999;</li> <li>- Reduce infant mortality rate from 98 per mill in 1999 to 70 per mill in 2005 and to 50 per mill in 2010;</li> <li>- Reduce the maternal mortality rate from 528 per mill in 1999 to 300 per mill in 2005;</li> <li>- Increase the use of birthing services from 35 percent to 50 percent;</li> <li>- Increase the contraceptive prevalence rate from 7 percent to 25 percent.</li> </ul>
	2. Improve access of the poor to essential health services (***)	<ul style="list-style-type: none"> <li>- Improve geographic access of the poor to the minimum care package, extend coverage and development of community-based services;</li> <li>- Improve availability and promotion of more affordable generic drugs and essential goods;</li> <li>- Improve financial access by increasing equity in allocation of resources and service rates.</li> <li>- Improve quality of essential care while implementing standards for technical quality and accommodation;</li> <li>- Promote mutual associations for emergency obstetric care;</li> <li>- Establish health councils and supervision of rural development communities;</li> <li>- Create consultative user committees in prefectural, regional, and national hospitals;</li> <li>- Conduct pilot experiments in subsidies for community-based social funds.</li> </ul>	<ul style="list-style-type: none"> <li>- Increase the share of the health budget in the national budget from 5 percent to 10 percent;</li> <li>- Reduce the rate of geographic exclusion from 40 percent to 20 percent;</li> <li>- Reduce the out-of-stock rate for drugs from 20 percent to 5 percent.</li> <li>- Number of mutual associations in satisfactory operation;</li> <li>- Percentage of CRDs having a functional health council;</li> <li>- Percentage of hospitals having functional users' consultative councils;</li> <li>- Rate of financial exclusion from 25 percent to 10 percent.</li> </ul>
	3. Improve the quality of services (**)	<ul style="list-style-type: none"> <li>- Define a minimum package of services per level, including within the community;</li> <li>- Define quality standards;</li> <li>- Improve the technical level of care;</li> </ul>	



ANNEX I.  
ATTACHMENT I

GENERAL OBJECTIVE	DETAILED OBJECTIVES	STRATEGIES/ACTIVITIES	INDICATORS AND TARGETS
		- Use medicine rationally.	
	4. Strengthen institutional and management capacity (*)	- Redefine the distribution of responsibilities in management of the health system; - Increase budget decentralization and delegation of budgetary authority, accompanied with a transfer of planning and management authority; - Strengthen institutional and human capacities (recruitment, training and redeployment of staff).	- Share of health budget allocated to grassroots structures; - Number of staff hired, trained, and assigned to the grassroots communities.
	5. Fight against nutritional deficiencies (*)	- Strengthen use of iodized salt: marketing campaign, multicultural quality control and monitoring system; - Establish nutritional rehabilitation services in hospitals; - Community-based activities to promote nutrition; - Promote only breastfeeding infants until the age of six months.	- Reduce the rate of low birth weights from 25 percent to 15 percent; - Reduce the rate of chronic malnutrition from 26 percent to 15 percent; - Reduce the rate of anemia in pregnant women from 60 percent to 40 percent; - Iodized salt consumption over 70 percent; - Increase consumption of iron by pregnant women from 50 percent to 80 percent.
<b>Fight against HIV/AIDS</b>			
<b>Reduce the incidence of AIDS on the economic and social development of the country</b>	Reduce AIDS prevalence to under 5 percent  Provide adequate care for AIDS patients	- Accelerate introduction throughout the national territory of advanced activities targeting the most vulnerable groups (prostitutes, truckers, travelers, army, etc.), with distribution of condoms, treatment of STDs, and testing/advice; - Implement a communication campaign targeting youth, including key messages on recommended procedures to avoid sexual contamination; - Open a voluntary screening center in the capital of each natural region; - Promote a awareness in the general public; - Information, Education, and Communication (IEC) program; - Promote availability of medicines and patient access to them; - In each sector, develop (i) preventive and care activities for domestic staff; (ii) preventative and care activities for the public, and (iii) an IEC program adapted to sector activities.	- HIV prevalence rate of less than 5 percent at the national level; - Rate of condom use in extramarital sexual relations of 40 [text missing ?]  - 100 percent availability of anti-AIDS medicines.

ANNEX I.  
ATTACHMENT I

GENERAL OBJECTIVE	DETAILED OBJECTIVES	STRATEGIES/ACTIVITIES	INDICATORS AND TARGETS
<b>Village water systems</b>			
<b>Improve access to safe drinking water for rural populations (***)</b>		<ul style="list-style-type: none"> <li>- Continue infrastructure development;</li> <li>- Decentralize water company (SNAPE) activities to regional level;</li> <li>- Implement an antitheft system to protect pumping equipment;</li> <li>- Enhance responsibility of the population in infrastructure management</li> </ul>	<ul style="list-style-type: none"> <li>- 15,000 water points by 2005, as compared with 9,400 at the beginning of 2000;</li> <li>- 55 percent of the rural population with access to safe drinking water, with a ration of 10 liters per day per capita.</li> </ul>
<b>Rural electrification/promotion of renewable energies</b>			
<b>Improve living conditions of the rural population by providing electricity and renewable energies (**)</b>	1. Promote hydroelectricity in rural areas(**)	<ul style="list-style-type: none"> <li>- Develop local hydroelectric potential;</li> <li>- Promote participation of private operators in production, transportation, distribution, and marketing of energy;</li> <li>- Ensure a minimum level of service and access to this service for all rural communities organized and capable of paying; the relevant charges.</li> </ul>	<ul style="list-style-type: none"> <li>- Share of the rural population with access to hydroelectricity.</li> </ul>
	Promote use of other renewable energies (solar, biomass) (*)	<ul style="list-style-type: none"> <li>- Define a regulatory framework conducive to the introduction of new technologies to promote renewable energies (solar energy, bio, gas, etc.).</li> </ul>	<ul style="list-style-type: none"> <li>- Share of the rural population having access to renewable energy sources;</li> <li>- Share of renewable energies in the population's energy consumption.</li> </ul>
<b>Urban Planning, Housing, and Sanitation</b>			
<b>Ensure sustainable development of human housing (HABITAT II Agenda)</b>	1. Provide sanitation and environmental protection in housing areas (***)	<ul style="list-style-type: none"> <li>- Establish storm sewage treatment facilities in Conakry and secondary cities;</li> <li>- Establish waste treatment facilities in Conakry and secondary cities;</li> <li>- Restore ecological areas in Conakry and secondary cities.</li> </ul>	<ul style="list-style-type: none"> <li>- Sanitation works (pipelines, public latrines, etc.) completed;</li> <li>- Percent of populations benefiting from the reduction in infections related to sanitary conditions.</li> </ul>
	2. Promote access for all Guineans to housing and appropriate related services (**)	<ul style="list-style-type: none"> <li>- Service lots in Conakry and secondary cities;</li> <li>- Build housing in Conakry and secondary cities;</li> <li>- Restructure old neighborhoods in Conakry and secondary cities.</li> </ul>	<ul style="list-style-type: none"> <li>- Land tenure and occupation security guaranteed;</li> <li>- Population's access to appropriate, moderately priced housing</li> </ul>
	3. Improve institutional and human intervention capacities in the sector (**)	<ul style="list-style-type: none"> <li>- Develop computerized decision-making aids tools for land management and administration, property register, development, and housing;</li> <li>- Update and develop planning tools and special development programs in the area of territorial and regional development, and urban development, housing, and city planning;</li> <li>- Update and develop management tools in the areas of land and property management, territorial and urban development, and housing development and financing;</li> </ul>	<ul style="list-style-type: none"> <li>- Availability of decision-making tools;</li> <li>- Availability of planning documents;</li> <li>- Availability of a reference framework for the processing of cases in the city planning and</li> </ul>

ANNEX I.  
ATTACHMENT I

GENERAL OBJECTIVE	DETAILED OBJECTIVES	STRATEGIES/ACTIVITIES	INDICATORS AND TARGETS
		<ul style="list-style-type: none"> <li>- Support operational and specialized structures in the areas of land and property management, development and servicing of lots, promotion of property management, and financing for public housing;</li> <li>- Improved working environment;</li> <li>- Construction and equipment of MUH headquarters;</li> <li>- Construction of headquarters for regional inspection offices for city planning and housing.</li> </ul>	<ul style="list-style-type: none"> <li>housing sector;</li> <li>- Existence of operational structures to finance and carry out housing projects.</li> <li>- Number of professionals trained.</li> </ul>
	4. Fight regional disparities and underequipping of regional areas (*)	- Implement integrated regional development projects in Conakry and the regional capitals.	
<b>Social protection</b>			
<b>Guarantee the minimum means of livelihood for the entire population</b>	Strengthen social action in favor of marginal or socially excluded groups (***)	<ul style="list-style-type: none"> <li>- Conduct studies required to assess the extent of the problem of exclusion, and identify the determining factors;</li> <li>- Define and implement a coherent, relevant strategy to that end, in partnership with the charitable organizations, grassroots communities, etc.</li> <li>- In particular, promote occupational training, integration and reintegration for the persons concerned.</li> </ul>	<ul style="list-style-type: none"> <li>- Number of beneficiaries;</li> <li>- Percentage of individuals becoming economically independent</li> </ul>
	Guarantee economic security for the entire population (**)	<ul style="list-style-type: none"> <li>- Define a social protection policy combined with a program to extend gradually coverage suited to the priorities and needs of the populations;</li> <li>- Strengthen the STEP program (technical strategies to fight social exclusion and poverty);</li> <li>- Closely involve occupational and labor organizations and NGOs in the steering of the process.</li> </ul>	<ul style="list-style-type: none"> <li>- Percentage of the population benefiting from social coverage;</li> <li>- Finance soundness of social protection structures</li> </ul>
<b>Gender and Equity</b>			
<b>Ensure full economic and social development for women</b>	Provide women with the same economic opportunities as men (***)	<ul style="list-style-type: none"> <li>- Give women the same conditions for access to education, training, employment, and productive assets such as land, credit, etc.;</li> <li>- Ensure equity between men and women in wages and salaries;</li> <li>- Provide specific support for women's activities;</li> <li>- Reflect the specific needs of women in development programs (health, education, etc.).</li> </ul>	<ul style="list-style-type: none"> <li>-Ratio of men and women accessing these goods and services;</li> <li>- Trends in economic and social development indicators for women.</li> </ul>
	Foster social promotion of women (**)	<ul style="list-style-type: none"> <li>- Fight against sociocultural practices that adversely affect emancipation and growth for women;</li> <li>- Promote women's protection and access to decision-making positions at the community and national levels.</li> </ul>	- Ratio of men and women in decision-making positions;
	Provide regular tracking of gender inequalities so that remedial measures can be envisaged (*)	- Reflect gender issues in all studies and assessments involving economic and social development.	- Percentage of reports, studies and surveys highlighting the situation of women.

**III. IMPROVEMENT OF GOVERNANCE AND STRENGTHENING OF THE INSTITUTIONAL AND HUMAN FRAMEWORK**

GENERAL OBJECTIVE	DETAILED OBJECTIVES	STRATEGIES/ACTIVITIES	INDICATORS AND TARGETS
<b>Good governance</b>			
<b>Create prerequisites for success of the strategy</b>	1. Strengthen decentralization and delegation of authority for public management (***)	<ul style="list-style-type: none"> <li>- Strengthen financial capacities of decentralized structures and entities with delegated authority;</li> <li>- Implement appropriate mechanisms and procedures for transfer, management, and monitoring of resources;</li> <li>- Restore authority for contracting and management, monitoring, and assessment of public contracts to the grassroots level.</li> </ul>	- Share of budget allocated and disbursed for decentralized agencies, by sector.
	2. Reduce the impact of corruption on Guinea's economic and social development (***)	<ul style="list-style-type: none"> <li>- Assess the nature and extent of corruption;</li> <li>- Finalize and implement the strategy to fight corruption now being prepared;</li> <li>- Implement an action plan for a strengthened fight against corruption.</li> </ul>	
	3. Strengthen participation and accountability of the people (***)	<ul style="list-style-type: none"> <li>- Strengthen community councils at the CRD level and establish prefectural development councils;</li> <li>- Improve the degree of participation and involvement of the people in formulation of development programs;</li> <li>- Implement and strengthen the structures for coordination between the people, entities with delegated authority, elected officials, NGOs, etc.</li> </ul>	
	4. Enhance stability and security	<ul style="list-style-type: none"> <li>- Step up the fight against armed groups;</li> <li>- Increase number of awareness campaigns to consolidate and sustain peace and security;</li> <li>- Support the efforts of the international community, particularly at the diplomatic level, to restore and sustain peace in the subregion.</li> </ul>	
<b>Strengthening the institutional and human framework</b>			
Establish an institutional and human framework to promote development and the fight against poverty	1. Strengthen Guinea's institutional and human capacities (**)	<p>Finalize and implement the capacity-building and governance program now being prepared. This program will include activities of the village-level community support program (PACV) and capacity-building for service delivery program (PRCI) and should make it possible to:</p> <ul style="list-style-type: none"> <li>- Strengthen the institutional base of the grassroots structures and give them the capacities required for design, implementation, and assessment of development activities;</li> <li>- Improve communication between service providers and beneficiaries;</li> <li>- Implement and strengthen structures for coordination between the people, entities with delegated authority, and elected officials;</li> <li>- Prepare simplified participatory planning and programming tools; give communities responsibility for creation and management of local poverty monitoring units;</li> </ul>	

ANNEX I.  
ATTACHMENT I

GENERAL OBJECTIVE	DETAILED OBJECTIVES	STRATEGIES/ACTIVITIES	INDICATORS AND TARGETS
		<ul style="list-style-type: none"> <li>- Implement appropriate performance-based incentive systems;</li> <li>- Strengthen capacities of agencies in civil society and the private sector.</li> </ul>	
	2. Guarantee independence, integrity, and professionalism of justice for all (***)	<ul style="list-style-type: none"> <li>- Strengthen the Higher Council of the Judiciary (<i>Conseil Supérieur de la Magistrature</i>);</li> <li>- Enhance career management for magistrates;</li> <li>- End interference;</li> <li>- Strengthen ethics in the sector (education);</li> <li>- Implement a corps of magistrates and auxiliaries, documentation for justice professions, and a career plan for magistrates;</li> <li>- Strengthen the magistrates courts;</li> <li>- Provide access for Guineans to information (simplification, extension, and translation);</li> <li>- Provide access for the poor to justice (legal aid offices, reduced filing fees);</li> <li>- Accelerate processing of legal cases (logistics, penalties, etc.);</li> <li>- Adapt justice to needs and realities; monitor enforcement of legal decisions.</li> </ul>	<ul style="list-style-type: none"> <li>- Number and percent of strengthened magistrates courts;</li> <li>- Average length of time for processing cases.</li> </ul>
	3. Promote enhanced efficiency in the organization and management of justice (**)	<ul style="list-style-type: none"> <li>- Strengthen and renew public service structures;</li> <li>- Reform financial management of justice.</li> </ul>	<ul style="list-style-type: none"> <li>- Change in demand (number of cases);</li> <li>- Average cost of proceedings paid by the plaintiff/rate of execution of court decisions.</li> </ul>
	4. Promote accountability and transparency (**)	<ul style="list-style-type: none"> <li>- Reduce impunity and legal abuses by justice professionals through effective penalties for violations and circulation of information (inspection reports, court actions).</li> </ul>	
	5. Promote law better adapted to local realities (*)	<ul style="list-style-type: none"> <li>- Harmonize current laws and adapt laws to the objectives of African integration (OHADA)</li> </ul>	
	6. Improve knowledge, follow-up, and analysis	<ul style="list-style-type: none"> <li>- Create a justice monitoring center to assess performance indicators (judicial personnel, civil society, administrative, religious, and traditional authorities; and women).</li> </ul>	<ul style="list-style-type: none"> <li>- Availability of high-quality information on aspects of poverty.</li> </ul>

**Monitoring and Analysis of Poverty**

GENERAL OBJECTIVE	DETAILED OBJECTIVES	STRATEGIES/ACTIVITIES	INDICATORS AND TARGETS
<b>Monitor and report on poverty trends and the impact of poverty reduction programs and policies</b>	Create an integrated statistical information system on poverty reduction (SISRP) (***)	<ul style="list-style-type: none"> <li>- Conduct the Basic Comprehensive Survey to Evaluate Poverty (EIBEP)</li> <li>- Conduct the Survey based on the Core Welfare Indicators Questionnaire (CWIC);</li> <li>- Conduct qualitative surveys on poverty;</li> <li>- Prepare and update a poverty map;</li> <li>- Conduct a survey on the perceptions of poverty (EIBEP module);</li> <li>- Create a National Poverty Monitoring Unit;</li> <li>- Create a database on poverty;</li> <li>- Implement the GDDS;</li> <li>- Create a CD-Rom on poverty;</li> <li>- Establish three websites on poverty;</li> <li>- Create an Integrated Statistical Information System for Poverty Reduction (SISIRP);</li> <li>- Conduct a feasibility study on the National Poverty Monitoring Unit (ONP);</li> <li>- Draft laws establishing the ONP and create structure;</li> <li>- Define national and sectoral monitoring indicators;</li> <li>- Monitor major poverty reduction projects (project monitoring and assessment unit);</li> <li>- Conduct impact studies;</li> <li>- Regularly produce national accounts; and social, financial, economic and monetary, and price statistics;</li> <li>- Prepare a social accounting matrix;</li> <li>- Improve dissemination of data on poverty.</li> </ul>	<ul style="list-style-type: none"> <li>- Publication and dissemination of the profile of poverty at all levels (national and regional);</li> <li>- Publish results of EIBEP and CWIC;</li> <li>- Publish and disseminate the poverty map;</li> <li>- Disseminate results on websites;</li> <li>- Availability of a database that is regularly updated and accessible to all users.</li> </ul>
	Improve the knowledge base on AIDS (***)	<ul style="list-style-type: none"> <li>- Sero-monitoring and voluntary testing for AIDS;</li> <li>- Conduct a socio-behavioral survey on AIDS</li> </ul>	Publication of statistical data on HIV/AIDS and results of surveys.
	Improve decision making (**)	<ul style="list-style-type: none"> <li>- Regularly produce indicators and ensure that decision makers use them effectively;</li> <li>- Prepare econometric models on request, for households;</li> <li>- Improve macroeconomic management by including a social sector;</li> <li>- Conduct public expenditure reviews;</li> </ul>	- Publication of the master plan, national accounts
<b>Strengthen capacities of the national statistics system</b>	Implement institutional reforms of the national statistics system (**)	<ul style="list-style-type: none"> <li>- Prepare a statistics master plan;</li> <li>- Prepare a multiyear statistics development program;</li> <li>- Organize a round table for donors and lenders, to finance the multiyear program of statistical work;</li> <li>- Create a National Institute of Statistics and Economic Research;</li> <li>- Conduct a feasibility study on establishing the National Institute of Statistics and Economic Research;</li> <li>- Draft the legal texts establishing the Institute and have them approved by the</li> </ul>	<ul style="list-style-type: none"> <li>- Publication and dissemination of the statistics master plan;</li> <li>- Availability of a multiyear statistical work program supported by donors and lenders, and the government;</li> <li>- Establishment of the National Institute of Statistics and</li> </ul>

ANNEX I.  
ATTACHMENT I

GENERAL OBJECTIVE	DETAILED OBJECTIVES	STRATEGIES/ACTIVITIES	INDICATORS AND TARGETS
		government (decree establishing institute).	Economic Research.
<b>Increase participation of the poor in PRS monitoring and assessment</b>	Implement effective participation of all players in monitoring and assessment of the Poverty Reduction Strategy (PRS) (**)	<ul style="list-style-type: none"> <li>- Conduct impact surveys with beneficiaries and provide feedback to the populations involved;</li> <li>- Strengthen the process of decentralization to permit the populations to decide freely on the projects to be implemented and for which they must define the priorities and provide management;</li> <li>- Ensure that civil society and institutions are represented within the National Committee to Monitor Poverty;</li> <li>- Implement an ongoing process of cooperation with civil society, institutions.</li> </ul>	<ul style="list-style-type: none"> <li>- Publication and dissemination of results of monitoring and assessment among the populations at all levels (national and regional);</li> <li>- Participation of the poor in project identification and management;</li> <li>- Organization of annual regional and sectoral consultations;</li> <li>- Periodic reviews of public expenditure;</li> <li>- Publication of the allocation of expenditure to decentralized structures and entities with delegated authority.</li> </ul>

### COSTS OF THE STRATEGIES

#### ROADS, AGRICULTURE, LIVESTOCK, FISHERIES, ENVIRONMENT, BOLSTERING THE PRIVATE SECTOR (SMEs/SMIs), HEALTH, URBAN DEVELOPMENT AND HOUSING, GENDER, POPULATION, AND CHILDHOOD

The indicative program is as follows for the next six years (2002 – 2007)

- studies of 7,736 KM of roads and bridges
- construction (building and paving) 1,169 KM
- construction of dirt roads 3,687 KM
- repair of dirt roads 713 KM
- upgrading of paved roads 604 KM
- periodic maintenance 1,380 KM
- replacement of ferries with bridges 2,880 ML

The preceding objectives require the following estimated financing for the next 6 years.

#### Studies

Name	Length in km	Unit cost (Millions of GF)	Total Cost (Millions of GF)
Construction of dirt roads (**)	3,687 km	3	11,061
Replacement of ferries with bridges (**)	2,880 m	5	14,400
Construction (building and paving) (*)	1,169 km	4.4	5,143.6
<b>TOTAL</b>			<b>30,604.6</b>

#### Road Works

No.	Name	Linear (km)	Unit cost (Millions of GF)	Total Cost (Millions of GF)
1	Periodic maintenance (***)	0,380	4	5520
2	Repair of dirt roads (**)	713	50	35,650
3	Construction of dirt roads (**)	3,687	70	258,090
4	Upgrading of paved roads (**)	604	90	54,60
5	Construction of concrete bridges (ml) (**)	2880	22	85,102



6	Construction (building and paving) (*)	1,169	400	467,600
<b>TOTAL</b>				<b>906,322</b>

### Planning

No.	Name	Length in km	Total Cost In millions of GF	Year 1	Year 2	Year 4	Year 5	Year 6
<b>Periodic Maintenance (***)</b>								
42	Forécariah – Moussaya - Sikhourou – Kindia	100	400		X			
43	Boké – Gaoual	185	740		X			
44	Koumbia – Foulamory	100	400			X		
45	Labé - Mali - Fr Sénégal	195	780	X				
46	Labé -Tougué - Sélouma	200	800		X			
47	Bissikirima – Dinguiraye – Siguiiri	300	1,200	X				
48	Kankan - Mandiana - Fr Mali	170	680	X				
49	Konsankoro - Macenta - Fr Libéria	130	520			X		
<b>TOTAL</b>		<b>1380</b>	<b>5,520</b>					
<b>Repair of dirt roads (**)</b>								
32	Télémilé-Pita	138	6900			X	X	
33	Dalaba-Ditinn-Kankalabé-Tougué	140	7000		X	X		
34	Mali-Guinga-Termèssè Yokounkoun-Koundara Fr Guinée - Bissau	245	12250	X	X			
35	Siguiiri-Falama-Bankon-Fr Mali	50	2500	X				
36	Djalakoro -Manfra -Banankoro -Kérouané	140	7000			X	X	
<b>TOTAL</b>		<b>713</b>	<b>35650</b>					
<b>Construction of dirt roads (**)</b>								
6	Ouassou-Badi-Tondon	140	9800	X	X	X		
7	Fria-Télémilé	107	7490		X	X	X	
8	Boffa -Kolia -Daramagnaky	156	10920			X	X	
9	Télémilé-Lélouma -Labé	130	9100		X	X		
10	Labé-Mali-Fr Sénégal	195	13650	X	X			
11	Mali-Guingnan -termèssè-Yokounkoun -Koundara -Fr Guinée- Bissau	245	17150			X	X	X
12	Yimbering -Telirè-Madina Salanbandé-Balaki-Fr Sénégal (Kédougou)	127	8890			X	X	X
13	Labé -Tougué - Sélouma	200	14000	X	X			

No.	Name	Length in km	Total Cost In millions of GF	Year 1	Year 2	Year 4	Year 5	Year 6
14	Tougué(Kollet) -Kouratongo -Fellokoundoundoua - Fr Mali	85	5950		X	X		
15	Bissikrima – Dinguiraye -Siguiri	300	21000		X	X		
16	Matagania - Banora –Siguiri - Santiguiya	109	7630				X	X
17	Kindia-Gomba-Koba-Dalaba	110	7700			X	X	
18	Dinguiraye-Lansanaya-Bagui-Diatifèrè-Fandanda	130	9100			X	X	
19	Kintinya-Franwalia-Naboun-Maléa	100	7000				X	X
20	Kintinya-Niagassola Fr mali	120	8400				X	X
21	Mandiana-Koundia-kéniéran-Dialakoro	120	8400		X	X		
22	Mandiana-Faralako-Morouloun-Balandougouba-Fr Mali	129	9030	X	X	X		
23	Kankan-Mandiana-Fr C.I	200	14000	X	X	X		
24	Faranah-Béoudou-Banfèlè-Kounban (Kankan)	150	10500			X	X	
25	Kankan (Tindi oulèn-Sabadou-Baranama-Boula-Fr C.I	180	12600			X	X	X
26	Sinko-Fouala -Djassoudou-Korala-Sabadou-Banarama	200	14000		X	X	X	
27	Konsankoro-Macenta-Fr Libéria	130	9100			X	X	
28	Beyla-Foumbadou-Guéasso-Fr C.I	150	10500	X	X			
29	Macenta(Sérédou)-Kouankan-Nionsomordou(Beyla)	71	4970				X	
30	Péla-Djécké	43	3010				X	X
31	Koundiadou-Watangua-Bofossou	60	4200				X	X
<b>TOTAL</b>		<b>3687</b>	<b>258090</b>					
<b>Upgrading of paved roads (**)</b>								
37	Mamou – Faranah	185	16650	X				
38	Mamou –Labé	144	12960	X				
39	Cisséla – Kouroussa	70	6300		X			
40	Kankan – Tokounou	120	10800	X				
41	Kissidougou –Guéckédou	85	7650		X			
<b>TOTAL</b>		<b>604</b>	<b>54360</b>					
<b>Construction of bridges (**)</b>								
1	Bantala	80 ml	1760		X			
2	Madina - Oula	80 ml	1760		X			
3	Koukoutamba	150 ml	3300			X		
4	Nongoa	60 ml	1320	X				
5	Koussi	80 ml	1760			X		
6	Kandiafara	300 ml	6600					

No.	Name	Length in km	Total Cost In millions of GF	Year 1	Year 2	Year 4	Year 5	Year 6
7	Foulamory	150 ml	3300	X				
8	Leimiro	70 ml	1540					
9	Koumbanyi	100 ml	2200	X				
10	Touba	60 ml	1320					
11	Kambaya	80 ml	1760			X		
12	Kélémanssoya	60 ml	1320					
13	Arafamoussoya	80 ml	1760	X				
14	Kondoya	100 ml	2200		X			
15	Tokounou	100 ml	2200			X		
16	Doumbafè	90 ml	1980				X	
17	Sankarani	150 ml	3300					
18	Djaragbèla	300 ml	6600			X		
19	Bodézia	150 ml	3300		X			
20	Gadhawoumdou	80 ml	1760	X				
21	Badi-Tondon	100 ml	2200					
22	Badi-Daki	80 ml	1760					
23	Kérouané	80 ml	1760		X			
24	Samgbon	300 ml	6600					
<b>TOTAL</b>		<b>2,880</b>	<b>63,360</b>					
<b>Construction (building and paving) (*)</b>								
2	Boké-Sansalé-Fr Guinée Bissao	100	40,000	X	X			
3	Labé-Kounsitel-Koundara - Fr Sénégal	302	120.800		X	X	X	
4	Kankan-Kérouané-Beyla N'zérékoré-Bounouma-Diéké- Fr. Libéria	490	196,000	X	X			
5	Kindia-Télémilé-Gaoul-Kounsitel	277	110.800			X	X	X
<b>TOTAL</b>		<b>1169</b>	<b>467,600</b>					

**AGRICULTURE SUBSECTOR**

Priority objectives	Priority actions	Cost in GF over 3 years (2002-2004)	Indicators and Targets					
			Indicators	Targets				
				2002-04	Reached in 2001	2002	2003	2004
<b>SUPPORT FOR DEVELOPMENT OF THE SUBSECTOR</b>								
1. Support the professionalization of importers, distributors and users of phytosanitary products (***)	Identification, information, training, licensing	290,500.00	Number of importers, distributors and users professionalized and licensed	138		63	27	38
	Equipment, quality control of phytosanitary products	282,000,000	Existence an operational quality control lab	13	-	1	-	
	Organization of a national consultation workshop	39,000,000	Number of importers, distributors and users benefiting from training	3	-	1	1	1
2. Support the emergence of a dynamic and competitive private sector to ensure promotion, processing and marketing activities (***)	Support for the introduction of measures promoting and facilitating access to different production factors and processing	30,000,000	Number of producers benefiting	200	-	100	50	50
	Follow-up of actions of targeted producers	45,000,000	Number of follow-up missions carried out	550	-	300	150	100
	Preparation of national agricultural map	45,000.00	National map	1	-	1	-	-
	Establishment of an account for planned operations by production line	30,000,000	National map	1		1	-	-
3. Improve land access conditions to ensure secure and rational management of rural land resources (***)	Translation and distribution in all national languages of the document enunciating land policy in rural areas	30,000,000	Existence of a document translated into the national languages / Number distributed (meeting, broadcast, rural radio )	'8	-	2	3	3
	Implementation of rural land plans	400,000,000	Number of plans carried out	4	2	1	1	
	Preparation of texts for applying the CFD adapted to the realities of rural areas and customary laws	30,000,000	Number of texts prepared and submitted for signature	3	-	1	1	1
4. Introduce an effective system for control and certification of plants, seeds, and fertilizers (*).	Training of agents responsible for control/certification of seeds, plants and fertilizers	40,000,000	Number of agents trained Number of training sessions	60	-	45	10	5
	Creation and equipping of a quality control and certification unit for seeds and plants	400,000,000	Operating quality control units	'1	-	1	-	-
	Follow-up and advisory services to producers of seeds, plants and fertilizers	30,000,000	Number of producers of seeds, plants, fertilizers benefiting from follow-up and advisory services	5 000	-	2 000	1 500	1 500
	Identification of producers by industry group and by area of production	60,000,000	Number of producers by industry and by area	350	-	200	100	50
5. Support national production of farm implements and tools by promoting private units	Identification of producers of farm implements and tools	500,000,000	Number of producers identified	300		120	100	80
	Training and raising awareness of producers of farm implements and tools (targeted)	25,000,000	Number of producers benefiting from training	80		30	25	15

Priority objectives	Priority actions	Cost in GF over 3 years (2002–2004)	Indicators and Targets					
			Indicators	Targets				
				2002-04	Reached in 2001	2002	2003	2004
	Support for the creation of private factory units	150,000,000	Number of factory units created	4		2	1	1
	Follow-up and advisory services	25,000,000	Number of follow-up and advisory missions	30		13	10	7
<b>Total in GF</b>		<b>1,735,250,000</b>						
<b>Total in US\$</b>		<b>867,625</b>						
<b>SUPPORT FOR FOOD SECURITY</b>								
1. Increase collection capacity and incomes of poor food industry operators (steam collectors, semi-wholesalers of rice and other food products) (***)	Grant loans for marketing of food products	1,000,000,000	Monies effectively granted and sustained at level of local branches of microfinance institutions (MFIs)	1 Bn	1 Bn	300 Mn	300 Mn	400 Mn
	Support for a quality control policy	100,000,000	Quantities certified in the context of transactions between industry agents	100,000 T	-	20,000 T	40,000 T	40 000 T
	Training of TPEs in management, marketing, quality processes	150,000,000	Number of operators trained	2000	600	600	600	800
2. Increase the productivity of the processing sector (**)	Establishing a line of credit for equipment at MFIs	500,000,000	Number of pieces of equipment purchased on credit	500	200	100	200	200
	Actions to improve and distribute local materials	60,000,000	Materials disseminated	600	140	200	200	200
3. Strengthen the capacities of food industry operators (**)	(See section on capacity-building, below)							
<b>Total in GF</b>		<b>1,810,000,000</b>						
<b>AGRICULTURAL RESEARCH</b>								
1. Improve the productivity of food crops to ensure food security through technology transfer (***)	1. Providing improved seeds for rice, corn, manioc, banana and improved growing techniques for farmers organizations in the 4 natural regions.	300,000,000	Amount of improved rice and corn seed provided each year Number of manioc cuttings delivered Number of banana shoots delivered	Rice: 120 t Corn :135t 300,000 1,200,000	-	40 45 100,000 400,000	40 45 100,000 400,000	40 45 100,000 400,000
	2. Identification and establishment of demonstration plots in pilot CRDs.	50,000,000	Two pilot villages will be in operation per natural region	8 villages	5	6	8	8
	3. Follow-up and evaluation of priority actions with beneficiaries	25,000,000	Follow-up/evaluation meetings will be carried out	36	-	12	12	12
2. Help to increase women's income by intensifying market garden crops in rural and peri-urban areas (***)	1. Transfer of improved technologies for production, processing and preservation for tomato, onion and pepper crops	200,000,000	Amount of seed delivered to women's groups : tomato, onion, pepper	12,498 kg 12,498 kg 12,498 kg	- - -	4,166 4,166 4,166	4,166 4,166 4,166	4,166 4,166 4,166
	2. Follow-up and evaluation of priority actions with beneficiaries	50,000,000	Follow-up/evaluation missions will be carried out	36	-	12	12	12

Priority objectives	Priority actions	Cost in GF over 3 years (2002-2004)	Indicators and Targets					
			Indicators	Targets				
				2002-04	Reached in 2001	2002	2003	2004
3. Improve the productivity of export crops to increase income of farmers and exporters (**)	1. Providing improved plants for coffee, pineapple, mango, potatoes and cashews as well as growing techniques.	300,000,000	Number of plants/shoots selected and delivered to producers					
			- coffee,	48,300		16,100	16,100	16,100
			- pineapple	97,998		32,666	32,666	32,666
			- mango	48,300		16,100	16,100	16,100
			- cashew	32,829		15,300	15,300	15,300
			Amount of potato seeds	45,900 kg		10,943	10,943	10,943
	2. Identification of sites and establishment of demonstration plots in pilot CRDs.	50,000,000	Two pilot villages will be operation in each natural region	8 villages	5	6	8	8
	3. Follow-up and evaluation of priority actions with beneficiaries	25,000,000	Follow-up/evaluation missions will be carried out	36	-	12	12	12
4. Help to strengthen the capacities of participants (extension workers, CRDs, OP, NGOs, private interests) (**)	See section on capacity-building, below							
5. Ensure sustained financing for national agricultural research (*)	Implement strategic studies and maintenance of basic infrastructures	1,200,000,000	Number of strategic programs implemented over 3 years	33	33	33	33	33
			% of research projects implemented	170	60%	70%	80%	100%
			Number of experimental areas rehabilitated	100%	25%	25%	25%	25%
6. Research/development actions and partnership actions with the private sector (*)	Financing of enhanced programs for the introduction of appropriate technologies	2,000,000,000	Suggestions to research clients on improved technical approaches					
	Private sector research contracts to introduce selected plants and seeds: support for secure supply, follow-up and certification of propagated plants	2,000,000,000	Number of contracts					
	Establishment of national research village networks	2,000,000,000	Number of networks and number of villages					
7. Improve farming/livestock integration for sustainable management of natural resources	1. Supporting processing and development of milk in Moyenne, Basse and Haute Guinée	150,000,000	Number of processing and conservation units tested and established	6	0	2	2	2
	2. Evaluation of manure shed/fodder lot combination for improving the productivity of operations (milk, meat and market garden crops)	150,000,000	Number of manure sheds and fodder lots established and tested	30	0	5	10	15
	3. Improving the productivity of pigs and poultry in Guinée Forestière by growing aquatic plants	100,000,000	Number of stockbreeders who have adopted the systems	50	0	10	15	25

Priority objectives	Priority actions	Cost in GF over 3 years (2002–2004)	Indicators and Targets					
			Indicators	Targets				
				2002-04	Reached in 2001	2002	2003	2004
	4. Implementation of genetic improvement programs	350,000,000	Number of crossbred cows produced Number of crossbred goats produced	1,000 500	100 0	300 100	400 200	300 200
	5. Development of techniques for improved utilization of agricultural residues and by-products	200,000,000	Number of multnutritional block systems perfected Number of successful tests of rations incorporating various by-products	10 10	2 0	3 4	4 3	3 3
	6. Introducing the combination of forest legumes and food crops to improve food security in Haute and Moyenne Guinée	75,000,000	Number of experimental units established	10	0	2	2	6
	<b>Total in GF</b>	<b>9,235,000,000</b>						
	<b>Total in US\$</b>	<b>4,454,500</b>						

#### 4. RURAL INFRASTRUCTURE (Dirt roads and crossings)

Based on the annual allocation of funds, the plan is to allocate 40% of the funds to improving access, 30% to irrigation facilities, 25% to maintenance of dirt roads and 5% to training for SMEs.

Priority objectives	Priority actions	Cost in GF over 3 years (2002–2004)	Indicators and Targets					
			Indicators	Targets				
				2002-04	Reached in 2001	2002	2003	2004
<b>1. Improved access</b>								
Improved access to headquarters of CRDs (***)	Repair of rural dirt roads	30,000,000,000	Linear measure of roads repaired and number of CRDs given improved access	1,500 km	483.6 km	500 km	500 km	500 km
Improved access to production areas (**)	Construction of crossings	19,200,000,000	Number of crossings constructed	2,400 ml	171 ml	800 ml	800 ml	800 ml
Improved access for villages and social services (*)	Construction of crossings		Linear measure of crossings constructed					
Support for project manager	Repair of SPGR, BTGR and UME offices	800,000,000	Number of offices renovated	42	0	14	16	12x
	Establishment of a geographic information system on roads and developments	1,740,000,000	Number of 4 x 4 vehicles	48 motor	3 16 motor	8 16 motor	16 motor	16 motor cycles

Priority objectives	Priority actions	Cost in GF over 3 years (2002-2004)	Indicators and Targets					
			Indicators	Targets				
				2002-04	Reached in 2001	2002	2003	2004
	Project management			cycles 20 computers & access. Office supplies	cycles 10 computers & access. Office supplies	cycles office supplies	cycles 10 computers & access. Office supplies	Office supplies
<b>Total in GF</b>		<b>51,740,000,000</b>						
<b>Total in US\$</b>		<b>25,870,000</b>						
<b>2. Irrigation facilities</b>								
- Enhance the capacity of OPs to assume effective responsibility for infrastructures built (***) - Increase agricultural output to control water/growth, crop intensity (**) - Insure harvests against climate risks (*)	Construction of irrigation facilities	15,000,000,000	Surface area repaired					
	Bottom lands	3,600,000,000	Surface area repaired and developed	1800 ha		600 ha	600 ha	600 ha
	Coastal plains	5,280,000,000	Surface area repaired and developed	2400 ha		800 ha	800 ha	800 ha
	Alluvial plains	4,320,000,000	Surface area repaired and developed	1800 ha		600 ha	600 ha	600 ha
	Market gardens	1,800,000,000	Surface area repaired and developed	1200 ha		400 ha	400 ha	400 ha
	Repair of irrigation facilities	5,550,000,000	Surface area repaired					
	Coastal plains	3,150,000,000	Surface area insured and developed	4500 ha		1500 ha	1500 ha	1500 ha
	Alluvial plains	2,400,000,000	Surface area insured and developed	2400 ha		800 ha	800 ha	800 ha
<b>Total in GF</b>		<b>20,550,000,000</b>						
<b>Total in US\$</b>		<b>10,275,000</b>						
<b>3. Maintenance of dirt roads</b>								
- Maintain repaired dirt roads and protect them against rapid deterioration (***) - Improve access in poverty zones (***) - Involve communities more in the management of their networks. (**)	Heavy maintenance of 1500 km	13,000,500,000	Linear measure of roads for heavy mechanized maintenance	1500 km	-	500 km	500 km	500 km
	Light mechanized maintenance of 3000 km	12,000,000,000	Linear measure of roads for light mechanized maintenance	3000 km	384	1000 km	1000 km	1000 km
	Labor-intensive maintenance 1250 km	4,375,000,000	Linear measure of roads for labor-intensive maintenance	1250 km	313	650 km	300 km	300 km
	Works maintenance (crossings and clean up): 540 ml	540,000,000	Unit of work to be maintained	540 ml	-	200 ml	200 ml	140 ml
	<b>Total in GF</b>		<b>29,915,500,000</b>					
<b>Total in US\$</b>		<b>14,957,750</b>						
<b>4. Training for SMEs</b>								



Priority objectives	Priority actions	Cost in GF over 3 years (2002–2004)	Indicators and Targets					
			Indicators	Targets				
				2002-04	Reached in 2001	2002	2003	2004
Support for the private sector in the context of implementation of infrastructures (**)	Establishment of data bases on the capacities of SMEs	100,000,000	Number of data bases per administrative region	1 per region		1	3	3
	Training of SMEs and research offices in the creation of rural dirt roads	405,000,000	Number of trainees to be trained per week	900		300	300	300
	Teaching workshops on construction of rural dirt roads in conjunction with successful companies	1,500,000	Linear measure of roads to be created	60 km		20	20	20
		1,200,000,000	Linear measure of roads to be maintained	300 km		100	100	100
		480,000,000	Linear measure of works to be carried out	60 ml		20	20	20
<b>Total in GF</b>		<b>2,186,500,000</b>						
<b>Total in US\$</b>		<b>1,093,250</b>						

SPGR = Section Préfectorale du Génie Rural [Prefectural Rural Infrastructures Unit]; BTGR = Bureau Technique du Génie Rural [Rural Infrastructure Technical Board]; UME = Unité Mobile Ecole [Mobile School Unit].

### LIVESTOCK

Priority objectives	Priority actions	Cost in GF over 3 years (2002–2004)	Indicators and Targets					
			Indicators	Targets				
				2002-04	Reached in 2001	2002	2003	2004
1. Intensify priority industries primarily in poor areas through the emergence and professionalization of private operators in the subsector (***)	Implementation of programs to improve the productivity of animals in the strongest production lines (poultry farming, pig farming and cattle/dairy farming; draught animals)	428,206,000	Number of artificial inseminations done	550	0	50	150	350
			Number of breeders affected by artificial inseminations					
			Number of improved breeding strains introduced	60	0	10	15	35
			- Cattle	20,000	0	3,000	7,000	10,000
	- Roosters	120	0	15	35	70		
	- Boars							
2. Improve nearby basic services (private extension services) to strengthen public services and OPs (**)	Technological packages to be popularized	225,000,000	Number of technological packages developed	45	0	15	15	15
	Dissemination of technologies to livestock farmers and livestock/crop farmers	343,587,340	Number of technological packages disseminated	45	0	15	15	15
			Rate at which topics disseminated are adopted					
			Number of livestock farmers trained in technological packages	600		100	200	300



Priority objectives	Priority actions	Cost in GF over 3 years (2002-2004)	Indicators and Targets					
			Indicators	Targets				
				2002-04	Reached in 2001	2002	2003	2004
5. Improve the information system for the subsector in the context of participation in training in institutional economics	Collect, process and disseminate economic data on cattle and animal products (commercial flows and prices for animals, animal products and by-products)	384,000,000	Number of potential breeders identified	700	0	0	300	400
			Number of covering centers established	28	0	0	12	16
			Number of monthly information bulletins produced and disseminated	30	0	6	12	12
			Number of quarterly information bulletins produced and disseminated	10	0	2	4	4
	Number of annual information bulletins produced and disseminated	3	0	1	1	1		
	Conducting specific studies needed to improve knowledge of the subsector	150,000,000	Number of studies conducted	3	0	1	1	1
<b>Total in GF</b>		<b>2,406,519,340</b>						
<b>Total in US\$</b>		<b>1,203,260</b>						

CBPP: Contagious Bovine Peripneumonia

### FISHING

Priority objectives	Priority actions	Cost in GF over 3 years (2002-2004)	Indicators and Targets					
			Indicators	Targets				
				2002-04	Reached in 2001	2002	2003	2004
1. Develop maritime and inland fishing villages to strengthen the capacities of communities (***)	Train participants in fishing and processing technologies, business management, and microcredit	1,000,000,000	Number of participants trained	1050	0	350	350	350
	Train participants in safety at sea and fisheries regulation	100,000,000	Number of participants trained	700	0	240	240	220
	Organize representative communities	150,000,000	Number of Professional Organizations in operation	75	25	25	25	25
	Decentralize the powers of the MPA transferring them to socioprofessional organizations	50,000,000	Decentralization system in operation	1	0	0	0	1
	Create credit access facilities	700,000,000	Number of participants receiving loans	350	0	100	120	130
	Build fisheries production infrastructures	28,000,000,000	Number of villages provided with productive infrastructures	35	7	7	9	12

Priority objectives	Priority actions	Cost in GF over 3 years (2002–2004)	Indicators and Targets					
			Indicators	Targets				
				2002-04	Reached in 2001	2002	2003	2004
	Build basic social infrastructures	800,000,000	Number of villages provided with social infrastructures	28	7	7	9	12
	Support the creation of private centers for distribution of inputs	380,000,000	Number of input distribution centers in operation	38	2	10	10	18
2. Develop sustainable rural fish farming in Moyenne Guinée and Guinée Forestière (**)	Raise awareness of and select farmers	28,000,000	Number of farmers selected	600	100	200	200	200
	Design and installation of fish-breeding ponds	1,500,000,000	Number of ponds installed	460	10	154	154	152
	Training of farmers in fish farming and water management	300,000,000	Number of farmers trained	1500	30	500	500	500
	Installation of breeding centers and accompanying research	500,000,000	Number of centers installed	4	0	2	1	1
	Stocking of ponds	230,000,000	Number of ponds in production	460	30	154	154	152
	Training of organizers	38,000,000	Number of organizers trained	38	4	13	13	12
	Preparation of a fish farming planning map	600,000,000	Fish farming planning map	1	0			1
	Supplying fish farmers with inputs	50,000,000	Number of ponds supplied	50	0	10	20	20
3. Perpetuation of fishing and fresh water resources (**)	Monitoring-evaluation of resources	2,400,000,000	Number of evaluation campaigns	6	0	2	2	2
	Monitoring of resources	1,500,000,000	Number of days of monitoring per area, per year	510	60	170	170	170
		50,000,000	Number of communities participating in coastal and river monitoring program	35	2	10	12	13
	Restore banks and headwaters of the principal rivers (Niger, Tinkisso, Sankarani)	600,000,000	Number of banks restored	6	0	2	2	2
	Seed the permanent ponds in Haute Guinée	50,000,000	Number of ponds seeded	5	0	2	2	1
4. Develop a national fishing industry adapted to international quality standards (*)	Create an economic development pole for fisheries including a backup industrial fishing base	120,000,000,000	Industrial fishing base in operation	1	0	0	0	1
	Set up financial support mechanisms for establishing adapted national ships	5,000,000,000	Number of private Guinean ships	20	7	5	5	10
	Develop small semi-industrial fishing ports along the coast (Boulbinet, Téménétye, Benty)	9,000,000,000	Number of semi-industrial fishing ports developed	3	0	1	1	1
	Increase exports of fish products	3,000,000,000	Amount of fresh fish processed and exported	10000T	2000 T	2000T	3000T	5000 T
		100,000,000	Amount of frozen fish recycled in Guinea	40000T	0			40000T
	Create central fish markets in the large cities to increase consumption/ht	3,000,000,000	Number of markets built	3	0	1	1	1
			Consumption per capita (kg/ht)	42	13	13	14	15
Promote exports through technical and financial support for exporters and the government	20,000,000	Number of companies accepted for exporting quality products	20	5	5	5	5	

Priority objectives	Priority actions	Cost in GF over 3 years (2002-2004)	Indicators and Targets					
			Indicators	Targets				
				2002-04	Reached in 2001	2002	2003	2004
		9,000,000,000	Number of tide lookouts built	15	5	0	0	10
		2,000,000,000	Quality control laboratories in operation	1	0	0	0	1
		2,800,000,000	Number of ports re-established	8	2	2	3	3
		400,000,000	Number of quality control agents trained	15	5	5	5	5
Establish a development administration in the fishing sector	See chapter on capacity-building below.							
7. Develop family-based village shrimp farming along the Guinean coast (Boffa, Boké, Dubréka, Fore cariah) (**)	Increase awareness and training of participants in groups	20,000,000	Number of fish farmers made aware and trained and number of associations formed	200	0	50	50	100
	Developing fish farming sites and building ponds	150,000,000	Number of sites developed and ponds built	40	0	10	10	20
	<b>Total in GF</b>	<b>195,766,000,098</b>						
	<b>Total in US\$</b>	<b>97,500,000</b>						

**FINANCING OF RURAL DEVELOPMENT AND MICROFINANCE**

Priority objectives	Priority actions	Cost in GF over 3 years(2002-04)	Indicators and Targets					
			Indicators	Targets				
				2002-04	Reached in 2001	2002	2003	2004
<b>NATIONAL POLICY</b>								
1. Define a national policy in the area of financing of rural development (**)	Identification of limits between subsidies and loans	100,000,000	Existence of a process for examining new interventions in the area of financing			x		
	Directing project lending to microfinance institutions (MFIs)	p.m	Number of agreements between projects and MFIs	10	3	2	4	4
	Identification of priority industries or types of loans that can be subject to interest rate subsidies	100,000,000	Existence of a document clarifying priorities			1		
2. Implement national policy (**)	Interest rate subsidies on priority industries or certain types of loans	1,200,000,000	Financial volume of interest rate subsidies (for 10 billion in lending)			200 Mln	500 Mln	500 Mln
<b>MICROFINANCE</b>								
1. Support the development of existing MFIs (***)	Refinancing at preferential rates	20,000,000,000	Increased lending	5 Bln		1 Bln	2 Bln	2 Bln
	Support for REGUIPRAM	90,000,000	Implementation of REGUIPRAM action program			30 Mln	30 Mln	30 Mln

Priority objectives	Priority actions	Cost in GF over 3 years(2002-04)	Indicators and Targets					
			Indicators	Targets				
				2002-04	Reached in 2001	2002	2003	2004
2. Diversify the supply of financial services (**)	Creation of a new MFI	1,000,000,000	Number created	15		0	5	10
	Support for research and development	100,000,000	Development of new loan products			x	x	x
3. Develop human resources (**)	Introduction of a specialized graduate level course	250,000,000	Number of registered students	150		50	50	50
	Take over of training efforts in MFIs	1,200,000,000	Number of training days financed	25,000		5,000	10,000	10,000
4. Define a regulatory framework adapted to microfinance (*)	Finalization of regulatory framework	100,000,000	Existence of framework	1		1		
	Support for the microfinance unit of the Central Bank	100,000,000	Monitoring reports on the various MFIs	3		1	1	1
<b>Total in GF</b>		<b>24,240,000,000</b>						
<b>Total in US\$</b>		<b>12,120,000</b>						

### CAPACITY-BUILDING

Priority objectives	Priority actions	Cost in GF over 3 years (2002-04)	Indicators and Targets					
			Indicators	Targets				
				2002-04	Reached in 2001	2002	2003	2004
Strengthen the capacity of participants: OP, government, Chambers of Agriculture, private interests (***)	Creation of an institutional economics training unit <sup>5</sup>	1,500,000,000	Trainee days	5000	0	1000	2000	2000
	Expansion to other training on contractual relations practice, use of different codes (land, forest, etc.), and regulatory frameworks	1,500,000,000	Trainee days	5000	0	1000	2000	2000
Installation and modernization system in agriculture and crafts	Pursuit of the above training in the context of an action study on the supply of inputs under OP project management targeting the development of contractual relations and economies of scale.	200,000,000	Studies/group import operations T. fertilizers contracted Evolution of FOB cost/warehouse cost ratio T. imported fertilizers			1		

<sup>5</sup> So as to better control the various options and modalities in organizing the supply of inputs, the use of credit and subsidies (link between subsidy and positive externalities in the context of sustainable development)  
Unit of three contract or seconded staff and one expert. It will design content in close cooperation with those involved and will carry out short progressive level modules, going out to meet the participants in the different regions

Priority objectives	Priority actions	Cost in GF over 3 years (2002-04)	Indicators and Targets					
			Indicators	Targets				
				2002-04	Reached in 2001	2002	2003	2004
	Pursuit of the above action to establish revolving funds in areas removed from significant economic dynamics. <sup>6</sup>	5,000,000,000	Amount of funds set up: in billions Group turnover			1,25	2,5	5
	Assumption of OPs' public relations expenses up to an amount equal to that of contributions levied and contingent upon gradual replacement with ongoing quasi-fiscal taxes.	500,000,000	Amount of contributions  OP's public relations activities					
	Strengthening and institutionalization of CAOPAs. <sup>7</sup> This subject to gradual control by the parties involved.	1,500,000,000	Number of literacy days in operation Number of groups regularly receiving a newspaper					
	Access by OPs to rural radio	200,000,000	Number of program hours available to OPs					
	Establishment of flexible funds in region and prefecture to finance competitive public service actions. <sup>8</sup>	2,500,000,000	Descriptive list of studies carried out/Minutes of meetings of consultative mechanisms					
	Establish an agricultural development administration by strengthening the capacities of the Ministry of Agriculture and Livestock in the formulation, follow-up, and evaluation of policies and strategies, projects and programs, and the production, management and assessment of agricultural information.	15,000,000,000	- Number of sectoral studies and summaries available - Number of management and agricultural information networks operating in regions and prefectures; - Number of ongoing agricultural surveys conducted and disseminated; - Number of entities with delegated authority (DPDRE and IRAE) in operation - Number of central, regional and prefectural staff and agents trained;			1 10 1 15	1 13 1 25	1 15 1 40

<sup>6</sup> Conditions: registration in groups, functional literacy, training in institutional economics, and completion of input study. Funds established at 1/8 of nominal amount and doubled every year (3 times) if reconstituted at no less than 110%.

<sup>7</sup> In charge of strengthening the capacity and autonomy of groups operating in: public service in functional literacy, information, and contacts between groups (transfer)

<sup>8</sup> Managed equally by the government, private interests and OPs in the context of calls for bids and implementation contingent upon financial involvement and control of results by participants. Priority targets will be: design of policy frameworks, gathering of information and studies (in context of monitoring units), preparation of adapted regulatory frameworks, operation of prefectural or regional consultation mechanisms

Priority objectives	Priority actions	Cost in GF over 3 years (2002–04)	Indicators and Targets					
			Indicators	Targets				
				2002-04	Reached in 2001	2002	2003	2004
	Strategic audit of the Ministry of Agriculture and Livestock aimed at providing more dynamic management and making human resources aware of their responsibilities, reassigning positions based on their new functions and taking decentralization and the establishment of new financial circuits into account:	5,000,000,000	Distribution of human and financial resources: Performance/salary ratio, province/Conakry redeployment, reorganization of hierarchy to anticipate retirements					
Mechanism for installation and modernization of the agriculture and craft sectors	Panel on subsidies to support sustainable agriculture under certain conditions for identified parties to purchase at market prices, training, group membership and opening an account with an MFI. <sup>9</sup>	10,000,000,000	Equipping of entities (cf footnote)					
Establish a development administration in the fishing subsector (*)	Assign delegated authority to administration, equip and train personnel for better delivery of public services.	2,000,000,000	Decentralized structures in operation	20	6	6	8	6
	Secure public revenues		Improved contribution to Public Treasury (in billions of GF)	40	10	12	13	15
	Establish regional structures and a national system for information on fish	500,000,000	Fish information structures in operation	8	0	2	3	3

<sup>9</sup> Eligible expenses: productive investments in sustainable agriculture

Conditions for access: agreement to join a group (guarantee in terms of security and certain support) - Have an MFI account (CRG) – have the required training (depending on actions supported).

Operation: 1) The group sends to the counter (small unit) the list of eligible applicants and planned investments (cost, description, supplier) – 2) the unit credits the CRG – 3) the CRG pays the supplier (self-financing + subsidy portion) upon presentation of delivery order produced by the beneficiary – 4) the unit checks the reality of the investment, in the event of a problem, a guarantee fund for the group is implemented.

Examples of eligible investments:

- at 80% : forest enrichment, replanting, and FR input (at group level, in three stages under cover of recovery at 110%)
- at 50% : animals and animal traction equipment if weak rate of penetration, carts, manure trenches, fencing, bottom lands, collective stores, improved perennial plantings, stockfarming labelled as non-animal (poultry farming, pig farming, fish farming).



Priority objectives	Priority actions	Cost in GF over 3 years (2002-04)	Indicators and Targets					
			Indicators	Targets				
				2002-04	Reached in 2001	2002	2003	2004
Help to strengthen the capacities of participants in the area of agricultural research (extension workers, CRDs, OPs, NGOs, private interests) through training, scientific and technical information, and consultation (**)	1. Publication of technical sheets, practical guides, information bulletin, annual reports, production of scientific audiovisual documentaries, CD-ROMs	150,000,000	Number of technical sheets published and disseminated for producers	55 sheets	25	15	15	15
			Number of bulletins published and disseminated for producers	4 No./ yr.	17 N°	4	4	4
			Number of audiovisual documentaries produced for producers	18	2	6	6	6
			Number of CD-ROMs for producers	18	8	6	6	6
			Number of annual reports	3	2	1	1	1
	2. Organization of training workshops for OPs, women's groups, and individual operators	200,000,000	Number of workshops organized/year	90 work-shops	-	30	30	30
			Number of farmers, groups and extension workers trained each year					
	3. Contribution and updating of regional databases	40,000,000	Number of regional databases created and updated	4	4	4	4	4
	4. Dissemination of information and preparation of decision-making tools, (soil management maps, production zone maps, topical maps).	75,000,000	Total number of maps designed and published each year	30	4	10	10	10
Strengthening of the capacities of food industry operators (**)	HIPC support for operation of information system on agricultural prices (SIPAG)	300,000,000	Number of operators using SIPAG	10,000	2000	3 000	6 000	10 000
	Financing of regional and national forums for consultation with operators	90,000,000	Number of forums organized	15	5	5	5	5
	Actions to develop local, regional and national structures for operators (unions by industry segment and inter-professional groups)	180,000,000	Number of actions carried out	540	-	180	180	180
	Training of elected members of OPs for their participation on the technical committee on food security (CTSA)	120,000,000	Trainee days	1200	-	400	400	400
	<b>Total in GF</b>	<b>46,555,000,000</b>						
<b>Total in US\$</b>	<b>23,187,043</b>							

**MANAGEMENT OF NATURAL RESOURCES AND OF THE ENVIRONMENT**

Priority objectives	Priority actions	Cost in GF over 3 years (2002–2004)	Indicators and Targets					
			Indicators	Targets				
				2002-04	Reached in 2001	2002	2003	2004
<b>ENVIRONMENT</b>								
1. Strengthen institutional capacities of environmental services	<ul style="list-style-type: none"> <li>- Support structures for materials, equipment, logistics</li> <li>- Training/development of staff of National Directorate and entities with delegated authority</li> <li>- Harmonization and preparation of supplements to laws and regulations, establishment of standards and thresholds.</li> <li>- Organization of evaluation of project impact studies, encouraging sectors to apply mitigating measures.</li> <li>- Education, information and increasing awareness of decision-makers and the public on taking the environment into account in national development plans.</li> </ul>	2,000,000,000	<ul style="list-style-type: none"> <li>- Number of office materials</li> <li>- Computers</li> <li>- Number of vehicles for structures.</li> <li>- Number of professional staff trained at level of Directorate and entities with delegated authority</li> <li>- Number of laws and regulations prepared and harmonized.</li> <li>- Level of performance and application of project environmental impact studies.</li> </ul>	30 15 12 40 26 100%	0 0 0 0 0 0	20 8 6 20 16 75%	10 4 4 10 5 15%	0 3 2 10 4 10%
2. Develop an inventory and monitoring program on the national natural and socioeconomic environment.	<ul style="list-style-type: none"> <li>- Establish a national coordinating structure</li> <li>- Increase capacity, in terms of equipment, computers and computer software for obtaining and using data from data bases</li> <li>- Strengthen capacities for expert evaluation through: 1 – Training for mastery of basic tools 2 – Training for mastery of operational and analytical tools</li> </ul>	3,000,000,000	<ul style="list-style-type: none"> <li>- Support for coordinating structure:</li> <li>- Number of vehicles</li> <li>- Number of computers</li> <li>- Number of pieces of mapping equipment</li> <li>- Number of operational pieces of equipment for management and monitoring of resources, the environment, populations</li> <li>- Number of staff trained in basic tools</li> <li>- Number of staff trained in operational and analytical tools</li> </ul>	2 4 4 8 5 5	0 0 0 0 0 0	2 3 2 4 2 2	0 1 1 3 2 2	0 0 0 1 1 1
3. Inventory of biological diversity of wetland ecosystems	<ul style="list-style-type: none"> <li>- Strengthen human and technical capacities of the entities involved.</li> <li>- Collect/analyze information on the subject</li> <li>- Inventory of biological diversity of the ecosystems considered</li> <li>- Analysis and interpretation of data collected</li> <li>- Creation of a data bank</li> <li>- Mapping of fresh water ecosystems</li> </ul>	2,000,000,000	<ul style="list-style-type: none"> <li>- Number of staff trained</li> <li>- Amount of information collected</li> <li>- Number of species inventoried.</li> <li>- Amount of data analyzed and interpreted</li> <li>- Number of maps developed</li> </ul>	10 15 250 20 4	0 0 0 0 0	5 5 50 10 1	3 10 150 10 3	2 0 50 0 0

Priority objectives	Priority actions	Cost in GF over 3 years (2002-2004)	Indicators and Targets					
			Indicators	Targets				
				2002-04	Reached in 2001	2002	2003	2004
4. Develop a national program for prevention and management of natural and man-made disasters	- Develop sectoral plans for disaster prevention and management. - Map and zone risks to which the country is exposed. - Promote educational campaigns to mobilize and raise awareness of people regarding disasters and their effects. - Increase number of staff designing and implementing disaster management plans. - Develop construction standards. - Provide the National Directorate and other services involved with appropriate equipment for managing environmental disasters/emergencies.	2,000,000,000	- Number of risk zoning maps prepared	8	0	2	2	4
			- Number of staff trained in disaster management	12	0	6	3	3
			- [text missing] land equipment	10	0	5	3	2
			- Number of [pieces of] logistical [equipment] provided to National Directorate and other services involved	6	0	3	3	0
			- Number of maps developed on construction standards	4	0	1	2	1
<b>Total in GF</b>		<b>9,000,000,000</b>						
<b>Total in US\$</b>		<b>4,500,000</b>						

WATERWAYS AND FORESTS								
1. Promote grassroots participation in the creation, development and management of public, communal and private forests.	Provide districts, sectors, traditional and village organizations with legal status that allows them to operate and really become involved in the development of forest resources.	200,000,000	Number of laws and regulations adopted and disseminated	2	0	1	1	
			Number of organizations with legal status	1500	30	270	600	600
			Amount mobilized and planned for management of natural resources	25,000,000	0	5,000,000	10,000,000	15,000,000
	Continued education, training and raising of awareness of private operators, communities and populations on managing the resources on their lands	150,000,000	Number of local elected officials trained	500	0	100	170	230
			Number of citizens whose awareness has been raised and who understand their duties	5,000	0	1000	1700	2300
			Surface area of community and private forests set up and managed	255,000 ha	55,000	30,000	70,000	100,000
	Ongoing transfer of forestry product production, planting and marketing functions to private sectors and peasant organizations	100,000,000	Number of forest plants produced and marketed	1,500,000	170,000	300,000	500,000	530,000
			Amount of forest products marketed	4,300,000 tons		1,000,000	1,500,000	1,800,000

Priority objectives	Priority actions	Cost in GF over 3 years (2002–2004)	Indicators and Targets					
			Indicators	Targets				
				2002-04	Reached in 2001	2002	2003	2004
2. Strengthen the system for information, control and monitoring of the sector.	Training in method of collecting, processing and disseminating information	150,000,000	Number of people trained and operating	500	0	140	170	190
	Collecting, processing and disseminating information on forest products	280,000,000	Number of information bulletins produced and disseminated	34	0	10	12	12
	Pursuit of functional literacy and raising of awareness on STDs/AIDS	90,000,000	Number of citizens whose awareness has been raised and who are literate	1000	0	300	350	350
	Conducting specific studies to improve knowledge of the sector and guarantee sustainable management of natural resources	300,000,000	Number of specific studies carried out.	15	0	4	5	6
3. Promote the emergence of private stakeholders for the development of processing units for wood and its byproducts	Census, organization and training of craftsmen working with wood and its byproducts	250,000,000	Number of cabinet makers and craftsmen trained	1500	0	200	600	700
			Number of wood processing units installed and operating	15	9	1	2	3
4. Improve incentive system	Revision of forest taxes and fees to mobilize financial resources	50,000,000	Number of texts produced, adopted and disseminated	4	1	1	1	1
	Revision of the key for distribution of taxes and fees among communities, the National Forest Fund, and farmers' organizations	50,000,000	Number of texts produced, adopted and disseminated.	1	0	1	0	0
<b>Total in GF</b>		<b>1,620,000,000</b>						
<b>Total in US\$</b>		<b>810,000</b>						

**HEALTH:** Provisional cost estimate of the National Health Development Program (PNDS)  
for the period 2002-2005 (in thousands of US\$)

<b>ITEM</b>	<b>TOTAL</b>	<b>PERCENTAGE</b>
<b>OPERATING COSTS</b>	<b>269,647.5</b>	<b>75.1%</b>
Personnel	40,717.9	15.1%
Supplies and goods	32,232.2	12.0%
Pharmaceuticals	116,904.7	43.4%
IEC/social mobilization	4,268.0	1.6%
Water, electricity, telephone	873.4	0.3%
Travel costs	1,800.4	0.7%
Repair and maintenance	19,938.1	7.4%
Amortization	52,912.8	19.6%
<b>CAPITAL COSTS</b>	<b>89,465.6</b>	<b>24.9%</b>
Infrastructure and equipment	76,412.2	85.4%
Transportation equipment	2,748.0	3.1%
Training and research	8,315.8	9.3%
Technical assistance	1,989.6	2.2%
<b>TOTAL</b>	<b><u>359,113.0</u></b>	<b>100.0%</b>

**Urban Development and Housing: Priority actions and investment programs**

PRIORITY ACTIONS				Investment Schedule				
Description	Quantity	Unit Cost	Total Cost	Year 1	Year 2	Year 3	Year 4	Year 5
<b>A ) IMPROVED LIVING CONDITIONS IN OLD HOUSING AREAS (***)</b>								
<b>1) Restructuring of poor neighborhoods (trash collection and storm drainage)</b>								
	<b>in km</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>
Conakry	1000	15000	15000000	3000000	3000000	3000000	3000000	3000000
Secondary cities	1000	10000	10000000	2000000	2000000	2000000	2000000	2000000
<b>Subtotal B-1</b>	<b>2000</b>		<b>25000000</b>	<b>5000000</b>	<b>5000000</b>	<b>5000000</b>	<b>5000000</b>	<b>5000000</b>
<b>2) Production of storm sewer treatment (***) works in Conakry (critical areas)</b>								
	<b>in km</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>
Moussoudougou Works	3	50000	150000	82500	22500	15000	15000	15000
Coléah Cité Works	4	50000	200000	110000	30000	20000	20000	20000
Madina Works	4	50000	200000	110000	30000	20000	20000	20000
Boussoura Works	5	50000	250000	137500	37500	25000	25000	25000
Bonfi Works	4	50000	200000	110000	30000	20000	20000	20000
Yimbaya Works	4	50000	200000	110000	30000	20000	20000	20000
Sangoya Works	5	50000	250000	137500	37500	25000	25000	25000
Kissosso Works	8	50000	400000	220000	60000	40000	40000	40000
Sonfonia Works	8	50000	400000	220000	60000	40000	40000	40000
Lansanayah Works	10	50000	500000	275000	75000	50000	50000	50000
<b>Subtotal B-2</b>	<b>55</b>		<b>2750000</b>	<b>1512500</b>	<b>412500</b>	<b>275000</b>	<b>275000</b>	<b>275000</b>
<b>3) Wastewater conduits and treatment plants (TP) at Conakry (***)</b>								
	<b>combined</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>
Matam commune	40 km+TP		27500000	15125000	8250000	4125000	0	0
Dixinn commune	80 km+TP		55000000	30250000	16500000	8250000	0	0
<b>Subtotal B-3</b>	<b>120km +2TP</b>		<b>82500000</b>	<b>45375000</b>	<b>24750000</b>	<b>12375000</b>	<b>0</b>	<b>0</b>
<b>4) Promotion of public latrines (***)</b>								
	<b>Communes</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>
Conakry	5	250000	1250000	687500	375000	187500	0	0
Secondary cities	32	250000	8000000	4400000	2400000	1200000	0	0
<b>Subtotal B-4</b>	<b>37</b>		<b>9250000</b>	<b>5087500</b>	<b>2775000</b>	<b>1387500</b>	<b>0</b>	<b>0</b>

PRIORITY ACTIONS				Investment Schedule				
Description	Quantity	Unit Cost	Total Cost	Year 1	Year 2	Year 3	Year 4	Year 5
<b>5) Support for rehabilitation of autonomous works (**)</b>	<b>Communes</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>
Conakry	5	125000	625000	93750	187500	187500	93750	62500
Secondary cities	32	125000	4000000	600000	1200000	1200000	600000	400000
<b>Subtotal B-5</b>	<b>37</b>		<b>4625000</b>	<b>693750</b>	<b>1387500</b>	<b>1387500</b>	<b>693750</b>	<b>462500</b>
<b>6) Construction of sites for dumping fecal sludge (*)</b>	<b>Communes</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>
Secondary cities	32	125000	4000000	2200000	1200000	600000	0	0
<b>Subtotal B-6</b>	<b>32</b>		<b>4000000</b>	<b>2200000</b>	<b>1200000</b>	<b>600000</b>	<b>0</b>	<b>0</b>
<b>7) Solid waste treatment (**)</b>								
<b>(Production of waste collection sites)</b>	<b>units</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>
Conakry	1	2000000	2000000	1100000	300000	200000	200000	200000
Coyah	1	2000000	2000000	1100000	300000	200000	200000	200000
Dubrêka	1	2000000	2000000	1100000	300000	200000	200000	200000
Kankan	1	1000000	1000000	550000	150000	100000	100000	100000
Kindia	1	1000000	1000000	550000	150000	100000	100000	100000
Labé	1	1000000	1000000	550000	150000	100000	100000	100000
N'Zérékoré	1	1000000	1000000	550000	150000	100000	100000	100000
<b>Subtotal B-7</b>	<b>7</b>		<b>10000000</b>	<b>5500000</b>	<b>1500000</b>	<b>1000000</b>	<b>1000000</b>	<b>1000000</b>
<b>8) Restoration of ecological areas (*)</b>	<b>in ha</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>
Dixinn	15	2000	30000	16500	4500	3000	3000	3000
Dabondy	30	2000	60000	33000	9000	6000	6000	6000
Ratoma	45	2000	90000	49500	13500	9000	9000	9000
Nongo	20	2000	40000	22000	6000	4000	4000	4000
Lambani	30	2000	60000	33000	9000	6000	6000	6000
Sonfonia	45	2000	90000	49500	13500	9000	9000	9000
Tombolia	25	2000	50000	27500	7500	5000	5000	5000
Dabompa	30	2000	60000	33000	9000	6000	6000	6000
<b>Subtotal</b>	<b>240</b>		<b>480000</b>	<b>264000</b>	<b>72000</b>	<b>48000</b>	<b>48000</b>	<b>48000</b>
<b>Subtotal improved living conditions in old housing areas</b>			<b>134605000</b>	<b>63432750</b>	<b>35897000</b>	<b>21473000</b>	<b>7016750</b>	<b>6785500</b>

PRIORITY ACTIONS				Investment Schedule				
Description	Quantity	Unit Cost	Total Cost	Year 1	Year 2	Year 3	Year 4	Year 5
<b>B ) DEVELOPMENT OF NEW HOUSING AREAS</b>								
<b>1) Services for new areas (**)</b>	<b>in ha</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>
Conakry	15000	17500	262500000	52500000	52500000	52500000	52500000	52500000
Secondary cities	5000	12500	62500000	12500000	12500000	12500000	12500000	12500000
<b>Subtotal A-1</b>	<b>20000</b>		<b>325000000</b>	<b>65000000</b>	<b>65000000</b>	<b>65000000</b>	<b>65000000</b>	<b>65000000</b>
<b>2) Construction of new housing</b>	<b>in units</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>
Conakry	40000	15000	600000000	120000000	120000000	120000000	120000000	120000000
Secondary cities	20000	10000	200000000	40000000	40000000	40000000	40000000	40000000
<b>Subtotal A-2</b>	<b>60000</b>		<b>800000000</b>	<b>160000000</b>	<b>160000000</b>	<b>160000000</b>	<b>160000000</b>	<b>160000000</b>
<b>Subtotal Development and construction of new housing areas</b>			<b>1125000000</b>	<b>225000000</b>	<b>225000000</b>	<b>225000000</b>	<b>225000000</b>	<b>225000000</b>
<b>C) IMPROVEMENT OF CAPACITIES FOR INTERVENTION IN THE SECTOR (*)</b>								
<b>1) Installation of decision-making tools (computers)</b>			<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>
Directed land management system			650000	162500	162500	130000	97500	97500
Integrated land management system			960000	240000	240000	192000	144000	144000
Computerized land register management system			660000	165000	165000	132000	99000	99000
Integrated and improved service system			1000000	250000	250000	200000	150000	150000
Housing information system			900000	225000	225000	180000	135000	135000
Geographic development information system			500000	125000	125000	100000	75000	75000
Central housing inventory network			4670000	1167500	1167500	934000	700500	700500
<b>Subtotal C-1</b>			<b>9340000</b>	<b>2335000</b>	<b>2335000</b>	<b>1868000</b>	<b>1401000</b>	<b>1401000</b>
<b>2) Implementation of Planning Tools</b>			<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>
<b>Updating</b>								
National Territorial Management Scheme (SNAT)			2200000	550000	550000	440000	330000	330000
Regional Planning and Development Schemes			3000000	750000	750000	600000	450000	450000
12 Cities Scheme (SDAU)			3600000	900000	900000	720000	540000	540000
<b>Creation</b>								
Framework program for urban development and housing program			350000	87500	87500	70000	52500	52500
Territorial coherence scheme								
Urban Planning and Development Schemes for 22 cities			1000000	250000	250000	200000	150000	150000
			50000000	12500000	12500000	10000000	7500000	7500000



PRIORITY ACTIONS				Investment Schedule				
Description	Quantity	Unit Cost	Total Cost	Year 1	Year 2	Year 3	Year 4	Year 5
<b>Subtotal C-2</b>			<b>60150000</b>	<b>15037500</b>	<b>15037500</b>	<b>12030000</b>	<b>9022500</b>	<b>9022500</b>
<b>3) Spatial Programming</b>			US\$	US\$	US\$	US\$	US\$	US\$
Identification of natural and human resources program			1500000	375000	375000	300000	225000	225000
Territorial planning and development program			1250000	312500	312500	250000	187500	187500
Regional planning and development programs			600000	150000	150000	120000	90000	90000
Urban land mapping program			3000000	750000	750000	600000	450000	450000
<b>Subtotal C-3</b>			<b>6350000</b>	<b>1587500</b>	<b>1587500</b>	<b>1270000</b>	<b>952500</b>	<b>952500</b>
<b>4) Implementation of Management Tools</b>			US\$	US\$	US\$	US\$	US\$	US\$
<b>Updating:</b>								
Land and Property Code			550000	137500	137500	110000	82500	82500
Urban Planning Code			450000	112500	112500	90000	67500	67500
<b>Creation</b>								
Manual of administrative and management procedures			350000	87500	87500	70000	52500	52500
Manuel of technical procedures			350000	87500	87500	70000	52500	52500
Manuel of financing procedures			250000	62500	62500	50000	37500	37500
Construction and housing code			150000	37500	37500	30000	22500	22500
Legal assistance			150000	37500	37500	30000	22500	22500
<b>Subtotal C-4</b>			<b>2250000</b>	<b>562500</b>	<b>562500</b>	<b>450000</b>	<b>337500</b>	<b>337500</b>
<b>5) Creation of specialized and operational structures</b>			US\$	US\$	US\$	US\$	US\$	US\$
National Land Conservation Agency			2000000	500000	500000	400000	300000	300000
Association for Planning and Equipping of Urban Lands			3500000	875000	875000	700000	525000	525000
Association for Property Promotion and Management			2000000	500000	500000	400000	300000	300000
Housing Bank			3000000	750000	750000	600000	450000	450000
National Housing Fund			2000000	500000	500000	400000	300000	300000
<b>Subtotal C-5</b>			<b>12500000</b>	<b>3125000</b>	<b>3125000</b>	<b>2500000</b>	<b>1875000</b>	<b>1875000</b>
<b>6) Support for Decentralization</b>			US\$	US\$	US\$	US\$	US\$	US\$
Urban Planning and Architecture Agency of Conakry			250000	62500	62500	50000	37500	37500
Urban Planning and Architecture Agency of Kankan			50000	10000	12500	10000	7500	7500
Urban Planning and Architecture Agency of Kindia			50000	10000	12500	10000	7500	7500
Urban Planning and Architecture Agency of Labé			50000	10000	12500	10000	7500	7500

PRIORITY ACTIONS				Investment Schedule				
Description	Quantity	Unit Cost	Total Cost	Year 1	Year 2	Year 3	Year 4	Year 5
Urban Planning and Architecture Agency of N'Zérékoré			50000	10000	12500	10000	7500	7500
<b>Subtotal C-6</b>			<b>450000</b>	<b>90000</b>	<b>112500</b>	<b>90000</b>	<b>67500</b>	<b>67500</b>
<b>7) Training (**)</b>			<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>
Specialized professional training			700000	175000	175000	140000	105000	105000
Training for middle management			300000	75000	75000	60000	45000	45000
Training for technical agents			350000	87500	87500	70000	52500	52500
Seminar			600000	150000	150000	120000	90000	90000
Study trips			300000	75000	75000	60000	45000	45000
Technical assistance			2000000	500000	500000	400000	300000	300000
<b>Subtotal C-7</b>			<b>4250000</b>	<b>1062500</b>	<b>1062500</b>	<b>850000</b>	<b>637500</b>	<b>637500</b>
<b>8) Improvement of working conditions</b>			<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>
Construction and fitting out of headquarters of the Ministry of Urban Development and Housing (MUH)			4000000	2200000	600000	400000	400000	400000
Construction and fitting out of headquarters of Regional MUH Inspectorates			1800000	990000	270000	180000	180000	180000
<b>Subtotal C-8</b>			<b>5800000</b>	<b>3190000</b>	<b>870000</b>	<b>580000</b>	<b>580000</b>	<b>580000</b>
<b>9) Transportation equipment</b>			<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>
Vehicles			3000000	900000	750000	600000	450000	450000
<b>Subtotal C-9</b>			<b>3000000</b>	<b>900000</b>	<b>750000</b>	<b>600000</b>	<b>450000</b>	<b>450000</b>
<b>Total Improvement of capacities for intervention in the Sector (*)</b>			<b>43940000</b>	<b>12852500</b>	<b>10405000</b>	<b>8208000</b>	<b>6301000</b>	<b>6301000</b>
<b>D) REGIONAL DEVELOPMENT AND RESEARCH</b>								
<b>1) Research and development</b>			<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>
Appropriate technical studies on development of urban areas			2500000	500000	500000	500000	500000	500000
<b>Subtotal D-1</b>			<b>2500000</b>	<b>500000</b>	<b>500000</b>	<b>500000</b>	<b>500000</b>	<b>500000</b>
<b>2) Revitalization of regional areas</b>			<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>
Project for integrated development of Kindia			7500000	2250000	1875000	1500000	1125000	750000
Project for integrated development of Kankan			8000000	2400000	2000000	1600000	1200000	800000
Project for integrated development of Labé			6000000	1800000	1500000	1200000	900000	600000
Project for integrated development of N'Zérékoré			7000000	2100000	1750000	1400000	1050000	700000
Project for integrated development of Conakry			6000000	1800000	1500000	1200000	900000	600000
<b>Subtotal D-2</b>			<b>34500000</b>	<b>10350000</b>	<b>8625000</b>	<b>6900000</b>	<b>5175000</b>	<b>3450000</b>
<b>Total Regional Development and Research</b>			<b>37000000</b>	<b>10850000</b>	<b>9125000</b>	<b>7400000</b>	<b>5675000</b>	<b>3950000</b>

<b>SUMMARY TABLE OF PRIORITY ACTIONS IN URBAN DEVELOPMENT AND HOUSING SECTOR FOR POVERTY REDUCTION</b>						
<b>PRIORITY POVERTY REDUCTION ACTIONS</b>		<b>INVESTMENT SCHEDULE</b>				
<b>Description</b>	<b>Total Costs</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>
Improved living conditions in old housing areas (***)	134605000	63432750	35897000	21473000	7016750	6785500
Development and construction of new housing areas (**)	1125000000	225000000	225000000	225000000	225000000	225000000
Improvement of capacities for intervention in the Sector (*)	43940000	12852500	10405000	8208000	6301000	6301000
Regional development and research (*)	37000000	10850000	9125000	7400000	5675000	3950000
<b>Total cost of priority actions</b>	<b>1340545000</b>	<b>312135250</b>	<b>280427000</b>	<b>262081000</b>	<b>243992750</b>	<b>242036500</b>

**Support for Childhood/Gender and Equity**

<b>Priority objectives</b>	<b>Priority actions</b>	<b>Cost in GF</b>	<b>Indicators and Targets</b>				
			<b>Indicators</b>	<b>Targets</b>			
				<b>2002-4</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>
<b>Support for childhood</b>							
Better understand the situation of children	Study on the typology of child labor Evaluation of working conditions for children in craft, farming and livestock activities as well as in mines and quarries	105,000,000					
Protect children against harmful and disabling labor	Advocacy and raising of awareness (religious denominations opinion leaders, authorities) on harmful child labor	135,000,000	Number of managers and officials trained Number of posters				
Protect children against trafficking	Survey on trafficking in children in at-risk areas/Raising awareness and training of security and justice officials, the staff of the MASPFE, and NGOs on trafficking in children.	75,000,000	Availability of a database				
Protect the rights of children before, during and after armed conflict	Psychological and social management of children victimized by armed conflicts/their training and demobilization and rehabilitation	90,000,000	Number of children managed Number of children demobilized				
Assist handicapped children	Provide special training for handicapped children and their caregivers	70,000,000					
Humanize the judicial and penal system for children in trouble with the law	Train judicial and prison personnel on CDE Raise awareness and advocate on behalf of children in trouble with the law; Judicial follow-up of cases of minors in trouble with the law Create family, academic and professional rehabilitation centers	320,000,000	Number of staff trained Number of people affected Number of files followed Number of children rehabilitated				

Priority objectives	Priority actions	Cost in GF	Indicators and Targets				
			Indicators	Targets			
				2002-4	2002	2003	2004
Eliminate all forms of harmful practices	Raise the awareness of communities regarding the harmful effects of traditional and modern practices on children / Redirect traditional practitioners in income-producing activities	90,000,000	Number of traditional practitioners, elected officials, and leaders with increased awareness Number of traditional practitioners redirected				
Protect children separated from family	Creation of drop-in centers for children in difficult circumstances Searches and family reunification for separated children Construction/support of counseling/orientation centers for street children	380,000,000	Number of centers in operation Number of children protected, Number of children rehabilitated				
Provide support for children suffering from and affected by HIV/AIDS	Increase awareness regarding prevention and the effects of HIV/AIDS at all levels (authorities, young volunteers, child workers)	95,000,000					
Promote the implementation of conventions on the rights of children	Circulate the texts of laws and conventions Teach children about the laws and conventions	125,000,000	Number of people affected Number of children trained				
Support the operations of the children's parliament of Guinea	Construct and fit out the headquarters of the children's parliament Train young volunteers on CDE and legal texts Organize parliamentary sessions	465,000,000	Availability of headquarters Number of children trained, Number of sessions organized				
Provide logistical support for structures responsible for protecting children, for appropriate follow-up of their activities	Purchase two 4x4 vehicles and one bus for children's parliaments/ motorcycles for staff and social agents, offices and computer materials	890,000,000	Number of pieces of equipment and logistical resources available				
<b>Gender and Equity</b>							
Improve women's participation in decision-making bodies	Development and implementation of a positive discrimination policy document providing for women's access to decision-making bodies.	<b>372,600,000</b>	Document available/Periodic meetings organized with authorities, civil society, partners	1 30	1 10	1 10	1 10
Improve women's participation in decision-making bodies.	Develop and provide training programs giving women the technical and moral abilities needed to assume leadership.	<b>670,682,250</b>	Number of workshops organized Number of people involved				
	Establish the Guinean Women's Committee (Coguifem).	<b>333,900,000</b>	Legal documents available Number of entities with delegated authority set up	33			

ANNEX I  
ATTACHMENT II

Priority objectives	Priority actions	Cost in GF	Indicators and Targets				
			Indicators	Targets			
				2002-4	2002	2003	2004
Promote equitable representation of women and men in participatory processes based on institutional mechanisms and civil society opening up to the emergence of gender equality.	Involve organizations working for gender equality in identifying and implementing poverty strategies. Increase the awareness of women and men in order to increase their representation in decision-making positions.	<b>895,650,000</b>	Number of forums and workshops organized at the national level Number of meetings held with political leaders Number of broadcasts on TV, radio, rural and community radio Number of surveys conducted on women's access to decision-making positions	36 6 300 3	12 2 100 1	12 2 100 1	12 2 100 1
Ensure that the different needs of women and men are taken into account by decentralized structures and entities with delegated authority. Raise women's social status by ensuring nondiscriminatory and effective law.	* Organize focus groups of men and women to allow for the different expression of needs. Promote the adoption of the individual and family code. Involve IEC activities in favor of women's rights.	<b>916,956,600</b>	Number of organized focus groups (national radio, rural and community TV, the press) Number of seminars organized to disseminate Article 14 of the CEDAW (Convention on elimination of discrimination against women) Number of forums on the individual and family code Number of awareness campaigns on the rights of women in neighborhoods and CRDs	156 foci 8 seminars 8 forums 1000 campaigns	52 8 4 500	52 4 300	52 4 200
Raise women's social status by guaranteeing nondiscriminatory and effective law.	Develop mechanisms to defend the rights of women and combat violence within the judicial system (reforms)	<b>885,456,600</b>	Number of legal aid centers built for women/Equipping of legal aid centers in 5 communes in Conakry with computer equipment and offices Number of copies of guides developed and distributed on processing cases of women's rights violations Number of flyers and posters on violence against women/ audiovisual documentaries produced Installation of telephone lines for reporting violence against women and girls 1 fund established for legal aid (thous. of GF) Study trips/Equipment/operations, etc.	5 centers 15 offices, 5 computers and 5 cabinets 1,500 copies 3,000 90,000.	2 Centers 1.500 30,000	2 Centers 1000 30,000	1 Center 500 30,000.

Priority objectives	Priority actions	Cost in GF	Indicators and Targets				
			Indicators	Targets			
				2002-4	2002	2003	2004
	Ensure implementation of international convention ratified by Guinea	942,156,600	7 regional committees and 1 national committee to follow up CEDAW organized /Number of regional committee members and local guardians trained /sites, equipment and logistical resources acquired/A legal reform project developed on discriminatory laws Periodic reports on implementation of CEDAW				
Promote women's access to communication methods as well as the technical knowledge allowing them to make use of media	Provide women with communication methods that are easy to use to receive and transmit information.	187,740,000,000	Provision of communication radios to DNPF and regional Inspectorates				
<b>GENERAL TOTAL = 4,312,628,850 GF</b>							

### **Debt Relief and Allocation of Resources for Social Sectors**

Debt relief is one of the measures contemplated by the development partners to support the poverty reduction strategy.

For its part, the government of Guinea is committed to devoting to these strategies all resources provided in the form of debt relief as well as the domestic resources it succeeds in mobilizing. It will ask its partners for additional resources to cover financing needs in connection with its poverty reduction strategies.

In terms of the constraints and priority objectives established, the Government is committed to the following strategy for using its resources:

1. Resources derived from debt relief and all other resources will be incorporated in the budget.
2. Budgetary allocations will be based on the priorities defined by the people (education, health, irrigation, rural development, road sectors, etc.).
3. Within these sectors, priority will be given to basic services and services going to the poorest segments (basic education, primary health care, etc.).
4. More substantial resources will be transferred to the decentralized structures and entities with delegated authority with a view to better delivery of basic services. For this purpose, a portion of local revenues has been ceded back to local governments (TPU (business tax), TUV (vehicle tax), CFU (property tax)). In addition, based on their commitment to combating poverty and their effectiveness in mobilizing local revenues, local governments will be able to benefit from incentives measures provided by the government.
5. In managing the budget, resources will be efficiently divided between current and capital expenses so as to have a greater impact on economic development and poverty reduction.
6. Activities on behalf of women and vulnerable population groups (the handicapped, street children, the elderly, etc.) will be given priority in view of the high incidence of poverty among these population segments. Similarly, the search for equity will govern the allocation of resources between Conakry and the interior of the country, among the different regions, among rural and urban areas, and among pockets of poverty and less poor areas.
7. Appropriate resources will be channeled toward combating STDs/AIDS in view of their negative impact on development.

To follow up the implementation of strategies, a half-yearly evaluation will be instituted to examine the level of disbursements relative to projections. In addition, an inspection mission

will be conducted on site on a half-yearly basis to confirm the effective transfer of resources to the grass roots and to evaluate the quality of spending.

Finally, in order to ensure transparency in the management of resources and thus to contribute to the quality of spending and effectiveness in combating poverty, the Standing Consultative Steering Group set up between the government, civil society and the development partners will analyze, direct and disseminate information regarding the fight against poverty. Among other tasks, this group must assess the implementation of the PRSP and its impact on living conditions and examine the level and structure of needs and the support necessary for national development. Finally, this group will ensure that the population is consulted throughout the entire process.

**Table 11. Guinea: Key Indicators for Tracking Resource Allocation.**

<i>Indicators (*)</i>	<i>1995-2000 Average (**)</i>	<i>2001-2003 Average</i>	
		<i>Basic</i>	<i>Accelerated</i>
Education sector spending/Total spending (%)	15.34	16.0	17
Basic education spending/Total education spending (%)	66.18	67	70
Basic education spending/Total spending (%)	10.15	10.7	11.9
Health spending/Total spending (%)	3.74	5	6
Basic health spending/Total health spending (%)	46.16	47.5	48.5
Basic health spending/Total spending (%)	1.73	2.37	2.9
Spending for rural development/Total spending (%)	5.10	6.5	7.5
Road infrastructure spending/Total spending (%)	1.45	1.6	1.8
Social spending/Total spending (%)	19.36	22	24
Poverty reduction spending/Social spending (%)	58.36	60	65
Poverty reduction spending/Total spending	13.7	15	17

*(\*) - Basic health spending is estimated for the period 1996-2000.*

*- Social spending considered here is that allocated to education and health.*

*- For health, spending considered for poverty reduction is that incurred at the prefectural/district level*

*- For education, spending considered for poverty reduction is that incurred at the pre-university education level.*

*- Road infrastructure spending is that allocated to the road fund.*

*(\*\*) Percentages are calculated on the basis of spending on wages and salaries, goods and services (Title III), subsidies and transfers (Title IV), and investment from the BND (national development budget).*



**Medium-Term Indicators**

The government's policy for the next three years is consistent with the logic of the poverty reduction strategy now being developed. Its aim is to achieve the intermediate objectives of the PRSP within that timeframe.

In accordance with the concerns expressed by the public, the efforts to combat poverty should focus on, among other things, increasing incomes and improving access to education, health, sanitation, justice, and transport services, etc. The objectives to be pursued in the years ahead in the so-called priority areas are defined below, and their costs are evaluated. They will be financed by a larger allocation of resources, some of which will come from the HIPC Initiative.

**A. Basic education sector**

	2001	2002	2003
Gross enrollment ratio (percent)	62	65	69
Gross enrollment ratio of girls (percent)	50	55	60
Teachers required <sup>10</sup>	1,817	2,401	3,088
Classrooms to be built	662	1,100	1,660
Classrooms to be refurbished	703	703	822
Number of classrooms to be provided with equipment for collective use	2,315	3,253	4,423

**Capital expenditure on classrooms (in thousands of Guinea francs)**

	2001	2002	2003
Total construction cost	12,662,367	21,873,639	34,343,614
Classroom refurbishing costs	9,880,055	10,275,258	12,496,546
Classroom outfitting costs	5,012,024	7,182,785	9,963,089
Cost of equipment for collective use	1,041,699	1,522,143	2,152,730
<i>Total for classrooms</i>	<i>28,596,145</i>	<i>40,853,825</i>	<i>58,955,979</i>
IRE/DPE renovation and extension costs	20,364,699	21,201,848	22,060,872
<b>Total capital expenditure</b>	<b>48,960,844</b>	<b>62,055,673</b>	<b>81,016,851</b>

**Current expenditure (in thousands of Guinea francs)**

<sup>10</sup> The teacher requirements expressed result from enrollment increases, taking into account the educational infrastructure projects carried out at the grassroots community level as well as the integrated development projects (PAIB, PDR, PACV, etc.).

	2001	2002	2003
Personnel expenditure	32,931,452	35,306,542	38,171,171
Operating expenditure/supplies	6,026,686	6,615,901	7,366,827
Textbooks and manuals	3,434,606	3,537,644	3,643,773
<b>Total current expenditure</b>	<b>42,392,744</b>	<b>45,460,087</b>	<b>49,181,771</b>
<b>Total expenditure</b>	<b>91,353,588</b>	<b>107,515,760</b>	<b>130,198,622</b>

These costs are estimated on the basis of a financial simulation model.

### B. Support for early Childhood Development

To improve children's performance upon starting primary school, preschool activities must be developed in appropriate facilities. This will involve developing headstart activities based on games which contribute to the development of a child's imagination and intellect and provide a window on science and technology.

The universal education to which the government aspires calls for special preschool efforts, which are further justified by the scant resources devoted by the community to child development programs, particularly in rural areas. The young children benefiting from preschool education (4 percent of children age 3 to 6) are almost all in urban areas.

The aim of the government's policy in this area is to spread access to headstart programs to all children age 3 to 6, in order to achieve universal education with a dropout rate of less than 3 percent at the primary school level. From the pedagogical standpoint, the aim will be to promote the growth and integral development of children age 3 to 6.

**Table 12. Guiana: Objectives for Preschool Education**

	2000	2001	2002	2003
Preschool age population (age 3-6)	1,250,490	1,329,465	1,370,678	1,413,169
Gross enrollment ratio (percent)	4	4.5	5.2	6
Gross enrollment ratio of girls (percent)	2.5	3	3.8	5

**Corresponding requirements:**

	2000	2001	2002	2003
Teachers required		200	300	400
Classrooms to be built		100	150	200

*Capital expenditure (in thousands of Guinea francs):*

	2001	2002	2003
Total construction cost	250,000	375,000	563,000
Classroom equipment costs	180,000	270,000	405,000
<i>Subtotal 1</i>	<i>430,000</i>	<i>645,000</i>	<i>968,000</i>

*Current expenditure (in thousands of Guinea francs)*

Personnel expenditure	240,000	360,000	480,000
Educational materials	80,000	120,000	22,500
Textbooks, manuals, and toys	10,000	15,000	22,500
<i>Subtotal 2</i>	<i>330,000</i>	<i>495,000</i>	<i>682,000</i>
<b>Total</b>	<b>760,000</b>	<b>1,140,000</b>	<b>1,650,000</b>

**C. Vaccination of Children and Women of Childbearing Age**

An important component of the government's program concerns children's and women's health. In this area, it has begun to implement an ambitious program for vaccinating children under age 1 and women of childbearing age. The program covers the period 2000- 2004.

**Table 13. Guinea: Vaccination Coverage Targets**

Vaccine		Target population and vaccination coverage				
		2001	2002	2003	2004	2005
BCG	Target pop.	329,030	338,243	347,714	357,450	367,458
	Coverage	<b>0.80</b>	<b>0.80</b>	<b>0.80</b>	<b>0.80</b>	<b>0.80</b>
DTP	Target pop.	329,030	338,243	347,714	357,450	367,458
	Coverage	<b>0.55</b>	<b>0.65</b>	<b>0.75</b>	<b>0.80</b>	<b>0.80</b>
Hepatitis B	Target pop.	329,030	338,243	347,714	357,450	367,458
	Coverage	<b>0.05</b>	<b>0.20</b>	<b>0.35</b>	<b>0.50</b>	<b>0.65</b>
VAR	Target pop.	164,515	169,121	173,857	178,725	183,729
	Coverage	<b>0.55</b>	<b>0.65</b>	<b>0.75</b>	<b>0.80</b>	<b>0.80</b>
Yellow Fever	Target pop.	164,515	169,121	173,857	178,725	183,729
	Coverage	<b>0.20</b>	<b>0.30</b>	<b>0.40</b>	<b>0.50</b>	<b>0.60</b>
OPV	Target pop.	329,030	338,243	347,714	357,450	367,458
	Coverage	<b>0.55</b>	<b>0.65</b>	<b>0.75</b>	<b>0.80</b>	<b>0.80</b>
TT2	Target pop.	2,056,436	2,114,016	2,173,209	2,234,058	2,296,612
	Coverage	<b>0.65</b>	<b>0.75</b>	<b>0.80</b>	<b>0.80</b>	<b>0.80</b>

The BCG, DTP, Hepatitis B, VAR, Yellow Fever, and OPV vaccines are for children, while TT2+ is intended for women of childbearing age. Implementation of this program will require financing of US\$12,669,848, and the budget is structured as follows:

**Table 14. Guinea: Vaccination Costs**

<b>Cost of vaccination materials and processes (in U.S. dollars)</b>						
Refrigeration equipment	89,225	93,921	100,965	105,661	112,705	413,251
Injection supplies	581,432	612,034	657,937	688,538	734,441	2,692,950
Transportation	327,751	345,001	370,876	388,126	414,001	1,518,004
Fuel for preservation	18,176	19,133	20,568	21,525	22,960	84,185
Maintenance (1)	16,765	17,647	18,971	19,853	21,176	77,647
Training	35,553	37,424	40,231	42,102	44,909	164,666
Public awareness efforts	39,411	41,486	44,597	46,671	49,783	182,537
Monitoring and evaluation	42,750	45,000	48,375	50,625	54,000	198,000
Implementation and management (2)	3,650	3,843	4,131	4,323	4,611	16,907
<b>Subtotal materials and processes</b>	<b>1,154,713</b>	<b>1,215,488</b>	<b>1,306,649</b>	<b>1,367,424</b>	<b>1,458,585</b>	<b>5,348,146</b>
<b>TOTAL VACCINATION</b>	<b>1,745,838</b>	<b>2,104,359</b>	<b>2,493,261</b>	<b>2,827,405</b>	<b>3,181,977</b>	<b>10,607,002</b>

(1) For refrigeration equipment, vehicles, motorcycles and motor scooters.

(2) Supervision, advanced activities, reports, other management tools, etc.

#### **D. Development of Village Water Supplies**

Substantial efforts have been made over the past 15 years to develop the water supply infrastructure in rural areas. From 1985 to end-1999, nearly 8,500 water supply points (including over 6,600 wells) were established. The statistics on performance from 1980 to 1999 are provided in the appendix.

The program now being carried out by the national water supply development service (SNAPE) is intended to increase the number of water supply points in service to 15,000 by 2005. Some 9,402 were established as of December 31, 1999. In the context this program, the objective is to develop an additional 800 water supply points per year between 2001 and 2003, at an annual cost of US\$16.25 million.

**Table 15. Guinea: Development of water supply points in rural areas**

	2001	2002	2003	2000-2005
Water supply points to be developed	800	800	800	5,598
Corresponding cost (in millions of U.S. dollars)	16.25	16.25	16.25	113.7

This program also includes a sanitation component, with the construction of household and community latrines. However, the maintenance and repair costs for the infrastructure developed will be up to the beneficiary populations, thereby contributing to greater efficiency in the management of the facilities.

### E. Improved Access to Rural Areas

Among the several components of the rural development policy is one to improve access to agricultural production areas. For this component, the program for 2002-2004 consists in the improvement of 1,500 km of rural roads, the construction of 2,400 ml of crossing points, the maintenance of 5,750 km of rural roads (some using the labor-intensive approach), and the maintenance of 540 ml of crossing points. The planned work and corresponding costs are presented in the following table.

**Table 16. Guinea: Development and Maintenance of Rural Transportation Infrastructure**

Indicators		Completed in 2001	2002	2003	2004	Total (2002-04)
Improvement of rural roads	Length of road improvements (km)	483.6	500	500	500	1,500
	Cost (GF millions)		10,000	10,000	10,000	30,000
Construction of crossing points	Length of crossing points (ml)	171	800	800	800	2,400
	Cost (GF millions)		6,400	6,400	6,400	19,200
Project management support	Cost (GF millions)					2,540
Heavy maintenance of rural roads	Length of roads maintained (km)	-	500	500	500	1,500
	Cost (GF millions)		4,333	4,333	4,333	13,000
Mechanized light maintenance	Length of roads maintained (km)	384	1,000	1,000	1,000	3,000
	Cost (GF millions)		4,000	4,000	4,000	12,000
Labor-intensive maintenance	Length of roads maintained (km)	313	650	300	300	1,250
	Cost (GF millions)		2,275	1,050	1,050	4,375
Maintenance of crossing points	Length of crossing points (ml)	-	200	200	140	540
	Cost (GF millions)		200	200	140	540

### F. Strengthening the Judiciary

The primary objective is to guarantee ordinary citizens access to a public system of justice which performs well and is adapted to citizens' needs.

More specifically, this involves:

- heightening law abidingness and a spirit of justice among everyday Guineans by means of public awareness campaigns;
- eliminating certain customary practices that are socially backward (the exclusion of women from inheritance in some traditions) by promoting sound practices;
- restoring the role of the legal system by eliminating unreliable channels for dispute resolution (police, local leaders, etc.);

- guaranteeing the independence, integrity, and professionalism of the judiciary, promoting greater effectiveness in the organization and management of the judicial sector in general, and the courts in particular.

To this end, the steps to be taken are:

- public awareness campaigns on citizens' rights and duties, in particular in rural areas;
- public awareness campaigns aimed at eliminating nonjudicial channels for dispute resolution;
- renovation and construction of courts;
- providing means of transportation to judges;
- providing working tools to judges.

The performance indicators are as follows:

- the proportion of cases brought before the courts, which is quite low at present owing to the obstacles referred to above (the Kouroussa court judges no more than 5 civil cases a year);
- proportion of court decisions enforced by officers of the court;
- number of public awareness programs carried out.

**Table 17. Guinea: Strengthening the Judiciary**

	2000	2001	2002	2003
Number of courts	26	26	26	26
Number of courts to be strengthened during the year		4	6	9
Cumulative total of courts strengthened		4	10	19
Percentage of courts strengthened		15	38	73
Costs (in U.S. dollars)				
Number of courts strengthened		4	6	9
Average budget <sup>1</sup>		350,000	500,000	650,000
Overall budget		1,400,000	3,000,000	5,850,000
Cumulative overall budget		1,400,000	4,400,000	10,250,000

<sup>1</sup> This budget includes renovations, equipment, training, and public awareness campaigns.

## G. Sanitation

Despite the progress made in recent years, there continues to be concern about community and individual sanitation facilities, whether in respect of waste water removal, storm sewerage, the collection of household trash and solid waste, or the removal of human waste. The rate of overall sanitation coverage is on the order of 10 percent, a figure which clearly indicates the scope of the problem.

In view of these findings, the general objectives for improving the population's living conditions are to:

- contribute to improving hygiene, public health, and the environment by developing public health facilities and sanitation infrastructure in the disadvantaged areas targeted previously; and
- promote access to sanitation services while improving life in society by reducing the costs associated with the lack of sanitation.

The specific objectives in the medium term are to:

- increase the rate of coverage of the areas targeted for autonomous sanitation structures through efforts to build improved latrines, evacuate waste water, and improving the lips of wells;
- reduce the mortality rates associated with water-borne and respiratory disease and fecal contamination.

**Table 18. Guinea: Sanitation Infrastructure Efforts**

Priority actions					
		Year 1	Year 2	Year 3	Total
1) Refurbishing of 1,500 comfort stations	Municipalities				9
	Cost (\$ 000)	150	300	300	750
2) Construction of public latrines					
	Municipalities	-	-	-	5
Conakry	Cost (\$ 000)	687.5	375	187.5	1250
Secondary cities	Municipalities	-	-	-	32
	Cost (\$ 000)	4,400	2,400	1,200	8,000
3) Construction of 3,000 wash-house cesspools for the evacuation of household waste water	Municipalities	-	-	-	9
	Cost (\$ 000)	250	350	300	900
4) Improvement of 2,500 traditional well lips	Municipalities	-	-	-	9
	Cost (\$ 000)	200	300	250	750

**Timetable for Preparation of the PRSP**

Activity	February 2000	March 2000	April-May 2000	June-Oct. 2000	Nov. 2000 to Jan. 01	Jan.-June 2001	March-June 2001	July 2001	Aug-Oct. 2001	November 2001	December 2001
Declaration of government commitment/Current status											
Workshops in Guinea's 4 natural regions											
Preparation of initial version of interim PRSP											
Establishment of thematic groups and finalization of interim PRSP											
Broad dissemination of interim PRSP within and outside Guinea and creation of the 8 <sup>th</sup> thematic group											
Ongoing work within the thematic groups											
Validation of interim PRSP in Conakry and all administrative regions.											
National Workshop to present first draft of PRSP											
Validation of sectoral reports and preparation of final PRSP											
Validation of final PRSP in all administrative regions of Guinea											
Finalization of Poverty Reduction Strategy Paper											



## **Governmental Poverty Reduction Policy Statement**

### **I. CONTEXT AND JUSTIFICATION**

1. The need to improve the economic and social development framework motivated the government, beginning in 1985, to implement an ambitious program of economic and financial reforms. This program was aimed at promoting the rational development of Guinea's economic potential while reducing macroeconomic imbalances in the context of a market-based economy.
2. The implementation of these reforms made it possible for significant progress to be made in recent decades, in particular by the establishment of conditions conducive to sounder development that was better adapted to the international economic environment.
3. Despite the relevance of these reforms, the government of Guinea witnessed, if not a significant deterioration, at least a stagnation in the living conditions of a substantial proportion of the population, notwithstanding the progress made on the macroeconomic and financial levels. The Comprehensive Budget/Consumption Survey (EIBC 1994/95) estimated that 40.3 percent of the population was living below the poverty line.
4. In view of this trend, beginning in 1995 the government discussed and undertook multiple actions aimed at reconciling economic growth and social progress. Within this framework, in 1997 a document entitled "Guinea, Vision 2010" was prepared, and addressed concerns with economic growth and the fight against poverty. The objectives embodied in this vision were presented to and discussed with partners at the Consultative Group on Guinea that met in Paris in June 1998.
5. However, the incidence of poverty remains extremely high and the actions undertaken to date have not taken into account all the dimensions of the phenomenon, whether from the standpoint of the manifestation of poverty or from that of the conditions required to reduce it. The persistence of poverty is reflected in low incomes and inequality of access to the resources available, the low level of education and skills of the population, the persistence of disease and malnutrition, etc.
6. In this context, the government has firmly and solemnly resolved to continue, amplify, and systematize the measures and actions taken to combat poverty.

### **II. OBJECTIVES**

7. The government proposes to implement a package of cohesive measures covering all sectors holistically. In this framework, the government's policy will principally target the creation of sustainable socioeconomic development with the primary aim of eradicating poverty.

8. To achieve its poverty reduction objectives, the government undertakes to strengthen its macroeconomic framework, ensure the effective management of public resources, and improve the climate for the private sector as well as the efficiency of public administration. Accordingly, it intends to continue and expand the measures focused on decentralization and delegation of authority.

## **POVERTY REDUCTION STRATEGY PAPER**

9. An interim Poverty Reduction Strategy Paper has been prepared following consultations with the people throughout the national territory in a participatory process. The strategy revolves around strengthening growth and sharing resources equitably among the various population groups. For its implementation, operational strategies have been devised at the sectoral and intersectoral levels, with overall consistency being ensured through the process of preparing and carrying out these strategies.

10. The effective involvement of the people in the design, implementation, and evaluation of this strategy makes it possible to ensure that the measures resulting from it will be based on the objective analysis of socioeconomic realities on the ground. Moreover, given the number and complexity of needs, it will be necessary to prioritize objectives as the process proceeds. A final Poverty Reduction Strategy Paper will be prepared following this interim paper.

11. The principles that will guide the development and implementation of the poverty reduction strategy will be based on:

- a holistic approach
- participation and accountability
- prioritization
- transparency in the administration of public resources
- efficiency and effectiveness of administration in the provision of quality services to the people.

12. In addition, a monitoring and evaluation system based on appropriate indicators will be introduced for purposes of assessing the relevance and rigorously measuring the impact of the policies pursued.

13. Finally, the government undertakes to make the Poverty Reduction Strategy Paper (PRSP) the sole reference framework for its actions promoting development, and will seek the same commitment from its partners.

## Education and Health Sector Development Strategies

### A. Education Policy

#### Introduction on the Education Sector

There are three levels in the Guinean educational system: pre-university, technical and vocational, and higher education. A different ministerial department manages each level.

The country also has preschool education, although not yet very developed (only 4 percent of children ages 3 to 6 benefit from preschool education), under the authority of the Ministry of Social Affairs, the Advancement of Women, and Children.

**Pre-university education:** This level includes six years of primary education, informal elementary education, and six years of secondary education, which lead up to technical and vocational training or higher education. During the 1999-2000 school year, there were 790,497 primary school students (39.82 percent were girls), which corresponds to a gross enrollment ratio of 56.78 percent (44.33 percent for girls).

Informal education encompasses all training activities structured and organized in the framework of vocational training, targeting adult men and women in neighborhood literacy centers or unschooled or out-of-school youth ages 10 to 16 in professional literacy centers (NAFA Centers).

Secondary education has two cycles: the first lasts four years, and leads to a lower secondary education certificate (*brevet d'études du premier cycle BEPC*); the second lasts three years and leads to a baccalaureate (parts one and two).

**Technical and vocational education:** The purpose of technical and vocational education is to train competent workers for all branches of socioeconomic activities; improve the quality of services in formal and informal productive sectors; and provide technical and teacher training to trainers.

It provides two types of training over a three-year period. A diploma of vocational studies (*brevet d'études professionnelles BEP*) is awarded for the successful completion of type A studies and an advanced technician's diploma (*brevet de technicien supérieur BTS*) for type B studies. Students at vocational schools are recruited by competition after the BEPC (10<sup>th</sup> grade) and the baccalaureate (12<sup>th</sup> grade and Terminale (final year)). In the 1998-1999 school year, there were 8,766 students at this level; of those, 2,412 were girls.

**The higher education and scientific and technological research system:** The system's mission is to ensure, based on the country's economic and social development needs, regular and advanced training for highly-qualified managers in the branches and disciplines of science, technology, and culture; the production, preservation, and dissemination of scientific and

technical information; innovation; scientific popularization; technology transfer; and service to the community.

This level encompasses two universities (Conakry and Kankan), three institutes of higher education (Boké, Faranah, and Manéah), and research institutions, all of which enjoy administrative and financial autonomy. In 1999, there were 9,980 students at this level; of those, 1,077 were girls (10 percent).

Higher education in Guinea consists of three (3) cycles:

- The first two-year cycle is open to persons with a baccalaureate and prepares students to pursue studies in cycle two or for professional life; the diploma of general university studies (*Diplôme d'Etude Universitaire Générale—DEUG*) is awarded for successful completion of cycle one;
- The second cycle, which lasts one year to earn a *licence* or two to three years for a *maîtrise*, extends and furthers the training from the first cycle. It includes an initiation to research and prepares students for professional life or to pursue postgraduate studies (third cycle);
- The third cycle furthers and establishes knowledge through training in and through research; it leads to the one- or two-year diploma of advanced studies (*Diplôme d'Etude Approfondie—DEA*) and diploma of specialized studies (*Diplôme d'Etudes Supérieures Spécialisées—DESS*), as well as the doctorate.

### **Efforts Made Over the Past Ten Years**

Back in 1985, analysis of the Guinean educational system revealed that sweeping changes were needed to its structure, content, and aims. The reforms undertaken resulted in: (i) the adoption of an Education Policy Statement in 1989 and the establishment of two Education Sector Adjustment Programs (PASE) (PASE 1 from 1990 to 1994 and PASE II from 1996 to 2002) for the pre-university education subsector; (ii) the adoption of a Technical Education and Vocational Training Policy Statement in 1994; (iii) formalization of a Higher Education and Scientific Research Development Letter; and (iv) establishment of a Support Program for the Development of Higher Education (PADES). Furthermore, the private sector made a significant investment in the development and supply of education services, primarily in large urban centers.

These efforts, which gave priority to primary education, allowed for notable progress, particularly in terms of improving education access indicators.

### ***Pre-University Education***

#### *Elementary Education*

The 1989 Education Policy Statement set out the main education objectives, giving ***priority to elementary education for the period 1990-2000***.

The priority objectives for the period were as follows: expanding primary education; reducing the illiteracy rate from 74 to 65 percent; improving the quality of the educational system; and eliminating disparities between urban and rural areas and between girls and boys.

Over the last ten years, the efforts made have allowed for real progress, including an increase in the gross enrollment ratio from 26.81 percent in 1990 to 57 percent in 2000 and a rise in the gross enrollment ratio for girls from 7.3 percent in 1990 to 44.3 percent in 2000.

This was made possible by: major school infrastructure development (the number of classrooms—including both the public and private sectors—rose from 7,615 in 1989-1990 to 18,252 in 1999-2000); the increase in the number of primary school teachers from 8,140 to 17,340 in the same period; and the horizontal and vertical redeployment of nearly 2,700 primary school teachers, etc.

Nonetheless, infrastructure development and recruitment of teaching staff were not able to keep pace with the increase in enrollment. Therefore, the pupil/classroom ratio rose from 41 to 43 between 1990 and 2000; the pupil/teacher ratio climbed from 38 to 46; and the teacher/classroom ratio in rural areas fell from 1 to 0.8. This situation explains why those areas resorted to the use of multigrade classrooms.

In urban areas, the pupil/classroom ratio jumped from 80 to 120 in places, while the teacher/classroom ratio slid from 1.1 in 1989 to 0.9 in 1999. This situation led to use of double shift teaching (see the Table below).

Although the gross enrollment ratio (GER) in primary education is clearly on the rise, it remains decidedly below the average for sub-Saharan African countries (72 percent)<sup>11</sup>. Moyenne Guinée and Haute Guinée had the lowest GER: 38 percent (49 percent for boys and 28.3 percent for girls) and 45 percent (61.4 percent for boys and 29.2 percent for girls) respectively.

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<sup>11</sup> *EIBIC 1994-1995 PADSE; National Statistics Office; Ministry of Planning and Cooperation of the Republic of Guinea.*

**Table 19. Guinea: Availability of School Infrastructure and Teachers, Pupil/Teacher, Pupil/Classroom, and Teacher/Classroom Ratios**

Parameter		1989-1990	1990-1991	1991-1992	1992-1993	1993-1994	1994-1995	1995-1996	1996-1997	1997-1998	1998-1999	1999-2000
Pupils	National	310,064	346,807	359,406	421,869	471,792	544,729	584,161	649,835	674,732	726,561	790,497
	Rural	156,002			232,289			284,531			336,774	369,277
	Urban	154,062			189,580			299,630			389,787	421,220
	% Rural	50%			55%			49%			46%	47%
Teachers	National	8,140	8,699	7,344	8,577	9,718	11,658	11,875	13,234	13,883	15,512	17,340
	Rural	4,953			5,457			6,734			7,600	8,236
	Urban	3,187			3,120			5,141			7,912	9,104
	% Rural	61%			64%			57%			49%	47%
Women	National	1,817	1,957	1,554	2,004	2,184	2,832	2,990	3,281	3,405	3,873	4,498
	Rural	318			378			463			922	1,045
	Urban	1,499			1,626			2,527			2,951	3,453
	% Rural	18%			19%			15%			24%	23%
Men	National	6,323	6,742	5,790	6,573	7,534	8,826	8,885	9,953	10,478	11,639	12,842
	Rural	4,635			5,079			6,221			6,678	7,191
	Urban	1,688			1,494			2,664			4,961	5,651
Classrooms	National	7,615	7,606	8,415	9,272	10,443	11,154	12,087	13,836	14,904	16,510	18,290
	Rural	4,730			6,903			8,455			9,639	10,496
	Urban	2,885			2,369			3,632			6,871	7,794
	% Rural	0.6			0.7			0.7			0.6	0.6
		1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
Ratio of women/men	National	3.5			3.3			3.0			3.0	2.9
	Rural	14.6			13.4			13.4			7.2	6.9
	Urban	1.9			1.5			1.4			2.3	2.3
Teacher/classroom ratio	National	1.1			0.9			1.0			0.9	0.9
	Rural	1.0			0.8			0.8			0.8	0.8
	Urban	1.1			1.3			1.4			1.2	1.2
Pupil/teacher ratio	National	38.1			49.2			49.2			46.8	45.6
	Rural	31.5			42.6			42.3			44.3	44.8
	Urban	48.3			60.8			58.3			49.3	46.3
Pupil/classroom ratio	National	40.7			45.5			48.3			44.0	43.2
	Rural	33.7			45.7			45.7			50.4	51.4
	Urban	53.4			80.0			82.5			56.7	54.0

**Table 20. Guinea: Gross Enrollment Ratio by Region and Gender**

Region	1998-1999			1999-2000		
	Girls	Boys	Total	Girls	Boys	Total
Conakry	76.8	96.6	86.5	83.1	102.4	92.5
Boké	38.4	68.4	53.1	41.9	70.7	92.5
Faranah	30.2	62.8	46.1	38.0	71.5	54.4
Kankan	28.3	59.9	43.8	30.6	57.8	43.9
Kindia	36.4	68.0	51.9	39.5	67.1	53.0
Labé	29.9	46.4	37.9	37.9	54.0	45.8
Mamou	26.7	51.7	38.9	36.0	61.8	48.7
N'Zérékoré	40.0	75.3	57.2	38.1	65.5	51.5
National	39.9	67.6	53.5	44.3	69.7	56.7

Source: Ministry of Pre-University Education (MEPU-EC)

The repeater rate nationwide was 26.2 percent in 1998-1999 and remains high, reflecting an scholastic achievement crisis. The objective for 2000 was to lower the rate by 5 to 10 percent; the trend observed was 23.3 percent.

**Table 21. Guinea: Percentage of Repeating Pupils by Grade Over Two Years**

Grade	1997-1998			1998-1999		
	Percentage of girls	Percentage of boys	Total percentage	Percentage of girls	Percentage of boys	Total percentage
Grade 1	29.4	28.1	28.7	22.1	20.8	21.4
Grade 2	25.8	23.6	27.5	27.6	24.7	25.9
Grade 3	29.1	26.1	27.2	28.2	25.0	26.3
Grade 4	27.6	24.6	25.6	25.7	22.7	23.8
Grade 5	28.3	23.9	25.3	27.8	24.4	25.5
Grade 6	41.3	38.4	39.3	39.8	36.9	37.8
Total	29.2	27.0	27.9	27.4	25.5	26.2

The foregoing table shows that the repeater rate for grade 6 was very high (38.5 percent on average for the period 1997-1999).



**Table 22. Guinea: Percentage of Repeating Pupils by Region and Gender**

Region	Pupils (1998-1999)		
	Percentage of girls	Percentage of boys	Total percentage
Boké	29.7	27.4	28.3
Conakry	33.9	34.0	34.0
Faranah	26.1	25.1	25.4
Kankan	20.8	18.9	19.5
Kindia	27.6	26.1	26.6
Labé	16.0	15.4	15.6
Mamou	22.6	20.5	21.2
N'Zérékoré	27.1	24.9	25.7
NATIONAL	27.4	25.5	26.2

The repeater rate in Conakry is high: 34 percent for both genders. The rates vary significantly by region (15.6 in Labé and 19.5 in Kankan, compared to 34 in Conakry and 28.3 in Boké). The repeater rate in grade 6 is a serious handicap for the educational system.

### Secondary education

The efforts made yielded the following results:

- an annual increase in enrollment (11 percent from 1995 to 2000);
- the number of teachers rose from 4,346 to 5,356 in 1999;
- the number of classrooms increased from 1,601 to 2,897 from 1990 to 1999; and
- the enrollment ratio for girls it edged up slightly from 25.1 percent in 1996 to 26.6 percent in 2000.

According to data from the 1994-1995 EIBC survey<sup>12</sup>, the gross enrollment ratio (GER) was 17.1 percent and the net enrollment ratio (NER) 12.5 percent. Broken down by gender, the GER for boys was 23 percent and the NER, 16.8 percent, compared to 9.8 and 7.7 percent respectively for girls. The GER and NER are particularly low in rural areas: 3.7 percent and 3 percent respectively, compared to 40.4 and 29.1 percent in Conakry. Enrollment of girls in secondary education in rural areas is almost nonexistent; the GER there is only 0.5 percent.

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<sup>12</sup> EIBC 1994-1995 National Statistics Office, Ministry of Planning and Cooperation, Conakry, Guinea.

**Table 23. Guinea: Changes in the Number of Secondary Students from 1990 to 1999**

Students	YEAR									
	1991	1992	1993	1994	1995	1996	1997	1998	1999	ARI
Boys	57,935	67,070	73,830	82,015	90,215	95,471	106,426	114,212	122,598	12.40
Girls	17,739	20,905	23,703	26,444	30,017	32,046	36,817	39,449	43,336	16
TOTAL	75,674	87,975	97,533	108,459	120,232	127,517	143,243	153,661	165,934	13.2
% Girls	23.44	23.76	24.30	24.38	24.96	25.13	25.70	25.67	26.11	

From 1990 to 1999 the number of secondary students jumped 119 percent. The average rate of increase (ARI) for girls (16 percent) compared to boys (12.4 percent) is indicative of the effort made to enroll girls. The ratio of girls/boys was 1/26 in 1999 and 1/23 in 1991.

In terms of capacity, there was an 80 percent increase in the number of classrooms over 1991. However, given the surge in the size of the student body, the pupil/classroom and pupil/teacher ratios rose from 47 to 57 and 16 to 31 respectively for the period 1991-1999. The pupil/classroom ratio shows that there are more teachers than available classrooms, which makes double shift teaching necessary.

**Table 24. Guinea: Changes in Capacity and the Pupil/Teacher Ratio in Secondary Schools**

Parameters	YEAR										
	1991	1992	1993	1994	1995	1996	1997	1998	1999	ARI	
Schools	230	235	244	252	300	306	310	329	358	6.1	
Classrooms	1,611	1,897	1,988	20,040	20,151	2,271	2,513	2,704	2,897	8.8	
Teachers	T	4,846	4,572	3,417	3,629	4,198	4,690	4,958	5,099	5,356	
	W	622	644	522	510	493	580	524	573	575	
Pupil/teacher ratio	16	19	29	30	29	27	29	30	31		
Pupil/classroom ratio	47	46	49	53	56	56	57	57	57		

In 1999 in large cities (Conakry, Kankan, Kindia, and Labé), the pupil/classroom ratio was very high, ranging from 57 to 77 as indicated in the following table.

**Table 25. Guinea: Pupil/Teacher Ratio and Capacity in Some Urban Centers**

Cities	Pupils	Classrooms	Teachers	Pupil/classroom ratio	Pupil/teacher ratio
Conakry	64,524	836	1,907	77	34
Kankan	8,074	124	251	65	34
Kindia	7,796	128	286	61	27
Labé	8,582	150	210	57	41
N'Zérékoré	7,647	181	290	42	26
Mamou	3,763	93	151	40	25

### Effectiveness of the System

The table below shows that the repeater rate is high (32.1 percent in 1998 and 29.3 percent in 1999)<sup>13</sup> and exceeds the rates for primary education. According to the 1994-1995 EIBC survey, the repeater rate for the entire country was 37.5 percent (36.7 for girls and 37.8 percent for boys).

Better organization of the secondary school educational system should make it possible to lower the repeater rates for grades 7 to 12. Is the high repeater rate for the 10<sup>th</sup> grade (48.5 in 1998 and 45.3 in 1999) linked to the quality of teachers or the lack of infrastructure? Is this rate linked to the absence of vocational schools that could recruit from this level?

**Table 26. Guinea: Percentage of Repeater Pupils by Grade**

Grade	1997-1998			1998-1999		
	Girls	Boys	Total	Girls	Boys	Total
7	28.2	28.5	28.4	21.3	23.5	22.4
8	19.4	19.2	19.3	25.6	21.7	23.7
9	23.7	24.0	23.9	26.5	23.2	24.9
10	49.5	47.5	48.5	46.7	43.9	45.3
11	32.7	31.0	31.9	13.5	9.6	11.6
12	37.8	35.0	36.4	51.1	44.8	48.0
Final year (Terminale)	37.1	36.4	36.8	31.1	27.7	29.4
Average	32.6	31.7	32.1	30.8	27.8	29.3

Access to diplomas is low in general, particularly for girls (see Table 16). However, the rising pass rates for girls attest to their competitiveness, particularly at the baccalaureate, part 2, level. This is because girls are more conscious and responsible at this level.

**Table 27. Guinea: Rate of Access to Diplomas**

REGION	BEPC			Bac1			Bac2		
	G	B	T	G	B	T	G	B	T
BOKE	8.5	34.1	27.2	2	12.1	9.6	25	17.4	18.9
CONAKRY	19.1	39.4	31.8	18.6	34.2	28.1	39.7	53.3	50.2
FARANAH	33.3	42.9	41.1	14.7	32.4	29	11.4	22.4	20.6
KANKAN	27.4	33.9	32.7	19.1	41.6	37.4	68.2	54.1	55.3
KINDIA	17.5	25.3	23.5	18.1	47.4	39.6	54.4	52	52.6
LABE	14.1	26.5	17.9	32.1	50	44.8	20	40.6	37.9
MAMOU	17.5	18	23.3	40.9	36.8	38.3	17.7	35.2	51.5
N'ZEREKORE	10.7	26.1	28.9	43.2	54.9	53.2	23.1	36.3	35
AVERAGE	18.5	30.8	28.3	23.6	38.7	35	32.4	38.9	40.3

<sup>13</sup> 1998-1999 Statistical Yearbook SSP. MEPU-EC, Conakry, Guinea, 2000.

There are enormous regional disparities however. The pass rate is lowest in the Boké region, despite an acceptable pupil/teacher ratio by national standards (one secondary teacher per 35 pupils). In the Faranah region, there is a downward trend in access to diplomas as grade level rises.

### *Technical and vocational education*

In the last ten years, the Guinean government has undertaken a restructuring of the technical education and vocational training system, with support from development partners. The achievements resulting from these reforms can be summarized as follows:

- initial training of teachers for elementary education;
- introduction of engineering careers in Vocational Training Centers (CFP);
- establishment of training in such careers as midwives, laboratory assistants, public nurses, etc.;
- distance training for master craftsmen and young graduates;
- modernization of the apprenticeship system;
- computer equipment from the ENSAC;
- introduction of studies to earn an advanced technician's diploma (*Brevet de Technicien Supérieur*) in heavy machinery and mining in partnership with the CBG (bauxite company); and
- construction of workshops, a stockyard, and housing at the National Agriculture and Livestock School (ENAE) in Tolo.

To date, the technical and vocational education system has trained graduates based on the training available; as a result, graduates trained in some trades became unemployed, while there is a shortage of workers in other trades.

Henceforth, the system plans to train graduates based on demand in the labor market and is committing to training graduates who are ready to begin work.

In the context of poverty reduction, the technical and vocational education system must play a leadership role in the direction it takes until 2010.

### *Higher education*

Consultations on higher education in 1985, 1998, and 1999 followed from reform actions, which led to:

- autonomy of the administrative and financial management of institutions of higher education and research institutions;
- implementation of a mechanism to evaluate teachers and researchers at the different academic grades and to assess diplomas;
- restructuring of the university curriculum and training programs;
- opening of professional career paths: tourism and hotel management, land development, journalism, and archives and documentation;
- introduction of doctoral training on the environment, energy systems and the environment, food technologies and qualities, and chemistry;
- adoption of the science and technology framework act;

- creation of new research and development institutions: Agricultural Research and Extension Institute of Guinea (IRVAG) and the Medicinal Plant Processing Center (CRVPM) in Dubréka;
- preparation, adoption, and dissemination of institutional development plans for institutions of higher education and scientific research institutes and the Strategic Development Plan of the Ministry of Higher Education and Scientific Research (MESRS);
- establishment and implementation of a competitive research fund, called the FREC, that financed 34 research microprojects;
- establishment of a MESRS interagency communications network;
- establishment of a think tank on gender and equity;
- building of human resource capacities; and
- restructuring of expenditures at the institution of higher education and research institute level.

## **The System's Weaknesses**

### *At the Sector Level*

The educational system as it stands suffers from a lack of coherence. The main problems are the lack of a comprehensive vision of the sector and the lack of coordination between the various players in the system.

This situation has led to: a compartmentalization of curricula between primary, secondary, vocational and higher education courses; no opportunities for pupils to change streams and a high dropout rate between the different levels; no definition of a minimum qualification for the social integration of students; waste of material and human resources through duplication of services within the system; conflicting duties and responsibilities; teachers leaving the system; and underqualified contract workers, who represent more than 43 percent of the teaching staff

### *At the Subsector Level*

#### **Pre-University Education**

The weaknesses at the primary level include the following:

- the enrollment ratio is below the average for countries in the subregion;
- there are not enough teachers, particularly in rural areas;
- there is a shortage of classrooms in urban and periurban areas;
- parity between girls and boys is not improving, despite the rising gross enrollment ratio by gender: approximately one girl is enrolled for every two boys. This disparity is more marked in the regions of Kankan, Labé, Mamou, and Faranah (the GER for girls is  $\leq 30$  percent; in other words, nearly 70 percent of girls do not have access to education);
- training for women is quite inferior to training for men;
- the high repeater rate reflects a scholastic achievement crisis;
- the repeater rate in grade 6 is a serious handicap for the educational system. It averaged 48.47 percent nationally and 51.4 percent for girls in 2000.<sup>14</sup> The highest rates in 2000 were 63, 56, 57, and 55 percent respectively for the regions of N'Zérékoré, Faranah, Kankan, Kindia, and
- the dropout rate is very high. Only ten of every 100 boys and two of every 100 girls enrolled in grade one reach Terminale (final year).<sup>15</sup>

At the secondary level, there is:

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<sup>14</sup> *Statistical Yearbook on Primary Education. 1999-2000 School Year. SSP/SSI, MEPU-EC, July 2000, Guinea.*

<sup>15</sup> *"Education for All" Project Assessment Paper, Support for Phase One. Report No. 20405-GUI, World Bank. June 2001.*

- a low gross enrollment ratio, broken down by gender and area. The GER for boys is 23 percent compared to 9.8 percent for girls; enrollment of girls in secondary education in rural areas is virtually nonexistent (0.5 percent);
- the student body in major cities (Conakry, Kankan, Kindia, and Labé) was very large in 1999;
- the repeater rate is very high; it varies according to region and area of residence: rural areas have the highest repeater rate; and
- access to diplomas is low in general, particularly for girls, compared to boys. There are also enormous regional disparities. The pass rate is lowest in the Boké and Faranah regions.

### **Technical and Vocational Education**

- the initial training of most teachers is at a level that makes it impossible to implement new training programs;
- inadequate teaching methodology for skills acquisition;
- absence of educational equipment and obsolescence of existing equipment;
- inadequate qualifications of the system's management personnel; and
- a lack of managers.

### **Higher Education and Scientific Research**

- insufficient academic level of teachers and researchers (over 50 percent only have a *diplôme d'études supérieures*);
- the absence of a staff refresher training and renewal policy;
- obsolete infrastructure and equipment;
- poor human resource management;
- a weak communications system;
- inadequate training programs and activities that are disconnected from the economic context;
- the absence of a scientific and technological research policy capable of effectively contributing to socioeconomic development; and
- insufficient capacity.

### ***Strategy for the Coming Years***

In light of the foregoing, **the proposed strategy aims to achieve the following basic objectives: enhance the quality of life of the general public and provide the skills needed for the country's economic and social development.**

**Specifically, it is aimed at: a primary school enrollment ratio of 100 percent by 2012; promotion of preschool education; broad access to technical and vocational training; and equity between boys and girls and among the different regions of the country.**

In this respect, the policy is focused around: (i) making basic education widely available; (ii) improving access to education and enhancing equity at all levels; (iii) strengthening informal education; (iv) enhancing the quality and effectiveness of education at all levels;

(v) institutional strengthening of the educational system; and (vi) strengthening grassroots services.

### *Making Basic Education Widely Available*

#### **Basic education is a universal right and is the government's education priority.**

Significant efforts will be made both to mobilize resources and to implement the reforms needed for the effectiveness and continuity of the country's education system. They will include:

- building school infrastructure, recruitment, and regular and advanced training for teachers and trainers;
- improving internal effectiveness through regulatory measures to markedly reduce repeater rates in primary education;
- examining the possibility of expanding the use of double shifts in classrooms;
- reducing private education expenditures, particularly for disadvantaged segments;
- mobilizing the APEAE, NGOs, and other associations in the enrollment and guidance of children, particularly young girls; and
- enhancing the quality of health care and the nutritional status of children at the primary school level.

At the grassroots level, this policy will be strengthened by promoting preschool education (training of community facilitators, development and facilitation of educational activities for children, information and awareness-raising on the early childhood program, etc.). An integrated approach will be adopted, encompassing child health, nutrition, and education for the purposes of psychomotor, psychosocial, and cognitive development.

### *Improving Access to Education and Enhancing Equity*

These actions will mainly involve:

- reducing disparities among regions and between genders (particularly in Kankan, Labé, Mamou, and Faranah where nearly 70 percent of girls do not have access to education) and socioeconomic categories (adoption of equity criteria in targeting investment, access to education services, particularly for girls, etc.);
- enhancing internal effectiveness by taking regulatory steps to markedly reduce repeater rates in secondary education;
- creating post-primary technical education structures;
- opening regional technical high schools and regional university centers similar to community colleges; and
- promoting and extending private education to different levels and orders of education and research.

### *Enhancing the Quality and Efficiency of the System*

- instituting policies to encourage and acknowledge creative efforts by teaching staff;
- strengthening and modernizing educational tools and laboratories;



- preparing and implementing advanced training programs for teachers, particularly contract staff, who account for over 43 percent of teaching personnel;
- reviewing and improving teaching programs;
- strengthening the financial power of grassroots structures and involving local governments and populations in managing education services; and
- strengthening community involvement in setting aims for the school and its management (construction, rehabilitation, maintenance).

#### *Institutional Strengthening in the Educational System*

- strengthening the educational system's planning and monitoring capacities (creating an office on sector strategy and coordination of education policy, establishment of databases and databanks to assist in decision-making);
- boosting structures for consultation among the different actors in the system;
- strengthening management capacities at the grassroots level and strengthening the policy for delegation of management authority;
- improving access to documentation and information;
- strengthening the structures for managing exams and school or university competitions;
- strengthening the teacher training and incentive system;
- producing and disseminating statistical yearbooks and related products;
- studying the system's internal and external effectiveness, bearing in mind the training/employment problem;
- introducing computer education in schools;
- promoting Internet access in schools; and
- establishing mechanisms for consultation with beneficiaries and partners.

#### *Strengthening Grassroots services*

- promoting health education by training facilitators on STDs and AIDS and the most common endemic illnesses;
- providing regular and advanced training for government managers (public and private sectors), adults, and the unemployed;
- establishing modules for regular and advanced training adapted to the grassroots socioeconomic development context;
- establishing professional courses of study tailored to community development needs (social work, community development, waste management, extension workers in appropriate technologies, trade, and transport);
- valuing and disseminating traditional knowledge and technologies;
- preparing and implementing technology transfer strategies to benefit communities, thanks to new information and communications technologies); and
- establishing a research/action fund to identify the specific causes of poverty and solve community development problems.

#### *Strengthening Informal Education Favoring Girls and Adults in Disadvantaged Segments of the Population*

This involves, in particular:

- expanding the NAFA Centers (second chance schools) so as to offer opportunities to unschooled or out-of-school youth; and
- creating special schools to ensure special education for persons with physical and mental disabilities.

## **B. HEALTH POLICY**

### **Review of Past Policy**

Guinea is committed to the “Health for All” objective. In keeping with this commitment, its national health policy is based on the primary health care strategy adopted by the WHO in 1978, relying on the harmonious integration of curative, preventive and promotive care, promotion of individual, family and community health, and community participation in the planning, financing, provision and evaluation of health actions.

The objective of this policy was to improve the health of the whole population, and especially, the health of vulnerable groups such as mothers and children. Implementation began in 1987 with a primary health care program called PEV/SSP/ME (expanded immunization and primary health care with the provision of essential drugs) and the hospital reform program. As a result, remarkable progress has made in the past 14 years, including an increase in the number of health centers and health posts, an increase in immunization coverage from less than 5 percent in 1988 to more than 62 percent in 1998, the introduction of a rationalized service management system, and widespread establishment of health care structures.

The mortality rate for children under the age of 5 years has fallen most sharply in rural areas, confirming that the community-based health care system was the right choice and that it has had a positive impact. The child mortality rate in rural areas declined from 275.8 per thousand to 210.6 per thousand, while in urban areas it fell from 175.5 per thousand to 148.7 per thousand.

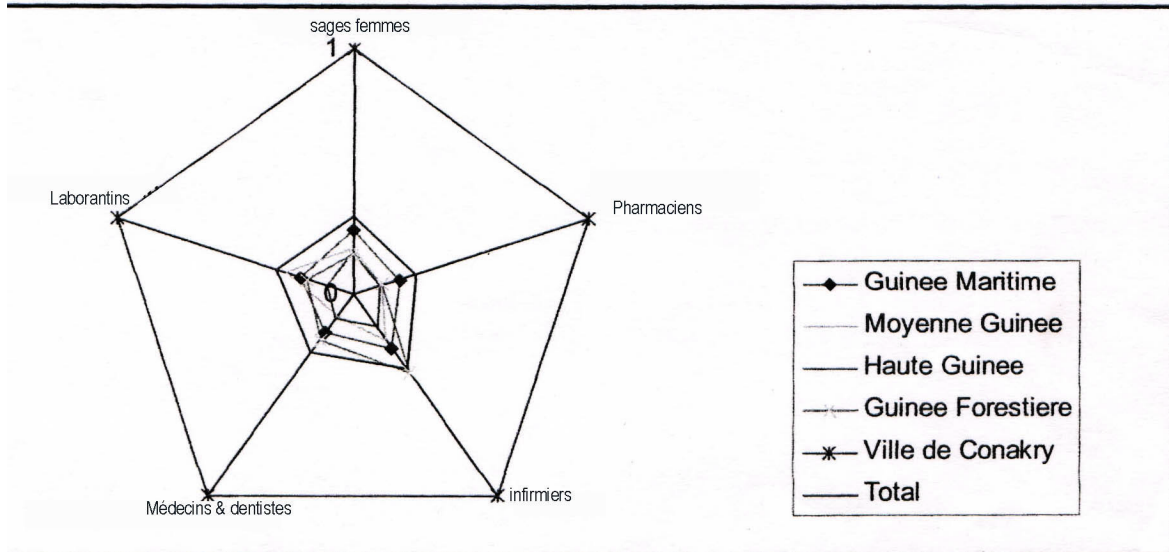
Yet, the health system in Guinea still faces several challenges, stemming primarily from the shortage and poor quality of the services provided, the limited geographical coverage of the health structures, and the population’s lack of financial resources, which makes access to health care difficult. The following maps show the development of health services in Guinea.

The progress achieved in rural areas was mainly attributable to the channeling of private health expenditure into primary health care. The cost recovery policy (Bamako Initiative) for recurrent costs (including wage supplements) and assistance from donors for the development and capital budgets financed most of the costs incurred with this approach, while the government’s contribution was limited essentially to civil service wages.

Public health care expenditure was concentrated on services in urban areas, especially in Conakry, and the main beneficiaries were the wealthiest segments of the population: the wealthiest 20 percent of the population benefited from 48 percent of public health expenditure in 1994, whereas only 4 percent of public expenditure on health went to the poorest 20 percent. The budget appropriation system since that time does not give any expectation of significant improvement.

Expenditure on health personnel is concentrated in the Conakry region too, since a large proportion of all categories of health personnel are located there. More than 60 percent of health personnel live in Conakry, where they look after less than 20 percent of the total population. The ratio of health care personnel to population in all other regions is lower than the national average.

**Chart 3: Distribution of Medical Personnel Between the Country's Regions**



*Key: (clockwise from top) midwives, pharmacists, nurses, physicians & dentists, laboratory technicians.*

Despite efforts to establish a policy for distributing essential drugs at low prices since 1988, when Guinea's health system was held up as a pioneering model in West Africa, the distribution system has not changed and it seems to have deteriorated to the point of jeopardizing the survival of the whole health system. Shortages of drugs and vaccines continue to undermine the quality of service.

Following an initial increase, use of health services is reaching its maximum level. The income elasticity of demand for health services is 1.25 in Guinea. As income falls, the drop in use is more than proportional. The poor therefore spend very little on health, and more poor people resort to self-medication. Surveys show that roughly 40 percent of households suffer from a temporary inability to pay for health services, and for nearly 15 percent that inability is permanent. However, there are still very few mechanisms for giving exemptions to and subsidizing the poor. On the contrary, the poor must often pay unofficial fee supplements aimed at compensating for the low pay of health workers.

**Table 28. Guinea: Coverage of Essential Health Services**

	Urban	Rural	Basse Guinée	Moyenne Guinée	Haute Guinée	Guinée Forestière	Conakry
Tetanus vaccine	93.7	61.1	71.6	53	52.8	80	95.2
Prenatal checkups	94.2	63	72.9	55.4	56.2	80	96.2
Attended births	75.6	21.3	32.7	18.1	20.5	36.8	4.8
Home births	38.6	79.7	69.3	80.5	82.9	68.8	31.7
Women who use modern methods of contraception	9.5	2.3	4.8	2.6	6.8	6.5	13.1
Percentage BCG	91.3	70.2	80.1	64.7	61.6	83.1	94.2
Percentage DPT3	64.7	39.4	46.4	36.2	40.2	48.6	65.5
Percentage Measles	66.9	46.7	57.9	39.4	41.8	57.4	67.6
Percentage fully immunized	47.3	26.7	32.6	22.4	30	31.3	51.1
Percentage of ARI in children treated in a health facility	60.8	32.8	35.6	29.1	24.9	53.4	60.4
Percentage of diarrheal disease in children treated in a health facility	1.9	31.6	29.2	27.7	27.1	50.9	50

Sources: EDS, Ministry of Planning, 1999.

Specifically, use of health services by children remains very low in rural areas, both for immunization and for treatment of deadly respiratory infections.

Moreover, attended births remain extremely limited in rural areas, despite a high level of prenatal checkups. This is largely due to the absence of personnel and the low quality of service. Therefore, increased use of maternal and child health services is key to improving mortality indicators in those two groups.

Government health expenditure in Guinea is very low both per inhabitant and as a percentage of total public spending and benefits the poorest segments of the population very little. The health budget has remained consistently low in the last ten years, representing less than one quarter of the education budget, while in most countries that figure is roughly 50 percent. Although per capita current expenditure rose, real expenditure stagnated, both compared to the U.S. dollar and to the GDP deflator. It is extremely important to view this in real terms because the sector:

- is highly dependent on external inputs purchased on the international market; and
- is evolving in an increasingly globalized market in which the private sector offers significantly higher levels of remuneration.

This very low level of resources is further aggravated by the fact that the government budget is executed with great difficulty, due in part to poor resource mobilization. In 2001 for example, despite commitment rates excluding and including HIPC resources of 44 percent and 12 percent respectively in October for Titles III and IV, payment rates were only 10 percent and 2 percent.

As a result, Guinea is one of the African countries whose government spends the least for health per capita. Project spending financed by grants and grant-like contributions only partially offsets this situation, because that financing is devoted essentially to capital expenditure. The capital/current expenditure ratio in the health sector is therefore very unbalanced, with roughly US\$1.2 spent on investment per US\$1 on operations; that ratio should instead be less than 0.4.

### **Strategy for the coming years**

The general objective is to ensure quality health services for all men and women living in the country, without geographic, economic, or sociocultural barriers. Therefore, by 2010 an accessible health system must be put into place that is capable of meeting the population's health needs.

The specific objectives of the country's health policy are to:

- reduce the crude death rate to 12 per 1,000 population in 2005 and 9 in 2010, compared to 14.2 in 1999;
- reduce the infant mortality rate to 70 in 2005 and 50 in 2010, compared to 98 in 1999; and
- reduce the maternal mortality rate from 528 in 1999 to 300 in 2005 and 200 in 2010.

To achieve these objectives, the national health policy will be centered on: (a) strengthening the prevention of and fight against priority diseases; (b) improving access for the poor to essential health services; (c) building institutional and managerial capacity; and (d) enhancing service quality.

### ***Strengthening the Prevention of and Fight Against Priority Diseases***

Because of their impact on mortality or the rapid increase in their prevalence in the country, infectious diseases (tetanus, measles, tuberculosis, hepatitis B, acute respiratory infections, diarrheal diseases, etc.), malaria, reproductive health, and emerging or re-emerging diseases, such as diabetes, are major concerns of Guinean health policy.

Immunization is recognized to be the most cost-effective intervention for infectious diseases, with the exception of respiratory infections, diarrheal diseases, and shigellosis. **For the next ten years, the objective will be to: (i) achieve total immunization coverage of 80 percent of children under one and of women of childbearing age, including in poor and remote areas; and (ii) eradicate polio in the short term.**

The measures planned to that end include: integration of the yellow fever and hepatitis B vaccines into the routine Expanded Programme on Immunization (EPI) and implementation of specific regional measures to cover poor and remote areas with door-to-door immunization. These measures will be supported by significant allocations of government resources.

To fight acute respiratory infections and diarrheal disease, case management efforts will be undertaken in the context of developing primary care services. This will involve ensuring the

regular availability of products and quality service at accessible prices, particularly at the basic care level.

To combat malaria, the country will essentially apply the main strategies proposed by the 1992 Ministerial Conference on Malaria in Amsterdam: case management, prophylactic treatment for pregnant women, prevention of contact between man and vectors through the use of insecticide-treated mosquito nets, environmental sanitation, and promotion of sanitary measures.

To face the challenge of maternal morbidity and mortality, the health policy will focus on: case management of at-risk pregnancies and obstetric emergencies, supervised births, the fight against genital mutilation in girls, the promotion of family planning, and case management of sexually transmitted diseases (STDs), which are a major cause of sterility.

Studies will be conducted on other emerging or re-emerging diseases, such as diabetes and hypertension, to describe the epidemiological situation and set appropriate control strategies.

Finally, to ensure the health and physical well-being of the populations, the government must fight nutritional deficiencies. In this regard, the policy will be coordinated around achieving food security (which is the object of other components of the poverty reduction strategy), continuing the distribution of iron to pregnant women and vitamin A to children, including schoolchildren, and making use of iodized salt more widespread, etc.

### ***Improving Access for the Poor to Essential Health Services***

The right to health for all, particularly the poor, poses numerous challenges: geographic coverage of health structures in the country, the delivery of quality services, and the elimination of financial barriers impeding access to services.

Regarding resource constraints and the demand for health services, infrastructure development will deal mainly with basic health care facilities, particularly health posts, in keeping with the health map. This policy will be reinforced by expanding the minimum package of activities (with an adequate, regular supply of consumable goods, generic essential drugs, and vaccines) and improving human resource management to ensure the availability of qualified, motivated personnel at all levels, especially in rural areas.

To that end, the following are recommended: recruitment of personnel based on pre-identified positions; assignment to a position for a minimum of three years and use of performance contracts, which has the advantage of ensuring staffing stability, especially in rural areas; and improvement of service quality.

To enhance the accessibility of health, the government will give operating subsidies to health facilities to fill the gap between real costs and the rates charged for services. Furthermore, risk-sharing system for risks linked to illnesses (such as health cooperatives) will be developed at the community level, to reduce exclusion linked to populations' weak financial

capacity. Finally, community-based services will be developed by extending the activities of health structures.

### ***Strengthening Institutional and Managerial Capacity***

To make the Guinean health system more effective, responsibilities will be shared among the different structures. This reform will be associated with the budget decentralization already under way in the FY2001 budget law and strengthened by transferring broader responsibilities to the entities with delegated authority (planning and resource allocation, supply of drugs, coordination of interventions, control of public and private structures, etc.). It will also require human capacity-building at all levels (recruitment, redeployment, training) and improving planning and management tools.

### ***Improving Service Quality***

In years past, concern was directed more towards the accessibility of services, but service quality must also be considered. Enhancing quality will surely help to increase services, such as prenatal checkups and attended births, etc.

The planned measures in this regard are coordinated around:

- defining a minimum package of services by level, including within the community;
- setting norms and quality standards and implementing total quality management (TQM), based on recognized TQM principles;
- improving the technical equipment in health structures together with an effective maintenance system; and
- rational use of drugs.

These measures will be strengthened through additional training for personnel, in keeping with the requirements of the minimum package of services, position descriptions, and implementation of an efficient patient referral and counter-referral system.



### **The Participatory Process for Drafting the Poverty Reduction Strategy Paper (PRSP) and the Lessons to be Learned**

Since 1985, important reforms have been carried out with a view to involving the people in development management, including the establishment of an institutional and legislative decentralization framework, and grassroots consultations for the choice of political, economic and social policies, in particular on the occasion of the drafting of the National Human Development Program (PNDH) and the World Bank's Country Assistance Strategy (CAS), etc. The CAS consultations were held with a sample of 3,380 persons, 1,015 of whom were women (in the areas visited, the population numbered 2,732,476, out of an estimated total population of 7,164,893). These consultations gave the people an opportunity to identify their development priorities and establish programs and projects largely geared toward development at the community level.

One of the major limitations of this entire process is that local communities have never had the necessary skills or financial resources to function efficiently. Similarly, even though the country's territorial organization has been devolved, practical governance has remained extremely centralized. Grassroots involvement in development management has therefore remained limited, with a resulting limitation on efficiency and on the sustainability of the actions taken.

Learning from this, the government decided to make participation the foundation of the process of drafting and implementing the poverty reduction strategy. This was stated in February 2000 in the Poverty Reduction Policy Statement Letter: **participation and ownership are among the key principles that must govern the drafting and implementation of the poverty reduction strategy paper.** This was put into practice throughout the process.

Concretely, the consensus-building process took place at all levels.

#### **At the central level**

The phase of drafting the poverty reduction strategy paper (PRSP) was initiated with broad-based discussions at the national level. Meetings were held with the participation of the government, national institutions, the university, NGOs, professional associations and unions, and development partners. These discussions made it possible to take stock of the country's economic and social circumstances, to agree on the need to draft a new PRSP, and to reach a consensus on the procedures to be adopted for drafting the PRSP.

To steer the exercise and lead the discussions, the government set up: (i) a Standing Consultative Steering Group chaired by the Minister of Economy and Finance and composed of ministers of the priority sectors and representatives of the main development partners, (ii) an Interministerial Committee responsible for the PRSP, (iii) a PRSP Permanent Secretariat, and (iv) eight thematic groups to address the following issues:

- Macroeconomy and sectors with potential for growth;
- Governance, decentralization, and capacity building;
- Private sector and employment;
- Basic infrastructures;
- Rural development and environment;
- Gender, population, and development;
- Social sectors; and
- Communications and culture.

These thematic groups are co-chaired by government officials or representatives of civil society. Their members are government officials and representatives of national institutions, the university, professional associations and unions, NGOs, and Guinea's development partners.

Drafted and adopted by the government in October 2000, the interim PRSP was the outcome of community-based consultations, discussions within the thematic groups, and a repetitive process of deliberations on successive versions of the paper. Its adoption was followed by wide dissemination, for criticism and comments, to all the country's partners, including the whole spectrum of political parties authorized in Guinea.

The same thrust marked the second phase of the process, the purpose of which was to deepen the discussions on poverty and fine-tune the strategies proposed for its reduction. In this regard, all the technical teams remained active. The first draft of the final PRSP was submitted for criticism at a national workshop that took place July 11-13, 2001. Nearly all the government members participated, together with other national and foreign partners.

After the thematic reports were drafted, workshops were organized in Conakry between October and November 2001, to validate them. The resulting documents were then used to finalize the PRSP.

### **At the community level**

To obtain a better grasp of what constitutes poverty and to define the main strategic policies for its reduction, the government organized grassroots consultations in March 2000, in Conakry and in the four natural regions of the country. In that context, the people were asked, primarily, how they perceived poverty in their daily lives, what approaches they had to suggest for reducing it, and what contributions they planned to make in the poverty reduction campaign. The diversity of the concerns expressed (low income; insufficient and low-quality education, health, and transportation services; limited access to safe water; etc.) keenly illustrates the multidimensional nature of poverty. The results of these consultations broadly inspired the major policies defined in the PRSP.

Once drafted, the interim PRSP was widely disseminated at the community level, to all devolved authorities and local communities. In addition, it was reviewed and validated by the grassroots groups during consultations organized between March and June 2001 in Conakry and in the country's seven administrative regions. These workshops were preceded

by broad-based neighborhood discussions (in subprefectures, villages, etc.), led by the "communications and culture" thematic group.

To make the discussions and debates on poverty even more broad-based and to expand ownership of the PRSP process, the government decided to involve the local media and traditional communicators. It therefore organized two training sessions in August 2001 for rural and community radio professionals and traditional communicators. The challenge is to encourage grassroots ownership of the issues of development and poverty reduction.

In the same spirit and in light of the dynamic approach taken in recent years by farm organizations to mobilize players at the grassroots level, these organizations were called upon to help enlarge contributions to rural development. From the discussions held with the farm organizations, a common vision emerged of their effectiveness in modernizing and enhancing professional standards in the sector and of the greater role that could be entrusted to them in the context of rural development policy. Similarly, professional arts and crafts associations participated actively in the formulation of the strategy.

Finally, before the final PRSP was adopted by the government, it was reviewed and validated by grassroots groups at workshops held in November/December 2001 in Conakry and in the main towns of the country's seven administrative regions.

## **The Communications and Culture Dimension of the Strategy**

Apart from the crucial factors already examined, the persistence of poverty can be explained, *inter alia*, by cultural factors and a lack of communication, to the detriment of the various sectors working toward improving the living conditions of the people, in particular the underprivileged. Communications and culture, given their cross-cutting nature, necessarily have an impact on the development process. Participatory communications, founded on the cultural life of communities, are a prerequisite for the success of any intervention aimed at real and lasting improvement of the people's living conditions.

### **A. Policies and Programs in the Communications and Culture Sectors**

Communications policies and programs have consisted of adapting the environment of this sector to the new context of a liberal society, based on law and private initiative. One of the major objectives in this area is to meet the people's needs for information, education, and communications (IEC), with a view to mobilizing them to focus on development objectives.

Accordingly, since 1991 the government enacted Organic Law L/91/005/[CTRN] on the freedom of the press and communications, which led to the creation of private newspapers, and Law L/006/91/CTRN creating the National Communications Council as the regulatory body for communications in general.

In 1997, the vision for the future (Guinea, Vision 2010) contained a communications dimension aimed at taking up the challenge of "giving the right information, at the right time, throughout the country."

This desire expressed by the government to develop communications led especially to the emergence of private newspapers, coupled with related technical, professional, and operational capacity building for the state-owned media, which are primarily audiovisual. It also led to the improvement of media coverage of the country, including in particular the projects for the airing of radio and television programs by satellite and the construction of a new Guinean Radio and Television House.

In August 2000, the government, with support from the UNDP, adopted a framework program for the development of the national media. This program, which for the first time includes components for "supporting the traditional communications system" and "supporting the insertion of new information and communications technologies (NICT)," represents a significant departure from the policies implemented until then.

On the cultural side, the policies and programs adopted have consisted of the devolution, decentralization, and gradual liberalization of cultural activities in public, associative, and private institutions, so as to make them more autonomous in the design and implementation of their own programs. This policy led to the emergence and blossoming of a new generation of players who, in developing diverse cultural activities, have helped bring the cultural product to a greater number of consumers. These players consist, among others, of

publishers, booksellers, printers, production houses, private artistic groups, and numerous cultural associations and agencies located in Conakry.

Despite these appreciable results, numerous constraints still hamper the development of the huge potential of communications and culture, which are known poverty-reduction factors.

### **B. Current Constraints on the Two Sectors**

The lack of financial resources of the levels of government responsible for managing communications, the problems of financing production activities, the shortage and near-obsolence of dissemination and transmission equipment, the training problems, and the challenge of adapting structures are the main constraints on the implementation of communications policies.

Another no less onerous constraint, which can be said to be of a political nature, is the government's tendency to control the public media (radio, television, and the daily newspaper, *Horoya*), whose personnel are civil servants. In the circumstances, the information disseminated almost invariably deals with government activities or with activities that emphasize government actions and policies. As a result, there are few discussions on development policies, and alternatives or views different from those of the government are rarely presented.

In addition, it must be agreed that before the creation of rural and community radio stations in 1990, one of the weaknesses of communications policies and programs was that the bulk of the effort was placed on access to information as a communications practice based on a single model of dissemination and transmission of information. This was, in fact, similar to having communications without participation. Now, however, participation with the emphasis on the needs and views of individuals and groups has become the key communications concept.

Also, while newspapers are currently enjoying a certain development with the publication of Organic Law N/91/005/CTRN of December 23, 1991, which enshrines freedom of the press in Guinea, the creation of private radio and television stations is still not authorized by the government. As a result, public radio and television still occupy the entire audiovisual space.

The cultural sector, for its part, has coexisted, under various overseeing ministries, with sectors whose financing has always been considered the priority (information, education, and sports). However, within the context of financial restrictions imposed by the implementation of the structural adjustment program to which Guinea is subject, the budgets drawn up in the departments are already insufficient for the so-called priority sectors. This explains why culture has always received short shrift in budgetary execution by all the departments that have successively managed it.

Despite the persistence of these constraints, the government and its partners now recognize that communications and culture should play a key role in any development policy or

strategy. This approach, which was initiated in Guinea during the preparation of the National Human Development Program (PNDH) and reached its pinnacle during the preparation of the World Bank's Country Assistance Strategy (CAS), reflects the government's desire for grassroots involvement in choosing the focus and implementation of national development policies and programs.

The principle is to go to the local communities, "to give the disenfranchised an opportunity to express themselves," so that they can fully participate in the identification and prioritization of their needs and in the search for possible solutions. This participatory approach from the ground up is aimed at giving the people a genuine role and responsibility in their own development and, therefore, in the fight against the attitude consisting of considering development assistance as a "handout."

Encouraged by this experience, Guinea has given preference to the participatory approach in the process of drafting and implementing its poverty reduction strategy. In this process, the approach was not to listen to the claims of the disenfranchised and take note of them but to give the underprivileged the opportunity to define poverty and to state how the constraints on development should be removed. The people indicated how they would participate in all the phases of the process, from drafting, preparation, and implementation to monitoring and assessment of the strategy. They stated that in a second phase, for the strategy to be pertinent, it should have a regional, or even the prefectural, focus, for the more or less long term. Development should thus be their "own," rather than a choice made elsewhere to which they submit. In March 2000, therefore, the government set up groups to discuss the people's perception of poverty. The outcome, validated at a national workshop in Conakry on March 22, 2000, confirmed the results of the national consultations of 1997.

The participatory approach was thus stamped on the entire process of preparing the Poverty Reduction Strategy Paper (PRSP), based on regional and national review and validation workshops, at which participants, including grassroots groups, exchanged views that greatly contributed to the enrichment of the initial paper. These discussions are a key dimension for "making the strategy proactive and dynamic and creating the best conditions possible for its implementation."

In light of the importance accorded by the government to this dimension, a communications and culture thematic group was set up in February 2001, with responsibility for creating, upholding, and expanding in-depth discussions on poverty and the means of reducing it. These discussions were held at all levels (central and local), with participants from all walks of life (officials and resource persons from the national level, local officials, young persons, etc.).

### **C. Communications and Culture Strategy in the Poverty Reduction Context**

The communications and culture strategy established in the poverty reduction context has two dimensions:

1. **An “immediate” dimension** of support for the design, explanation, and implementation of the PRSP

The strategy is aimed at facilitating a more widespread dissemination of ideas regarding the problems of poverty, the initiative of preparing the poverty reduction strategy, its challenges, and its procedures. It uses formal structures (radio/television and public and private newspapers) and informal structures (traditional communicators: *griots* (traditional bards), opinion leaders, etc.). It gives preference to the use of the various national languages.

It should be noted that the communications strategy is not merely to train/educate the people about the problems of poverty and the poverty reduction strategy. It is expected to help consolidate and anchor the government’s participatory approach by giving priority at all levels to the creation of discussion structures and forums and encouraging broad-based democratic debate throughout the country, with the participation of all the components of Guinean society (government, grassroots groups, civil society, private sector, and development partners).

2. **A long-term cross-cutting, intersectoral dimension**, which takes account of the communications needs of the various development sectors, both overall and individually

This dimension looks to a broader vision of the communications concept. It therefore encompasses the institutional, socioeducative, and cultural aspects (through IEC operations) as well as the management and technological aspects of communications. All the development sectors are taken into account in this dimension.

The two dimensions described above are based on a broad-based participation of grassroots groups and civil society.

The communications strategy is the engine that can be used to match the development objectives with the sociocultural milieu through which the indispensable grassroots support and participation will be obtained. The strategy is part of a thrust toward putting down roots and making progress, thereby overriding—through dialogue and consultations, information, and training—the religious, cultural, and ethnic biases that hinder actions in favor of economic and social development. In such a context, the effectiveness of the communications and culture strategy will also depend on:

- a clear definition of the general and specific objectives compared with the needs of the citizens and communities;
- consideration of the institutional policies related to decentralization and community development;
- putting information technologies to use to promote mass communications;

- increasing the people's access to the means of mass communications and the liberalization of the airwaves, especially warranted by the already certain prospect of total coverage of the national territory by the government media (radio and television);
- the literacy and school enrollment ratios; and
- integration of the cultural factor in sectoral policies and in the strategies for the implementation of such policies.

As a tool for facilitating dialogue and consultations among development participants at the various levels, the communications project is consistent with the outlines of the crucial aspects defined in the PRSP.

**(i) Analyze and discuss the problems of poverty with the people**

Within the framework of PRSP implementation, it is essential to ensure that the various segments of society have a common understanding of poverty and its determinants. This will involve, in particular, making the people, the local communities, and civil society aware of the problems of poverty; launching a debate on the issue; and organizing discussions on experiences, not only among Guinean communities but also between Guinean and foreign communities.

**(ii) Achieve macroeconomic stabilization and growth**

Transparent fiscal management is conditional upon a wide dissemination, among the people and the decentralized communities, of information on fiscal decisions, budgetary appropriations, and legal and administrative issues.

The business sector is flourishing in the new liberal context. Tourism, the arts, and cultural heritage seem to be becoming subsectors with potential for growth. It is necessary to implement promotion programs to support their development. These programs should place particular emphasis on the identification and development of local cultural resources with development prospects and on the conversion of activities that develop the cultural heritage and the arts into poverty reduction objectives. To that end, communications have a key role to play.

Guinea's image abroad needs to be improved. Communications actions to be undertaken should make it possible to sell "Destination Guinea." They should also reassure investors and Guineans established abroad and wishing to repatriate their savings. Diplomatic and consular offices and Guinean agencies abroad should take suitable steps to make this aspect of the program a success.



**(iii) Improve the quality of and access to basic services**

The priority objectives are to:

- Improve the national telephonic and audiovisual coverage, including rural telephony; and
- Strengthen the people's ability to increase their participation in the improvement of their health and education, with emphasis on the needs of young people and women.

The poverty reduction strategy in the area of communications and culture takes account of the fact that 65 percent of the population is illiterate, and nearly 40 percent of school-age children do not attend school despite the efforts of the government and local communities, supported by the development partners. In addition, the data show that women, the pillars of family and traditional economy and responsible for their children's education and health, have the fewest resources.

The effectiveness and optimization of communications and genuine consideration of the cultural dimension of development will depend to a large extent on the efforts made in favor of literacy and adult education, based, in particular, on the use of the national languages. Important here is the need for effective actions that can lead to lasting results. Progress made in the areas of literacy and school enrollment represents both a sign of sound communications programs and a source of support for the effectiveness of such programs. IEC needs for the social sector (education, health, status of women, social affairs, justice), decentralization, the environment, urban planning, housing, power, water, and public works are taken into account.

With a view to raising the general cultural level of the people, improving the management of institutions, and preserving national values and the national identity, it will also be necessary to:

- Promote a widespread use of new information and communications technologies and their appropriation by young people in particular;
- Create and maintain institutions for protection and conservation of the cultural heritage;
- Develop centers of documentary resources in both urban and rural areas;
- Encourage reading by the public and publishing;
- Promote the arts: performing arts, sculpture, painting, music, national cuisine, etc; and
- Support a more widespread use of endogenous methods and technologies.

**(iv) Promote good governance and ensure capacity building**

One of the constraints on the efficiency of government departments and national projects, whether sectoral or not, in mobilizing local communities and on the achievement of the objectives set them is precisely the inadequacy of the communications culture, especially in its organizational, relational, and technical dimensions.

The organization of communications has a direct impact on the quality of management and the pertinence of decision making at the various levels. Efforts will be made to improve the institutional communications mechanisms to make them more efficient, economical, and accessible for citizens and the other partners. Within the decentralization framework, efforts will be made to increase the sharing of information on budgetary and financial programs, notably between the decision-making centers and the periphery, so as to increase transparency. Programs will also be implemented to heighten awareness, train staff, especially in strategic communications, and set up structures and equipment. These training programs should lead to the emergence of professional, investigative media, capable of supporting the government's policy in combating corruption, embezzlement, and misuse of public funds, [as] necessary.

Good governance requires ownership of the laws and regulations pertaining to all aspects of national life by the citizens and local communities. Communications programs will help increase the latter's knowledge of their rights and obligations, and give them a better understanding of actions taken in the name of justice and of political and administrative arrangements.

The overall objectives for this component are as follows:

- To build the capacities of the central, devolved, and decentralized institutions and of other national institutions in the communications and culture sectors;
- To support the streamlining of social expenditure;
- To explain to the people and to local elected officials the thinking behind the decentralization policy and its objectives and resources;
- To support the implementation of judicial reforms;
- To develop the role of traditional communicators;
- To support the training of institutional communicators and the establishment of structures in charge of communications in ministerial departments; and
- To establish training programs for journalists of the public and private national media.

The implementation of this communications strategy requires the appropriate political will. Government institutions in the various sectors of economic and social development, the

private sector, civil society, and local communities must all work together to achieve a synergy of communications and cultural arrangements, with a view to attaining the objectives defined in the PRSP.

**Communications and Culture Strategy Matrix**

GENERAL OBJECTIVE	DETAILED OBJECTIVES	STRATEGIES/ACTIVITIES	INDICATORS AND TARGETS
<b>1. Discuss the problems of poverty with the people</b>	1. Establish a common understanding of poverty and its determinants for the various components of society (***)	<ul style="list-style-type: none"> <li>- Organize periodic workshops on poverty</li> <li>- Carry out an IEC program: media, publications</li> <li>- Audiovisual programs</li> <li>- Arrange discussions among the various Guinean communities and between Guinean and foreign communities</li> <li>- Build the capacities and role of modern and traditional communicators</li> </ul>	<ul style="list-style-type: none"> <li>- Number of workshops organized</li> <li>- Number of participants</li> <li>- Number of structures involved</li> <li>- Size of areas targeted</li> <li>- Quality of the program implemented</li> <li>- Number of articles, publications, and programs</li> <li>- Number of participants in contacts</li> </ul>
	2. Help the people to assume ownership of the poverty reduction strategy (***)	<ul style="list-style-type: none"> <li>- Organize workshops</li> <li>- Disseminate the results in the newspapers and on radio</li> <li>- Evaluate the PRS</li> </ul>	<ul style="list-style-type: none"> <li>- Number of workshops</li> <li>- Number of participants</li> <li>- Number of periodicals, number of articles, number of programs, population group targeted</li> <li>- Number of evaluation documents produced</li> </ul>
	3. Serve as an interface between decision makers and the people, as well as between communities in different regions (**)	<ul style="list-style-type: none"> <li>- Bring the views of decision makers on poverty to the grassroots level, and vice versa</li> </ul>	<ul style="list-style-type: none"> <li>- Number and quality of contacts</li> <li>- Number of participants in contacts</li> <li>- Number of contacts with decision makers and with the people</li> </ul>
	4. Initiate and lead a national debate on the implementation of the poverty reduction strategy (**)	<ul style="list-style-type: none"> <li>- Disseminate the results of the regional workshops in booklets, newspaper articles, and audiovisual programs</li> </ul>	<ul style="list-style-type: none"> <li>- Number of participants</li> <li>- Quality of the documents produced</li> <li>- Quality and number of booklets</li> <li>- Quality and number of periodicals and newspaper articles</li> <li>- Quality and number of radio and television programs</li> <li>- Number of structures and communities targeted by the dissemination</li> </ul>
<b>2. Help promote economic activity and improve fiscal management</b>	1. Contribute to transparent fiscal management through wide dissemination of government decisions (***)	<ul style="list-style-type: none"> <li>- Organize periodic workshops for the people, on fiscal management and macroeconomic policies</li> <li>- Disseminate information on budget appropriations and disbursements to grassroots structures</li> </ul>	<ul style="list-style-type: none"> <li>- Quality and number of workshops</li> <li>- Number of participants</li> <li>- Number of documents on decisions and policies disseminated</li> <li>- Number of documents disseminated</li> <li>- Number of grassroots structures reached</li> </ul>

ANNEX II  
ATTACHMENT IV

GENERAL OBJECTIVE	DETAILED OBJECTIVES	STRATEGIES/ACTIVITIES	INDICATORS AND TARGETS
	<p>2. Help promote income-generating activities and accelerate economic growth (**)</p>	<ul style="list-style-type: none"> <li>- Ensure a wide dissemination of information on the steps taken by the government regarding microfinance; use the private sector for such promotion</li> <li>- Identify and develop local cultural resources with potential for development, and eliminate detrimental sociocultural factors:                             <ul style="list-style-type: none"> <li>* surveys</li> <li>* IEC campaign</li> </ul> </li> <li>- Promote the following sectors in Guinea and abroad: tourism and hotels, commerce, industry, crafts, arts and culture, agriculture, and mining:                             <ul style="list-style-type: none"> <li>* Organize fairs -exhibitions, sales, shows in Guinea and abroad</li> <li>* Organize competitions in these various sectors</li> <li>* Publicize the various laws and regulations applicable to publishing, publication, private and public media, public operations, Web pages</li> <li>* Arrange for embas sies, consulates, and other Guinean organizations abroad to improve the marketing of Guinean products and travel to Guinea</li> </ul> </li> <li>- Support the development of the performing arts, sculpture, painting, and music</li> <li>- Promote emulation through cultural prizes</li> <li>- Eliminate the taxes on inputs into the production of books and newspapers</li> </ul>	<ul style="list-style-type: none"> <li>- Number of structures and institutions reached</li> <li>- Number of booklets and articles published</li> <li>- Number of private promoters</li> <li>- Survey results</li> <li>- Number of campaigns organized</li> <li>- Size and diversity of the areas involved</li> <li>- Number of promotional fairs, exhibitions, show and conferences</li> <li>- Number of publications; quantity and magnitu of publicity media</li> <li>- Number of periodicals, articles, and Web pag produced and disseminated</li> <li>- Number and type of visitors</li> <li>- Number of prizes made available</li> <li>- Number of participants</li> <li>- Number of publications, periodicals, articles</li> <li>- Number of sectors with a Web page</li> <li>- Laws and regulations passed</li> <li>- Evaluation of investor response</li> <li>- Volume of investment</li> <li>- Volume of subsidies granted</li> <li>- Number of artistes trained</li> <li>- Number of works printed</li> <li>- Number of works of art acquired by the government</li> <li>- Number of sponsors</li> <li>- Size of financial input from sponsors</li> </ul>
	<p>3. Support the development of museums, the upgrading of sites and monuments (protection, conservation, and management) (**)</p>	<ul style="list-style-type: none"> <li>- Formulate a cultural heritage policy, including the legal protection framework</li> <li>- Implement site management plans</li> <li>- Ensure the modernization and revitalization of central, centralized, and devolved cultural heritage management institutions (museums, sites and monuments, National Library, National Archives)</li> </ul>	<ul style="list-style-type: none"> <li>- A policy paper is implemented</li> <li>- A law on the protection of cultural heritage an its implementing regulations are enacted</li> <li>- Management plans are drawn up, and a numbe of sites targeted</li> <li>- Modernization and fitting out of the existing sites, monuments, and museums</li> </ul>
<p><b>3. Promote good governance and ensure institutional capacity building</b></p>	<p>1. Help streamline social expenditure (**)</p>	<ul style="list-style-type: none"> <li>- Publicize the CMDT at the community level                             <ul style="list-style-type: none"> <li>* workshops</li> <li>* newspaper articles</li> <li>* TV programs</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>- Number of workshops and participants</li> <li>- Number of articles and programs</li> </ul>

ANNEX II  
ATTACHMENT IV

GENERAL OBJECTIVE	DETAILED OBJECTIVES	STRATEGIES/ACTIVITIES	INDICATORS AND TARGETS
	2. Encourage ownership by the people and local elected officials of the thinking behind the decentralization policy and its objectives and resources (***)	<ul style="list-style-type: none"> <li>- Help the people and local elected officials understand the ordinances, decrees, orders, and regulations creating and organizing local governments in Guinea:                             <ul style="list-style-type: none"> <li>* public media</li> <li>* workshops</li> <li>* dissemination by the media</li> </ul> </li> <li>- Publicize the new budget classification                             <ul style="list-style-type: none"> <li>* workshops</li> <li>* dissemination in the media</li> </ul> </li> <li>- Improve government accessibility for citizens</li> <li>- Publicize the laws and regulations, including through translation and dissemination in the national languages in the form of booklets, audio cassettes, the organization of open door policies in government departments and judiciary institutions, and mobile information and sensitization units</li> </ul>	<ul style="list-style-type: none"> <li>- Compendiums, number of copies produced</li> <li>- Number of seminars and participants</li> <li>- Number of articles and programs produced</li> <li>- Number of workshops and participants</li> <li>- Number of publications and programs</li> <li>- Number of compendiums produced in French and in the national languages</li> <li>- Areas of dissemination</li> <li>- Number of video cassettes produced and distributed</li> <li>- Number of mobile units organized</li> <li>- Copies of such mail in the national languages</li> <li>- Available documents</li> <li>- Interviews</li> </ul>
		<ul style="list-style-type: none"> <li>- Label the administrative mail and other documentation at the decentralized level (CRD, quarter, district), in French and in the national languages</li> <li>- Simplify the administrative, legal, payment, and credit procedures, with a view to increasing their accessibility for citizens</li> <li>- Encourage literacy on the basis of the national languages for local officials and managers</li> <li>- Organize working meetings with the National Anti-Corruption Committee (CNLC)</li> </ul>	<ul style="list-style-type: none"> <li>- Number of persons becoming literate</li> <li>- User interviews</li> <li>- Workshop reports</li> <li>- Number of participants</li> <li>- Number of workshops</li> </ul>
	3. Participate in anti-corruption efforts (***)	<ul style="list-style-type: none"> <li>- Organize regional workshops on corruption</li> <li>- Gather information on the people's perception of corruption and their assessment of the CNLC</li> </ul>	<ul style="list-style-type: none"> <li>- Survey results</li> <li>- Number of workshops organized</li> <li>- Number of participants/Workshop reports</li> </ul>
	4. Contribute to the efficient implementation of judicial reforms (***)	<ul style="list-style-type: none"> <li>- Encourage a sound understanding of the reforms by the people, as well as by justice department staff                             <ul style="list-style-type: none"> <li>* Workshops</li> </ul> </li> <li>- Help the people meet their civic duties fully                             <ul style="list-style-type: none"> <li>* Legal clinics</li> <li>* Dissemination in the media</li> </ul> </li> <li>- University studies abroad for the medium and long terms</li> </ul>	<ul style="list-style-type: none"> <li>- Rate of attendance at legal clinics</li> <li>- Number of publications</li> </ul>

ANNEX II  
ATTACHMENT IV

GENERAL OBJECTIVE	DETAILED OBJECTIVES	STRATEGIES/ACTIVITIES	INDICATORS AND TARGETS
	5. Support training of sectoral communicators and create units in charge of communications in the ministerial departments	<ul style="list-style-type: none"> <li>- Training of sectoral communicators</li> <li>- Training of project leaders, decision makers, managers at the central and devolved levels, in strategic communications</li> <li>- Creation of communications units in ministerial and government departments</li> </ul>	
	6. Strengthen entities organizing consultations on development between the central and devolved levels and improve the observation of decision-making procedures	<ul style="list-style-type: none"> <li>- Reorganization of entities organizing consultations on development at the central and devolved levels</li> <li>- Streamlining of decision-making mechanisms within national institutions</li> </ul>	<ul style="list-style-type: none"> <li>- Arrangements made</li> <li>- Changes noted</li> <li>- Study documents produced</li> <li>- Recommendations implemented</li> </ul>
<b>4. Contribute to the promotion and the quality of basic services</b>	1. Build people's capacities so as to increase their involvement in improving their own health and education conditions (***)	<ul style="list-style-type: none"> <li>- Draw up a national communications plan on STDs/AIDS</li> <li>- Carry out IEC campaigns on improving health conditions for the people and promoting positive behaviors in the fight against the spread of HIV/AIDS and STDs</li> </ul>	<ul style="list-style-type: none"> <li>- Existence of an IEC program</li> <li>- Quantity and quality of health information</li> <li>- Number of persons and communities reached in the campaign</li> <li>- Data on the evolution of the pandemic</li> </ul>
	2. Help increase the school enrollment ratio among young people, in particular young girls, and reduce the illiteracy rate among adults (**)	<ul style="list-style-type: none"> <li>- Support programs against children dropping out from school and encourage girls to prepare for technical careers</li> <li>- Organize an IEC campaign on school enrollment of young people and adult literacy</li> </ul>	<ul style="list-style-type: none"> <li>- Existence of an IEC program</li> <li>- Number of persons, areas, and schools reached</li> <li>- Quality of the assistance provided</li> <li>- Number of areas, groups reached</li> <li>- Data on trends in school enrollment and literacy</li> <li>- Existence of an IEC program</li> </ul>
	3. Encourage access by women and young people to basic social services	<ul style="list-style-type: none"> <li>- In the media, uphold the knowledge and know-how of women</li> <li>- Contribute to efforts to publicize family planning methods</li> <li>- Promote laws and conventions on the rights of women and children</li> </ul>	<ul style="list-style-type: none"> <li>- Number of consultation meetings, radio and TV programs, articles produced</li> <li>- Number of women involved</li> <li>- Existence of an IEC program</li> <li>- Number of housewives reached</li> </ul>
	4. Support social and health programs for children (**)	<ul style="list-style-type: none"> <li>- Carry out IEC campaigns targeting children (including the underprivileged children)</li> </ul>	<ul style="list-style-type: none"> <li>- Existence of an IEC program</li> <li>- Size of the areas targeted</li> <li>- Population groups reached</li> </ul>
	5. Support the development of documentary and information resource centers and the creation of a literate environment based on use of the national languages	<ul style="list-style-type: none"> <li>- Train human resources: internships, seminars, study cycles</li> <li>- Restructure, renovate, and fit out institutions</li> <li>- Support the organization of literary creation competitions, the award of prizes, and book and reading fairs</li> <li>- Support structures for publishing, book and document distribution, including in the national languages</li> </ul>	<ul style="list-style-type: none"> <li>- Number of persons trained</li> <li>- Levels of qualification</li> <li>- Number of institutions renovated and fitted out</li> <li>- Number of competitions and prize winners</li> <li>- Number of reading events</li> <li>- Level and frequency of the subsidies granted</li> <li>- Importance and nature of tax incentives</li> </ul>
	6. Promote access to NICT at all levels, including within the educational system (*)	<ul style="list-style-type: none"> <li>- Prepare a plan for the access of young people to NICT</li> <li>- Support the introduction of NICT in the formal and informal education and training structures, and provide training in their use</li> </ul>	<ul style="list-style-type: none"> <li>- Document on the access plan</li> <li>- Establishment programs</li> <li>- Extent of fitting out</li> </ul>

ANNEX II  
ATTACHMENT IV

GENERAL OBJECTIVE	DETAILED OBJECTIVES	STRATEGIES/ACTIVITIES	INDICATORS AND TARGETS
	7. Improve telephone and audiovisual coverage nationwide (**)	<ul style="list-style-type: none"> <li>- Update the telecommunications and rural telephony master plans</li> <li>- Establish a telecommunications systems covering the entire country and a rural telephony network</li> <li>- Carry out the satellization and digitization of national radio and television programs</li> <li>- Construct Radio House and have it fitted out</li> <li>- Implement a training program for journalists of the public and private media and radio and television technicians</li> <li>- Build up rural radio technical capacities</li> <li>- Carry out a media impact study</li> </ul>	<ul style="list-style-type: none"> <li>- Master plan documents updated</li> <li>- Telecommunications system established</li> <li>- Number of public and private users</li> <li>- Number of subscribers</li> <li>- Reception of the work</li> <li>- Reception of Radio House and its fitting out</li> <li>- Training program</li> <li>- Number of journalists and technicians trained</li> <li>- Digitization program completed</li> <li>- Study documents produced</li> </ul>
	8. Help promote participatory management of natural resources and improve the people's living conditions (*)	<ul style="list-style-type: none"> <li>- Organize days of consultations on biodiversity conservation and development</li> <li>- Sensitize the people to the negative effects of pollution and other forms of environmental nuisance</li> <li>- Publicize tested environmental protection techniques (radio, TV, brochures, booklets, workshops, conferences)</li> </ul>	<ul style="list-style-type: none"> <li>- Number of days organized</li> <li>- Number of participants</li> <li>- IEC program implemented</li> <li>- Number of areas, groups, opinion leaders reached</li> <li>- Rate of use of tested techniques</li> </ul>