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**Executive Board  
First Regular Session**

**Rome, 13 – 16 February 2001**

# **COUNTRY PROGRAMMES**

**Agenda item 8**

***For approval***



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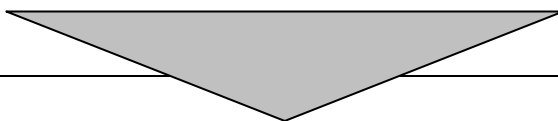
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## **COUNTRY PROGRAMME—GUINEA (2002–2005)**

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# Note to the Executive Board



**This document is submitted for approval by the Executive Board.**

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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# Executive Summary

Guinea is classified both as a least developed and as a low-income, food-deficit country. According to UNDP's 2000 Human Development Report, it ranks 162<sup>nd</sup> out of 174 countries. Its gross domestic product is US\$447 per capita; average life expectancy at birth is 46.5 years; the infant mortality rate is 126 per 1,000; and the gross primary school enrolment rate is 53.5 percent (40 percent for girls). Total population amounted to 7.2 million in 1997 and was growing at an annual rate of 2.6 percent. Women represented 52.2 percent of the population and generated 80 percent of food crops production. But at 0.254, the Gender-related Development Index placed Guinea last out of 174 countries. Regarding nutrition, the average per capita daily ration dropped from 2,212 Kcal in 1970 to 2,099 Kcal in 1996. The Aggregate Household Food Security Index calculated by FAO was 78.7 percent in 1998.

The present Country Programme (CP) is based on a Country Strategy Outline (CSO) presented to the Executive Board in October 1998 and on the Government's own Country Strategy Note. The CP is harmonized with the programming cycle of the United Nations Development Assistance Framework (UNDAF), which will permit increased partnerships with agencies participating in the Framework.

The CP aims to provide support to Guinea's national policies aimed at improving food security and combating poverty. It will concentrate on two priority sectors identified in the CSO, i.e. increasing primary school enrolment and attendance, especially for girls, in rural areas, and development in acute food-deficit areas. Activities will focus on three of the five development objectives adopted under decision 1999/EB.A/2 of the Executive Board: objective 2 (enabling poor families to invest in human capital through education and training), objective 3 (making it possible for poor families to gain and preserve assets), and objective 5 (enabling households that depend on degraded natural resources for their food security to make a shift to more sustainable livelihoods).

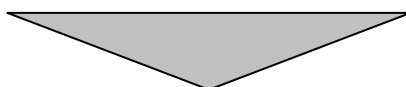
Activities will centre on the areas where food consumption is lowest, i.e. Middle and Upper Guinea. They will be selected and formulated according to a participative and gender-specific community approach, and executed in partnership. Monitoring and evaluation will be improved by gathering and systematically elaborating statistical data.

The Executive Director of WFP recommends that the Executive Board approve the present four-year (2002–2005) Country Programme at an estimated total cost of US\$9,761,000 representing direct operational costs, providing that the required



resources are available. Of this amount, US\$528,000 has already been approved as part of Project 5664.00 (community rural development) currently being executed. Direct support costs amount to US\$1,099,000. The Executive Board is also asked to approve an additional sum of US\$3.7 million planned as part of supplementary activities.

## Draft Decision



The Board approves the Country Programme for Guinea (2002–2005)  
(WFP/EB.1/2001/8/2).



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## STRATEGIC FOCUS

1. The Country Strategy Outline (CSO) for Guinea, submitted to the WFP Executive Board at its Third Regular Session of 1998, stressed the country's social and economic weakness and proposes a more rigorous targeting of interventions in favour of the most food-insecure populations, i.e. women and children in Middle and Upper Guinea, the two poorest regions in the country. The CSO also recommended that formulation of future activities be based on the participatory approach, that partnerships with other agencies be sought systematically and that monitoring and evaluation be enhanced.
2. In examining the CSO, the Executive Board expressed its satisfaction at the priority given in targeting to women and girls and asked WFP to promote the local purchase of certain commodities, to improve monitoring and evaluation and to cooperate with other bilateral or multilateral donors. The Board also made reference to the problems posed by the presence of a large number of refugees in the Republic of Guinea and to the damage which those refugees could cause the environment.

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## OBJECTIVES OF THE COUNTRY PROGRAMME

3. According to the 1994–1995 Integrated Household Budget and Consumption Survey, the food needs of at least 20 percent of the population are not covered and FAO, in its 1999 Nutritional Profile for Guinea, estimates that those needs will have doubled by 2025. Guinea's food insecurity stems largely from the weakness of its agricultural production, from geographical isolation and from the fact that the secondary and tertiary sectors of the economy are almost completely lacking in the poorest areas. The situation is compounded by widespread illiteracy, especially among women. Rice is the cereal most widely consumed and annual requirements are calculated at 635,000 tons, nearly half of which is imported. Decades of rigid state control and economic mismanagement, together with the degradation of natural resources and unreliable rainfall in the northeast of the country, have led to a progressive downturn in agricultural production. Broadly speaking, agricultural potential remains largely unexploited and agricultural production is weak.
4. The WFP programme in Guinea for the years 2002–2005 aims to support the national policies of poverty reduction, improvement of food security and attenuation of gender disparities.<sup>1</sup> The programme's objectives are:
  - To reduce food insecurity;
  - To promote the educational aspects of development;
  - To give the poorest areas and communities an opportunity to achieve economic development.
5. In order to achieve those objectives, the Country Programme will focus on two sectors regarded as priorities by the Government and previously identified in the CSO, i.e. primary school enrolment and attendance in rural areas and community rural development in the poorest areas, with special emphasis on education for women and girls.

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<sup>1</sup> The priorities are defined in the global and sectorial strategies implemented by the Government, i.e.: "*Guinée Vision 2010*", the Strategy of Poverty Reduction (May 2000), The Agricultural Development Policy Letter, the Structural Adjustment Programme in the Education Sector and the Development and Gender Framework.



6. Food aid provided under the CP will be used as an instrument to fight hunger and poverty in the poorest rural areas of the country. It will help alleviate hunger in schoolchildren and rural populations, especially during the lean season, and to improve their food security in a lasting manner by acting on the root causes of poverty. In primary education the CP will help poor, food-insecure households to invest in their children's—and especially their daughters'—education. In community rural development, WFP assistance will provide support to households to help them increase their food crops production in a sustainable manner and gain improved access to food.
7. Target populations will be the inhabitants (especially women and girls) of the poorest rural areas in the provinces of Upper and Middle Guinea as identified in surveys conducted by the Ministry of Planning and International Cooperation in 1995 and 1999 on poverty and food insecurity. According to the surveys and various studies conducted since 1994 on the situation of women, the 11 poorest prefectures, the ones most vulnerable in terms of food security and the ones with the lowest school enrolment rates for girls and the sharpest gender disparities are the following: Mali, Koubia, Lélouma, Tougué, Dalaba and Pita in Middle Guinea, and Dabola, Dinguiraye, Kouroussa, Mandiana and Siguiriri in Upper Guinea.
8. The two activities envisaged under the CP will be concentrated in similar areas in the 11 prefectures. The activities will be conducted as far as possible in a complementary manner so as to create a synergy which will be increased by the partners selected and the coordination mechanisms adopted (for example, the Annual Programming Committee).
9. The conclusions and recommendations of the CSO remain pertinent and will be implemented in the present CP. Following the WFP Executive Board's adoption in May 1999 of the Enabling Development policy, the urban environment and sanitation activity proposed in the CSO no longer conforms to WFP policy and will not be renewed in the present CP. The Country Programme will also take full account of WFP's Commitments to Women, bearing in mind both their practical needs (food, water, etc.) and their strategic interests (creation of assets, participation in decision-making, monitoring of benefits, etc.).

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## COUNTRY PROGRAMME ACTIVITIES

### Resources and Preparation of Country Programme

10. The present CP reflects WFP and the Government's priorities while taking account of the country's absorption capacity. WFP's contribution for the 2002–2005 period is estimated at 15,368 tons of food (i.e. some 3,840 tons a year) at an operational cost of US\$9.8 million. The beneficiary population is estimated at 110,000 persons a year. The level of proposed resources was determined on the basis of the populations' needs and on the possibilities for partnerships, while also taking account of new mechanisms of execution and logistics control which make distribution more reliable. Other parameters have been included, such as the logistics costs and the need to enhance monitoring of activities. On this basis, direct operational costs amount to some US\$5.9 million for the Assistance to Primary Education component and to US\$3.9 million for the Rural Development component. In order to offer an effective incentive while also respecting local food habits, the food basket will be composed of rice, vegetable oil and peas or beans.
11. The basic activities foreseen in the present programme are set out in the table below:



Activity	Quantity of products (tons)	Breakdown of tonnage by activity (percentage)	Total beneficiaries (2002–2005)	Women and girl beneficiaries (2002–2005)
<b>Activity 1:</b> Support to Primary and Girls' Education	9 055	58,9	270 000	143 000
<b>Activity 2:</b> Community Rural Development	6 313	41,1	170 000	102 000
<b>Total</b>	<b>15 368</b>	<b>100</b>	<b>440 000</b>	<b>245 000</b>

12. If additional resources become available, they would serve to reinforce the two basic activities (see also paragraphs 77 and 78). Coverage would be extended to the canteens of all the rural schools in the target areas while support would be given to the rehabilitation of the areas damaged by the mass influx of refugees. Food required for these supplementary activities would total some 5,800 tons, equivalent to some US\$3.7 million in direct operational costs.
13. The Government is experiencing severe budgetary constraints, but its share of co-financing will cover the recurring costs of implementing the two basic activities (staff salaries, premises, etc.) and include technical monitoring of the Rural Development activity. Given the Government's limited financial means and the adoption of a participatory approach, the strong presence of bilateral and multilateral partners as well as NGOs is vital to the success of activities. Although WFP has identified a number of partners, particularly NGOs, it will have to make a sizeable contribution out of its own resources in the form of national personnel, volunteers, consultants and non-food inputs.
14. The present Country Programme was coordinated with agencies of the United Nations system in the Republic of Guinea and its planned activities will be implemented in collaboration with organizations participating in the UNDAF 2002–2005 process. The CP is based on the Country Strategy Note of 1996 which remains substantially valid, the joint country budget and a joint WFP/UNESCO/FAO mission held in March-April 2000. It takes account of past lessons, including experience gained in support to education and in food-for-work programmes, of the results of the 1995 WFP/FAO/ILO technical examination mission on support to rural development, and of the present project's state of implementation in this sector.

## Activity 1: Support to Primary and Girls' Education

### 📌 *Strategic Focus*

15. The activity corresponds to Enabling Development objective number 2 i.e. "enabling poor households to invest in their human capital through education and training". It will help promote the basic education of children (particularly girls) from poor backgrounds.

### 📌 *Problem Analysis*

16. A large number of Guineans do not have access to primary education. Affected by poverty, food insecurity and the degradation of natural resources, rural communities in particular are often unable to send their children to school.
17. The Government has introduced several reforms to redress the situation, including the Education Sector Adjustment Programme (ESAP), which aims to increase enrolment rates



in rural areas, for girls in particular. The gross enrolment rate accordingly rose from 31.81 percent in 1990/91 to 53.53 percent in 1998/99, and from 19.66 percent to 39.98 percent for girls.<sup>2</sup>

18. There are, however, great disparities between one region and another. Demand for education is particularly low in the poor areas of Middle and Upper Guinea and the gross enrolment rates in Labé (Middle Guinea) and Kankan (Upper Guinea), for example, are respectively 37.9 percent and 43.8 percent.
19. Two factors come into play here. One is that since parents cannot send all their children to school, boys are generally the ones to go, with girls staying home to perform household chores and work in the family's fields. The other is that children have to walk long distances (sometimes more than five kilometres) to school every day, often without having had any breakfast. This also represents a limitation on the number of girls going to school.
20. Of the children who do go to school, many drop out at the end of the third year when they are transferred to comprehensive-type schools, often far away from their home villages. The global drop-out rate was estimated at 14 percent in 1996.<sup>3</sup> Again, children often return home at midday to have lunch and prefer to stay there rather than walk all the way back to school in the afternoon. In all regions, and especially from the fourth year of elementary school, girls are more liable to drop out, to stay away or to be late at school. This is because of their participation in household work or in economic activities such as stall keeping.

### 📌 Objectives, Outputs and Expected Results

21. The long-term objective of the activity is to support the Government's efforts aiming to increase the school enrolment rate at the national level by some 8 percent a year (see the strategic policy document "*Guinée Vision 2010*").
22. Immediate objectives are as follows:
  - to ensure that pupils in the areas targeted by WFP eat regularly and to contribute to the food security of the families of girls receiving dry rations;
  - to increase enrolment in schools in those areas;
  - to improve attendance rates and to reduce the drop-out and afternoon absenteeism rates, especially for girls;
  - to increase the ratio of girls attending classes of the target schools.
23. In the short term, children will obtain the calories they often lack, and that should increase their participation in school work. In the middle to long term, food aid should help make primary schoolchildren more assiduous, reduce their absenteeism and improve their ability to retain what they are taught. The resulting educational and human development benefits are clear, especially for girls.
24. The activity will cover 550 elementary schools in the 11 prefectures of the target regions. Globally, the Country Programme will benefit some 58,000 pupils, of whom 20,000 girls in the first year and 76,000 pupils, of whom 30,000 girls, in the fourth year of activities. Girls will receive dry rations in the last three years of the elementary course.

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<sup>2</sup>Statistical year-book for primary education for the 1998/99 school year and National Report on Education for All—Results in the year 2000.

<sup>3</sup> National report on human development, 1997.





Girls enrolled will account for 35 percent of all pupils at the beginning of activities and 40 percent at the end.

25. The activity will provide one meal a day in the school canteens and a dry ration of one four-litre can of oil per term per girl attending regularly. The total quantity of commodities required for the duration of the activity is 9,055 tons, of which 6,500 tons of rice, 1,300 tons of peas/beans and 1,255 tons of vegetable oil (given the incentive nature of those commodities) at a total estimated operational cost of US\$5.9 million. Girls will benefit from more than 60 percent of the resources supplied by WFP.

### ✦ **Role and Modalities of Food Aid**

26. Food aid will provide a dietary supplement to schoolchildren in the target communities and will help them remain in the school system up to the end of the elementary course. It will save children who daily travel several kilometres on foot from going home to eat at midday and will reduce absenteeism in the afternoon.
27. Parents will be encouraged to enrol their daughters at school and above all to keep them there, thanks in particular to the provision of dry rations. These will represent an income transfer to family budgets and will improve the food security of households.
28. Lastly, WFP assistance will increase the involvement of parents and of village communities in the running of their schools through the creation of School Friends' and Parents' Associations (SFPAs), which will train members to manage their school canteens.

### ✦ **Implementation Strategy**

29. Within the target areas, schools will be selected on the basis of food insecurity and low enrolment and attendance rates according to the following criteria : i) schools with less than 300 pupils (normal for rural schools); ii) at least two functioning classes; and iii) at least one full-time teacher. Absenteeism rates will not be accepted as criteria in the absence of statistics. Basic selection will be made by sub-prefecture authorities in coordination with the prefectures' directors for education and WFP sub-Offices. In principle, schools will be selected by "bunches" so as to serve all the rural schools in the same area and to avoid children being transferred from one school to another—a phenomenon limited anyway by the long distances between the schools.
30. The strategy adopted chiefly relies on partnerships and on the participatory approach with the communities concerned. Each school will be associated with a partner NGO charged with setting up the SFPA and the canteen management committee. The selected schools will thus benefit from the assistance of NGOs, the local associations and the equity sub-committees,<sup>4</sup> which will be responsible for making parents aware of the role of the parents' associations and the management committees, of the construction of infrastructures for the canteens and of the importance of sending their daughters to school. They will also be responsible for training members of the SFPAs and of the management committees. Several national and international NGOs have already agreed to support the project. The international partners are: Save the Children (Upper Guinea), World Education (Middle Guinea) and *Plan International* (Middle and Upper Guinea).
31. Given the demands they will face for various kinds of contributions, WFP will provide the communities with the non-food items (pots, pans, ladles and spoons) required to

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<sup>4</sup> There are equity sub-committees in every prefecture and their role is to ensure that boys and girls are given equal treatment in schools.



prepare and eat the meals at the schools. The dry rations will be distributed on a monthly or quarterly basis. Only girls who attend school regularly will be allowed to benefit. Those girls who absent themselves without justification more than four times in a month or ten times a term will not receive rations for the period concerned. Distribution of the food will be made by members of the SFPAs assisted by school Heads. WFP and its partners will encourage the real participation of women in the SFPAs.

### 📌 **Beneficiaries and Intended Benefits**

32. The activity will involve an annual average of 68,000 direct beneficiaries, who will all be girls and boys regularly enrolled in the primary schools selected. Dry rations will be distributed to the mothers of some 20,000 girls attending the top classes of the elementary course. Indirect beneficiaries of the activity will be the families of the schoolchildren, the mothers of the girls enrolled and the members of the SFPAs who will receive training, plus the communities operating the canteens as they will benefit from the induced long-term effects of educating their children. Women will have an active role in executing the project. They are already represented in the equity sub-committees and on the NGOs' awareness and motivation teams, where they occupy key positions. Their presence in the SFPAs will also be reinforced, thus increasing their influence in decisions regarding their lives and those of their communities.

### 📌 **Support**

33. The Secretariat of State for Development Cooperation will coordinate the activities of the Country Programme. The Ministry of pre-University and Civic Education will appoint a National Director whose responsibilities will include approving the lists of selected schools in close collaboration with WFP and the Secretariat of State for Development Cooperation. He or she will also have responsibility for supervising and inspecting the running of the canteens and the distribution of family rations in collaboration with the SFPAs, the communities concerned and WFP.
34. At the school level, members of the SFPAs will be responsible for the reception of commodities, their storage, their daily use and the distribution of dry rations. They will mobilize their fellow citizens to help provide complementary commodities and to help prepare the daily meals. Members of the SFPAs will receive training from the partner NGOs.
35. In addition to the kitchen equipment mentioned above, implementation and monitoring of the activity by WFP will require an international officer and two part-time United Nations Volunteers (UNVs) based in the target regions, plus full-time local personnel, a financial contribution from partner NGOs, training activities and running expenses. Complementary financing and interventions by other aid organizations are described below.

### 📌 **Coordination**

36. In coordination with WFP and the Government, the above-mentioned NGOs will participate in awareness-raising and training activities for the teachers and members of SFPAs and in the construction of schoolrooms. The activity will be executed in the framework of the Ten-year Educational Development Plan to be financed principally by the World Bank. In particular, the activity will be coordinated with the "Health and School Feeding Programme in Guinea", also being financed by the World Bank in the framework of the ESAP, which carries out parasite control and supplies micro-nutrients (vitamin A, iron, etc.) to children attending the selected primary schools on the basis of any deficiency



noted. The activity will also be carried out in eight of the ten prefectures assisted by UNICEF in the field of nutritional education. UNESCO will provide school books and teacher training. Other development partners will intervene in different degrees in the prefectures targeted by WFP. They include UNDP, the German Agency for Technical Cooperation (GTZ), *Kreditanstalt für Wiederaufbau* (KfW), the Japanese Development Agency, AFRICARE and the United Nations Population Fund (UNFPA).

### 📌 **Monitoring and Evaluation**

37. A monitoring and evaluation system featuring forms listing the principal indicators will be prepared to measure the progress achieved during execution of the activities. The indicators will include the number of schools assisted; the number of beneficiaries by gender at the beginning and at the end of the school year, by district, sub-prefecture and prefecture; the quantity of food consumed; the number of days of operation of the canteens; the days of distribution of dry rations and the number of recipients; the monthly attendance rates; the number of new pupils enrolled by gender; and the number of absences by gender, month and term. Special field-visit forms will be prepared for the activity.
38. Regular monitoring and evaluation will be carried out by the partners executing the activity. The above indicators, aggregated at the level of schools, will in principle be submitted in the form of reports by the NGOs to WFP and to the sub-prefectures' Directorates for Education which will pass them on after elaboration and synthesis to the prefectures' Directorates for Education, to the Ministry of Education and to the Committee for the Annual Programming of the Country Programme. Regional educational inspectors plus WFP's UNVs will review all reports. The NGOs will be responsible for the reports on commodity utilization. Prior to commencement of the activity, WFP will carry out a comparative study in collaboration with the Ministry of Education and the partners involved.

## Activity 2: Community Rural Development

### 📌 **Strategic Focus**

39. The activity corresponds to two of the five Enabling Development priorities, i.e.: "making it possible for poor families to gain and preserve assets"; and "enabling households that depend on degraded natural resources for their food security to make a shift to more sustainable livelihoods".

### 📌 **Problem Analysis**

40. Studies on poverty undertaken by the Government with the assistance of donors in 1994–1995 and reviewed in 1999<sup>5</sup> confirm that a high degree of food insecurity, characterized by seasonal exposure to hunger of part of the population, exists in the regions of Middle and Upper Guinea. The problem arises during the lean season and principally affects women, given their fewer resources. Statistics on agricultural production by administrative regions shows that the lean season can last from six to eight months in the most exposed communities. Their food insecurity essentially stems from a low level of agricultural production and the absence of any non-agricultural activities. The production deficit is due to the fact that no inputs are used and that there have been no improvements

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<sup>5</sup> 1994–1995 Integrated Household Budget and Consumption Survey and "Establishment of a Poverty Map" AGRER 1999.



to the land—both a consequence of past policies (rigid and inappropriate state management of the economy). Further constraints include degraded natural resources, scarce and unreliable rainfall and geographical isolation. To meet their cash needs (food, health, education, etc.), rural populations generally resort to usurers or to selling off their produce for what price they can get. The studies highlight the many constraints on women, including: low level of education, limited access to means of production, economic dependency and, in some cases, complete responsibility for feeding the family (in Middle Guinea, for example, some 20 percent of households are headed by women because of men's large-scale migration to urban areas).

### 📌 **Objectives, Outputs and Expected Results**

41. The activity's long-term objective consists in reducing food insecurity through the creation of assets, the restoration of degraded natural resources and the reduction of geographical isolation by supporting the Government's efforts. Immediate objectives are as follows:
  - to make up the food deficit of the target communities by providing supplementary calories and improved access to food;
  - to increase production and income, especially those of women, by increasing agricultural production and setting up income-generating activities;
  - to enhance the capacity of beneficiaries to increase and manage their productive assets by utilizing their natural resources in a sustainable manner.
42. By reassembling communities' labour force, food aid will make it possible to mobilize villagers during the lean season for land improvement and rehabilitation works which, with technical support, will help them create assets of high quality. Such assets would enhance their food security in a sustainable way, increase their food production, provide new sources of income, improve sales of their produce and provide wider access to food and to basic social services. They would also help to regenerate degraded natural resources.
43. The assets to be created include the improvement of 600 hectares of bottomlands, the planting of 600 hectares of community forests, the protection of 200 hectares of farmlands, the rehabilitation of 1,600 kilometres of rural tracks and the creation of economically viable activities such as market gardening and handicrafts. Technical capacities would be reinforced and female groups of more than 5,000 would be set up and empowered. Assets creation and improved communications will be measurable in terms of the number of hectares improved and farmed, the number of hectares of village forests cleared and planted, the number of kilometres of anti-erosion earthworks built, the number of quickset hedge nurseries, and the number of kilometres of firebreaks set up and of tracks improved.
44. Indicators used to measure the level of completion of the objectives will include the number of meals taken daily during the lean season, the increase in food crops and market vegetable production and the decrease in rural-to-urban migration. Qualitative indicators to be used include the level of participation by women in the works' executive and management committees and the level of empowerment of women and of assisted groups.
45. Depending on the works, the activity will provide one meal a day on the spot and/or one dry family ration to some 170,000 beneficiaries (including those receiving family rations). A total of 6,313 tons of food will be required (5,489 tons of rice, 549 of dry vegetables and 275 of vegetable oil), at an estimated direct operational cost of US\$3.9 million.



### ✧ *Role and Modalities of Food Aid*

46. The activity will take place in the two poorest regions of the Republic of Guinea. The food-deficit (lean) periods can last from six to eight months a year there, particularly in certain areas around Dinguiraye, Kouroussa and Mandiana in Upper Guinea (January/February to August/September). Food aid will supply populations with the energy they need to undertake physically demanding work (bottomlands improvement, reforestation, rehabilitation of rural tracks) and will enable them to live better during the lean period. Food aid appears best adapted to those isolated, weakened communities, who are often incapable of producing any significant physical effort. For many women participating in market-gardening or handicrafts groups, food aid will mean they can save money on buying food for the family and diminish their debt burden. Part of such savings can be reinvested in group activities.

### ✧ *Implementation Strategy*

47. Results of previous WFP assistance in this sector are mixed. Food aid was not always properly targeted in the past and part of the commodities went to groups who were not among those selected. The present activity's implementation strategy significantly reduces such risks following the adoption of the participatory approach, of vulnerability mapping and of new logistics and execution mechanisms. An enhanced monitoring system, as used in the ongoing project 5664.00, has also been introduced.
48. Global responsibility for the activity, including technical supervision, will rest with the Government (rural engineering, department of water and forests, etc.), while it will be executed by the communities themselves with the support of national and international NGOs and other partners. The activities envisaged will be initiated and implemented by the beneficiary communities, especially the women's groups. An annual work plan and a timetable for utilization of food aid will be drawn up by the participating communities, the Government and the partners all represented in the annual Programming Committee. Village development committees either already in existence or to be created on the basis of participatory community surveys (at least 50 percent of the committee members must be women) and, in certain activities, women's groups, will be given responsibility for the works and will be answerable for the correct utilization of the aid in collaboration with the partner NGOs.
49. The works planned are, generally speaking, seasonal. Improvement of the bottomlands and tracks and income-generating activities (such as market gardening) will be carried out in the dry season (January to May). Most of the forestry activities will be conducted during the rainy season (June to August).
50. The activity will benefit from the support of the Government technical services concerned (National Directorate of Rural Engineering, National Service for Rural Promotion and Agricultural Extension) and of national and international NGOs who have agreed to train, equip (hand tools) and organize the beneficiaries in maintaining the rehabilitated bottomlands and tracks and in managing the works efficiently so as to achieve sustainable results. Some beneficiary populations have already organized themselves to maintain the works through, for example, the Village Committees for the Maintenance of Tracks supported by the National Directorate of Rural Engineering and the American NGO AFRICARE.





### 📌 **Participants and Intended Benefits**

51. Participants in the food-for-work activities will include: i) village men and women working on bottomlands improvement and tracks rehabilitation; ii) women participating in groups running an activity on a cooperative basis; and iii) men and women participating in community reforestation and natural resources protection works, i.e. 40,000 to 45,000 persons for the duration of the activity. The total number of beneficiaries is estimated at 170,000, with more than 60 percent of women, in the 11 poorest most food-insecure prefectures identified in Middle and Upper Guinea. A number of the activities selected (market gardening, bottomlands rice cultivation, stone-paving and protective walls) are traditionally performed by women. The participation of women in decision-making and management committees will be strongly encouraged by WFP and its partners.
52. The activity will contribute to generating additional income and help improve the food security of populations. It is projected that the effects of the programme could cover the annual rice consumption needs of 400 farming families in the bottomlands. Women will benefit especially from this activity, both as participants in decision-making, management and in the training sessions, and as villagers with improved communications for their commercial activities. Other benefits to women include improved access as group members to basic social services and access to higher incomes. Lastly, beneficiaries of the rural tracks will be the poorest village men and women taking part in the rehabilitation works. The rehabilitated tracks will give them improved access to rural markets and to basic social services (health centres and surgeries) and make it possible for them to satisfy their basic needs.

### 📌 **Support**

53. Support activities will include assistance to the participatory village survey, and the provision of technical services such as topographical surveys and studies, and staking out and overseeing the works. Sub-activities in the nursery and market-gardening works will include the training of participants.
54. Due to the Government's budgetary constraints, WFP will make a special effort to ensure the proper functioning of the rural development activity, contributing for instance to the identification and programming of sub-activities. As briefly indicated in connection with the education activity, WFP will therefore reinforce its sub-offices in Labé and Kouroussa with four national assistants, two drivers and two UNVs. Training given to personnel will emphasize WFP's Commitments to Women.
55. Hand tools needed for rural engineering activities will be purchased with funds supplied by WFP or other donors. For larger-scale activities, preliminary surveys will be conducted under the responsibility of the Government's services for rural engineering, agriculture, water and forests. Under a ministerial decree the Government has already supplied technical personnel and certain running expenses to ongoing project 5664.00. WFP will also hire national or regional consultants to provide the activities with appropriate technical management.
56. Principal partners expected to join in this activity, all of whom are already collaborating with WFP, are *Association pour le développement du Mali* (ADEMA), *Assistance au développement communautaire associatif* (ADECOMA), UNDP's Support to Community-based Initiatives and Opportunities and Industrialization Centers International.



### ✧ **Coordination**

57. In order to implement the activity, WFP has harmonized its intervention with that of other United Nations agencies present in Guinea and participating in the United Nations Development Assistance Framework (UNDAF). They include FAO, which will provide technical expertise and advice in conformity with its Special Programme for Food Security and its Technical Cooperation Programme. UNDP will also play a prominent role in formulating and evaluating sub-activities. The activity will benefit from equipment and reports funded by the World Bank through the Support Programme to Village Communities and the future National Programme for Rural Infrastructures. Bilateral donors may eventually be called upon to supply targeted and limited material support.

### ✧ **Monitoring and Evaluation**

58. The monitoring system will supply clear, concise and pertinent data from the communities concerned to the WFP country office and the ministries concerned through the prefecture services and the WFP sub-offices in Labé and Kouroussa. Given various constraints, particularly as regards personnel and communications, monitoring and evaluation will have to concentrate on fundamentals and the selected indicators will have to be both limited and pertinent as regards the objectives to be attained.

59. Monitoring indicators will include basic data concerning the socio-economic conditions of beneficiaries (particularly women). In order to obtain these data, rapid rural appraisals will be conducted regularly in communities representative of the programme as a whole. The aim will be to obtain a precise picture of their food insecurity, of the nutritional status of target groups, of the situation of women and of the economic status of the community. This will make it possible to measure the impact of the activities being implemented.

### Emergency Operations, Protracted Relief and Recovery Operations (PRROs) and Special Operations

60. Whereas Guinea is not in an ecological zone subject to natural disasters, it is nevertheless in the centre of a region with a long history of political instability and civil wars. Since 1990, Guinea has given shelter to up to a million refugees from Liberia and Sierra Leone, thus shouldering a heavy security and financial burden. In 2000, WFP implemented a PRRO in the Republic of Guinea which supplied some 50,000 tons of food to 400,000 refugees from Liberia and Sierra Leone.

61. Recent violent cross-border attacks involving Guinea, Liberia and Sierra Leone have caused hundreds of dead (including international humanitarian personnel from United Nations agencies), extensive damage and a massive exodus of Guineans towards the interior of the country. In December 2000 WFP launched a three-month emergency operation to supply 2,000 tons of commodities to 50,000 critically food-insecure Guinean internally displaced persons (IDPs). With the political situation in certain neighbouring countries still very delicate, WFP has drawn up and regularly updates a contingency plan for emergency situations.

62. WFP is thus operating a three-pronged aid strategy in Guinea:

- in the regions of Middle and Upper Guinea, which are very far from the borders and where chronic food insecurity is most acute, WFP will concentrate the activities of the present Country Programme;
- in areas on the borders with Liberia and Sierra Leone, WFP is continuing its PRRO on behalf of refugees and the local populations involved, offering food assistance and,



depending on available resources, food-for-work activities, food-for-skills training and school canteens;

- in the towns located towards the interior of the country, WFP is providing emergency aid to displaced Guinean populations fleeing from the border conflicts with Liberia and Sierra Leone.

### Support Activities

63. Monitoring of food security in the target areas and the rest of the country will continue through vulnerability analysis and mapping (VAM), especially as regards the formulation of each activity, with the support of the VAM Unit at headquarters.
64. The gender-specific approach will continue to be developed. WFP will give priority to the refinement of gender-oriented data in monitoring and evaluation and other reports, to the increased integration of women in local groups or committees responsible for aid management, and to the direct delivery to women of a growing proportion of the food distributed. Partner organizations have been made aware of the importance of these issues. Studies and specific training seminars will be held.

### Key Problems, Hypotheses and Risks

65. The present Country Programme reflects the Government's policy on poverty alleviation, food security, gender equity and the protection of natural resources. The programme would become more difficult to implement if other crises in the sub-region were to monopolize the attention and resources of the Government and of donors.
66. Efficient implementation of activities presupposes a prior investment in personnel and equipment by the Government, plus the support of bilateral donors for operational non-food costs. It also depends on the participation of NGOs in programming, technical assistance and monitoring and on sufficient WFP personnel being available to ensure the smooth running of the programme. Lack of such support would compromise the success of activities. An active search for partnerships and the financial support expected from donors should limit such risks.

## COUNTRY PROGRAMME IMPLEMENTATION

### Pre-assessment

67. Activities foreseen under this programme will be formulated by the country office with the technical assistance of WFP's regional office for West Africa. Technical examination and evaluation missions with the support of the United Nations agencies involved will be conducted in the first semester of 2002 for the preparation of individual activities. Agencies participating in the UNDAF process will be consulted during formulation of activities in collaboration with the Government, NGOs, and the representatives of partners and donors concerned. Activities will be approved by the local Programme Review Committee. Special attention will be paid to the elaboration of raw data, to the selection of indicators for monitoring-evaluation, and to the preferences of the populations targeted by the programme. Activity 1 (education) will benefit from the experience of international NGOs with a track record in the field of primary education. As for activity 2 (rural development), this will benefit from the experience gained with project 5664.00, which has been operational since end-1999.





## Programme Implementation

68. Since the end of 1999 WFP has posted two volunteers to Labé and Kouroussa, which made it possible to resume a regional development programme. Using a decentralized management approach in close touch with beneficiaries, the two regional sub-offices will play an essential role in the implementation of the Country Programme and will need additional human resources. Specific resources should be allocated to enhance the intervention capacity of WFP personnel on gender issues.
69. Strategic coordination of the programme will be under the responsibility of the Secretariat of State for Development Cooperation. Implementation of activities 1 and 2 will be the task of the Ministry for pre-University and Civic Education (Directorate for Elementary Education) and The Ministry for Agriculture and Animal Husbandry (Directorate of Rural Engineering, Water and Forests) respectively with the collaboration of the Ministry for Social Affairs, Women's Promotion and Children (Directorate of Women's Promotion). In close collaboration with the NGOs, other partners, and WFP at regional and national level, the technical departments will coordinate the identification of participating communities and of sub-activities. They will also coordinate programming of activities and of food assistance, technical support, supervision of activities and preparation of technical reports.
70. At the national level, an annual Programming Committee, whose secretariat will be run by WFP, will be set up. Participants will be the National Directorate for International Development Cooperation, the technical ministries involved, the various programme partners, the NGOs, representatives of the beneficiary communities and WFP. In all activities, the selection of beneficiary communities as well as the conditions for utilizing the programme's resources will be jointly decided by the Government and WFP.
71. Aid will be supplied to a community upon request being made by male and female members of that community. The community in question will need to have a functioning Parents' Association (mothers and fathers) in existence to participate in the school feeding activity, or a village committee (men and women) or a women's group for the rural development activity. The presence of a partner NGO will be determining in this context. The NGO will be responsible for awareness-raising with the communities concerned and for helping them set up the above structures. This should help the communities, including women, make a clearly-worded application and participate fully in the selection and implementation of activities and in the management of food.
72. The two activities proposed under this CP will be implemented principally with Government and WFP resources. However, given the Government's budgetary situation and WFP's generally limited monetary resources for development activities, WFP will continue to systematically search for complementary financing from donors present in the above-mentioned sectors, i.e. technical support and non-food inputs.
73. Logistics arrangements will be identical for both activities. WFP will be responsible for shipping the food to Conakry, where it will be stored in WFP's central warehouse. WFP will then arrange for the commodities to be onforwarded to intermediate delivery points (Labé and Kouroussa) by private truckers (some exceptions may be made locally), and from there to the work sites. Drawing on the lessons of the past, WFP will therefore retain control of the commodities up to the final distribution points so as to reach the beneficiary communities directly. The latter will be extensively involved in the management of the supplies at local level, which should guarantee improved control there too. Internal transport, storage and handling (ITSH) costs will be entirely covered by WFP given the major financial difficulties faced by the Government, difficulties exacerbated by the influx of refugees, the problem of IDPs and violence on the borders.



## Programme Monitoring and Audit

74. The monitoring and evaluation system will be based principally on the baseline surveys (for the education activity) and on the rapid rural appraisals (for the rural development activity), and on the statistics collected for the two activities. During implementation of the programme, a simple and appropriate monitoring and evaluation system will be designed by WFP and the Government, care being taken not to confuse village participants with repetitive and over-complex questions. The Government will be responsible for the CP's implementation reports, while the WFP country office will look after compilation of half-yearly progress reports and normal activity reports.
75. Because of Guinea's relative immunity to natural disasters, it is not necessary for WFP to invest in the management of an early warning system. Given their knowledge of local conditions, WFP's sub-Offices and the authorities in the field are in a position to inform WFP in the event of a local calamity occurring. As mentioned above, vulnerability mapping of Guinea will be updated regularly on the basis, among others, of the regular surveys conducted by the Secretariat of State for Development Cooperation, the World Bank or UNDP.
76. The programme's funds will be managed in complete conformity with WFP's budgetary and financial regulations (half-yearly financial reports, for example). As explained above, food management will be completely controlled by WFP with the active participation of the beneficiaries themselves and of partner NGOs on a day-to-day basis (registers of stocks movements, delivery and withdrawal notes) and with the preparation of monthly and quarterly commodity utilization reports.

## Adjustments to the Programme and Supplementary Activities

77. Given the resources available for the programming of WFP assistance in Guinea, the school canteens activity cannot cover all the schools in the rural areas targeted, and this despite the low school enrolment rates and the high food insecurity characterizing the region. Should additional resources become available, the activity could be expanded to reach all primary school-age children in the target regions. This would require additional aid of 3,500 tons of food at an estimated direct operational cost of US\$2.3 million.
78. The border areas with Sierra Leone and Liberia have absorbed a very large refugee population over the past decade. The negative impact of their prolonged stay on natural resources, infrastructures and on the economy of the regions would justify their rehabilitation for local populations. The type of intervention will depend on the situation on the ground. If the security situation improves, WFP could consider including a rehabilitation component in its PRRO for Guinea. And if civil strife ends in Guinea's neighbouring countries and the refugees return home, the rural development activity of the present Country Programme could be extended to those regions. A supplementary activity of this kind would require commodities totalling some 2,300 tons, at a direct operational cost of about US\$1.4 million.

## Evaluation

79. Monitoring procedures and reports planned for this Country Programme have been detailed above. In conformity with WFP procedures, the present Country Programme will undergo an interim evaluation after two years of operations, followed by an update of the CSO. The education activity, which is new for WFP in Guinea and will absorb a large proportion of resources, will be submitted to a mid-term technical evaluation.



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## RECOMMENDATION

80. The Executive Director of WFP recommends the present Country Programme for the period 2002–2005 for approval by the Executive Board.



## ANNEX I

## BUDGET OF COUNTRY PROGRAMME DIRECT COSTS (2002–2005)

Total by Activity		Quantity of products (tons)	Cost of products	Direct Operational Costs (US\$)		Total DOC
				Transport ITSH	Others DOC <sup>1</sup>	
<b>Activity 1:</b> Support to Primary and Girls' Education	Core (WFP)	9 055	3 171 000	2 422 000	280 000	5 873 000
	Government				150 000	150 000
	Other	3 500	1 226 000	936 000	108 000	2 270 000
<b>Sub-total</b>		<b>12 555</b>	<b>4 397 000</b>	<b>3 358 000</b>	<b>538 000</b>	<b>8 293 000</b>
<b>Activity 2:</b> Rural development	Core (WFP)	6 313	1 959 000	1 689 000	240 000	3 888 000
	Government				100 000	100 000
	Other	2 300	715 000	617 000	88 000	1 420 000
<b>Sub-total</b>		<b>8 613</b>	<b>2 674 000</b>	<b>2 306 000</b>	<b>428 000</b>	<b>5 408 000</b>

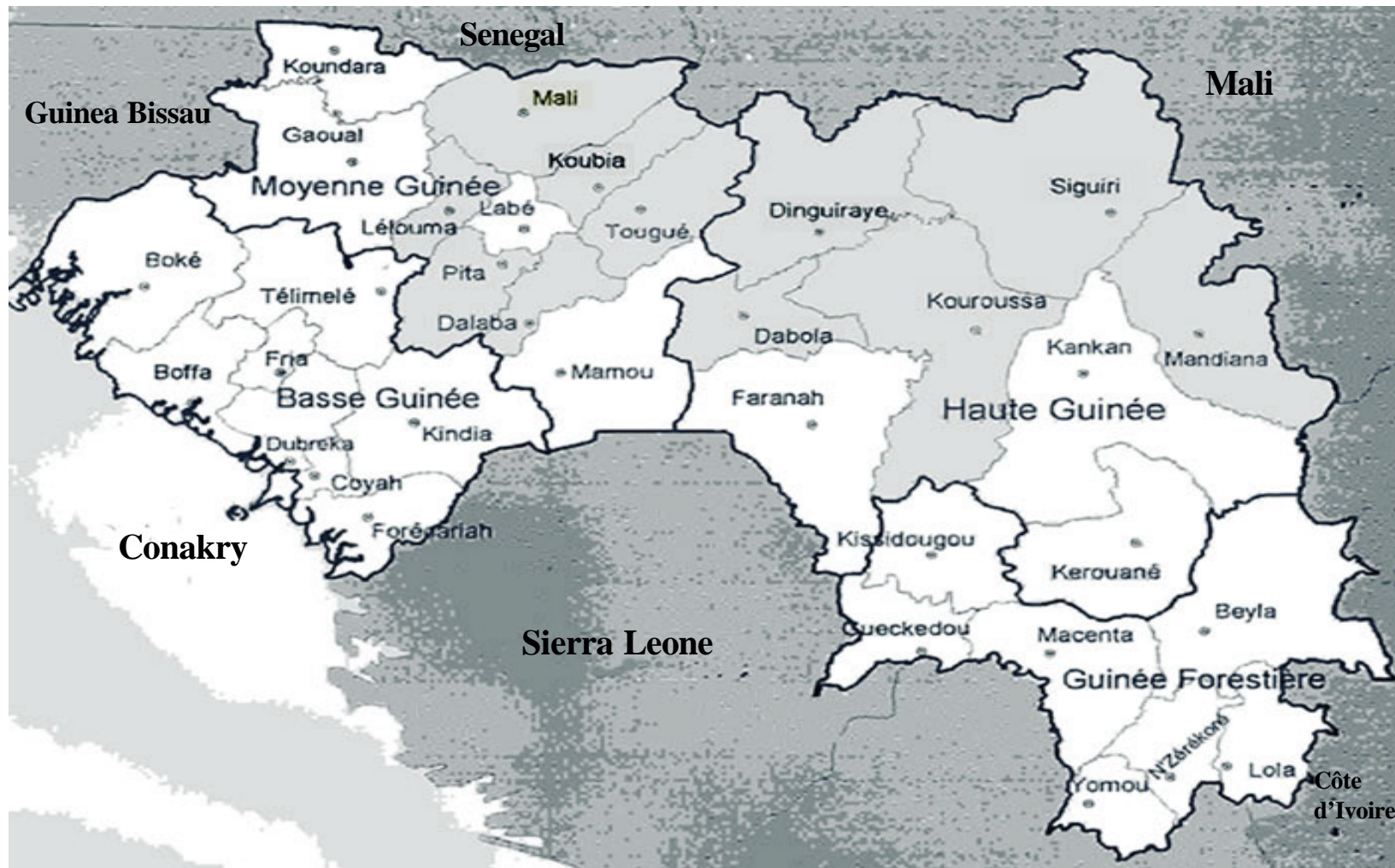
Total by Category	Quantity of products (tons)	Cost of products	Direct Operational Costs (US\$)			Direct support costs (US\$)
			Transport ITSH	Others DOC <sup>1</sup>	Total DOC	Total DSC
Core (WFP)	15 368	5 130 000	4 111 000	520 000	9 761 000	1 099 000
Government				250 000	250 000	
Other	5 800	1 941 000	1 553 000	196 000	196 000	415 000
<b>Sub-Total</b>	<b>21 168</b>	<b>7 071 000</b>	<b>5 664 000</b>	<b>966 000</b>	<b>13 701 000</b>	<b>1 514 000</b>

<sup>1</sup> Resources in personnel, non-food items and services exclusively destined for beneficiaries, the Government or execution partners and/or the entire costs of transforming the commodities, e.g. by milling.



ANNEX II

GUINEA—AREAS TARGETED BY THE COUNTRY PROGRAMME



The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.

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## LIST OF ACRONYMS USED IN THE DOCUMENT

CSO	Country Strategy Outline
ESAP	Education Sector Adjustment Programme
IDP	Internally Displaced Person
PRRO	Protracted Relief and Recovery Operation
SFPA	School Friends' and Parents' Association
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's fund
UNV	United Nations Volunteers
VAM	Vulnerability Analysis and Mapping