

1. IDENTIFICATION

Country name:	Guinea
Country code:	GIN
Country Program name:	Governance and Civil Society Development
Country Program Code:	CPO 11
Domain (s)	Education, Growing Up Healthy, Habitat
Covers fiscal years:	2005 – 2010
Date to begin (month/year):	July 2004
Date to end (month/year):	June 2010
Program Unit(s):	1013

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Guinea is one of the most naturally endowed countries in West Africa. The country is endowed with fertile lands and heavy rainfall. Many of the West Africa's largest rivers have their origins in Guinea. Guinea is a country that has been described as a "geological scandal" in the sense that expensive minerals lie for space below ground. Ironically, Guinea is one of the poorest countries in the world. Some of the main causes of this poverty can be traced to lack of good governance, a weak civil society and an environment of violence and instability in the Mano River region (Guinea, Liberia and Sierra Leon).

2.1. Decentralization

To address the issue of good governance, the Government of Guinea's decentralization policy that has been introduced in 1984, calls for the reduction of the government's roles in favor of a greater participation by local collectivities in their own development process. The decentralization policy, while stating on the necessary importance of community's participation, recognizes that the development process also requires an approach that allows and fosters the following:

- The significant representation of all stakeholders in decision making process;
- The control and overseeing of local affairs by local stakeholders; and
- The partnership and collaboration between the local actors such as, local government units (LGUs), Community Based Organizations (CBOs) and other Civil Society Organizations (CSOs).

The decentralization process in the Forest Region has enabled Rural Community Development Councils (RCDC), Community Based Organizations (CBOs) and Non Governmental Organizations (NGOs) to begin taking on responsibility for their own development. Decentralization and Governance Baseline Survey conducted in February 2005 pointed out the following progress:

1. Basic official documents on decentralization policies and regulations are available to about 25% of the Rural Councils and to less than 5% of interested governmental technical services.
2. Roughly, 50% of the communities have worked out a Local Development Plan that is based on a socio-economic diagnosis and using a participative approach. Only 25% of the conducted diagnosis have been documented. In addition, all of the available documents lack some basic elements.
3. Efforts have been made in most of the communities to involve local social groups in the planning process. But, some groups are still frequently left out and, in urban communities few citizens are reached by the consultations.
4. For all communities, some available local financial resources are left out of budgets (fines, fees, etc.). The recovery rates are around 70% on average for all types of resources; and many communities are facing difficulties to collecting public health and entertainment taxes. Generally, the donations, subsidies, grants and citizens voluntary contributions are not taken into account.
5. Regarding the CBOs management, women represent about 40% of membership of the management committees, 3% of the presidencies and 75% of treasurer's offices.
6. Finally, due to the continued lack of understanding of the decentralization policy and to the lack of available resources to successfully implement the policy, the achievements have been very limited.

2.2. Civil Society:

The limited capacity of the local actors to articulate and influence policies together, the low literacy rate and civic knowledge and understanding have constituted hurdles to political dialogue, negotiation, good management, social justice and equality between the different entities of society. Since the early 1990s,

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many CBOs, local and national NGOs and private initiatives have cropped up in a massive associative movement to promote popular awareness and participation in community development. These organizations are young and inexperienced in conceiving, managing and evaluating development activities. They also lack confidence, necessary human and financial resources and, capacity to function properly. In addition, lack of understanding by local leaders and government personnel of their roles and responsibilities have limited the efficiency of these emerging bodies. Therefore, these bodies' weaknesses have constituted a strong obstacle to the effective participation of the communities in planning, monitoring and evaluating their own development process.

2.3. Lack of accountability and Transparency

Local leaders have the penchant to manage local resources and make decisions related to community development without involving the general community in the process. For example, the decentralization texts incorporate annual general assemblies to discuss progress related to development activities (education, water and sanitation, health, economic), but few of these assemblies actually take place.

Also, the membership of local committee members (water, education, etc.) is not renewed regularly, as stipulated in the decentralization texts. As well, local officials mandate has not been renewed for a long time. For example, the Rural Development Councils and the Municipal Councils should have changed in 2000.

As stated above, only about 25% of the rural councils possess official documents related to the decentralization policies. As well, information related to budgets, public expenditures, and decisions is not often disseminated within villages, or the CRDs. And when this information is disseminated, the used language is French, which most of the community members do not understand.

2.4 - Participation of children, women and other marginalized groups in good governance

The marginalized groups (Children, women, etc.) are not fully involved when decisions are being taken at the local level regarding the management and the overseeing of local resources and services.

As far as the children and the others marginalized groups are concerned in the Forest Region, their representation at the different decision-making levels is insufficient. This is mainly due to the social and cultural consideration. Overall this consideration, the organizations of these groups when they exist are not enough structured and are unable to play fully their roles as actors of local governance.

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3. PREVIOUS EXPERIENCES

3.1 Previous evaluations of this or related programs

Plan has been supporting and co-financing many projects and activities in its previous “Community Capacity Building” program that constituted proper experiences in terms of decentralization and effective community participation in decision-making. The final evaluation (2004) of the Capacity Building program emphasized on the following conclusions:

1. The transversal nature of the program;
2. The Reinforcement of child participation and gender equity in the program; and
3. The implementation of a baseline survey before the starting of the new program. Attached to the CPO is the baseline survey report.
4. The systematic transfer of skills to communities in an efficient manner, but also, the analysis of the 15 years of Plan Guinea CCCD approach may lead to the following lessons:

Plan Guinea previous Community Capacity Building CPO and the USAID funded RESTOR project tested a number of the premises listed above. They both demonstrated the important benefits from the NGOs’ assistance to the LGUs and CBOs. They also showed the need for institutional support to be provided to LGUs and NGOs. This CPO strategy takes into account the major findings of these experiences in focusing on the following:

1. The promotion of a transparency and good governance practices and participatory approach at all levels throughout the program area;
2. The provision of supports for participatory planning, implementation, overseeing and evaluation of sustainable community activities that foster the respect of child and human rights;
3. The systemic support to Rural Development Community Councils, Civil Society Organizations in general, focusing on CBOs, NGOs and NGO networks,
4. The promotion of learning approaches to ensure that needed skills are available and generated by the analysis of the situation and experiences of the program stakeholders

3.2 Fitting the CPO into Communities

The concept of **partnership** is the first pillar of Plan Guinea’s approach. During the implementation of this CPO, the promotion of the partnership between the actors will consist in identifying and collaborating with the local institutions that demonstrate adhesion to commonly held development values and principles (good management, transparency, respect for rights, and community empowerment). This also, should contribute to progress the cause of children and improve their living conditions in their communities. Therefore, the effectiveness, the know-how of these entities including local community-based, public and private organizations will be a critical issue that be addressed.

The promotion of Transparency and Good Governance means the involvement of the considered actors in the decision-making process and the dissemination of relevant information to all partners as well as to civil society and to the general public.

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Transparency is one of the most important support to good management (governance) and it's set as a prerequisite to get the necessary mutual confidence for a long-lasting and fruitful partnership. Without transparency, there is no durable partnership worthy of the name, and there is no good governance. Plan Guinea should continue to be a model of transparency and of good management and would like to inspire these competencies and values to other partners, thus promoting a stronger civil society.

Community ownership concept also is fully integrated into the CPO strategy. It says to communities "You are the owners of the programs". This, contrary to the situation where Plan personnel and management would appear as the owners, and the communities as the receivers of the benefits.

Furthermore, "community ownership" is the result of the process by which communities adopt and use the financial resources, the know-how and the best practices that allow them to realize that they could be owners of and actors in their own development.

The community ownership process will be fostered by:

- Letting the communities make decisions concerning the allocation of the financial resources provided to them by the donors through Plan Guinea;
- Ensuring that people have all needed information and training to make judicious decisions and encouraging partnership and transparency;
- Setting the stage allowing the communities to carry out all project/program implementation processes (planning activities, implementing, monitoring and evaluating) and, encouraging the "learn by doing" methods;
- Accompanying communities by inserting Plan into the community's own agenda, instead of trying to fit the community into Plan's agenda.
- Ensuring the sustainability through the emergence of skilled human resources and mechanisms that are able to secure the resources and the quality of the services provided to the communities. For example, when management committees and are community animators from the community nad, partner NGOs staff are living and working in their communities, etc....

FITTING PLAN INTO COMMUNITIES

Plan recognises that the life of partner communities has its own rhythm. People are very occupied with their own daily activities without which they could not eat or live. One of the challenges of **Plan** is to try to insert its programme into the community's agenda, rather than trying to fit the community into its own programme. **Plan** should realise that its support to communities is simply a complement to what they do for themselves already, which is quite considerable.

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4. PROGRAM OBJECTIVES AND OUTCOMES

The objectives of this program are as follows:

1. To strengthen CRDs' community councils' capacities to assume their role and responsibilities as defined in policies and regulations related to decentralization.
2. To strengthen CBOs' capacities to assume their roles and responsibilities in the planning, control and overseeing of education/health & sanitation service delivery at community level.
3. To strengthen the capacity of service providers (public, NGO, private sectors) to assume their roles and responsibilities in the planning, control and overseeing of education/health & sanitation service delivery at community level.
4. To strengthen the capacity of community members, particularly children, youth, women and other marginalized groups, to assume their responsibilities and reclaim their rights.

Outcome # 1: Improved cooperation between local government bodies, NGOs, CBOs and the private sector
Performance Indicators
43 LDP participatory designed and implemented at the end of the program At least 430 consultation/meetings organized with representatives of GoG, LGU, CBO, NGOs, Women and Children At least 43 partnership agreements signed between LGU/NGO/CBO
Outcome # 2: More citizens participation, control and overseeing of basic services including health, education, natural resources management, community development.
All Community management committees elected and trained At least each CRD organized Yearly review and evaluation session At least 85% of projects ranked as well managed based on community evaluation criteria defined on Plan Guinea CMP procedures At least 430 Quality and Performance of Education/health services review organized
Outcome # 3: More capable Civil Society Organizations (NGOs and CBOs).
At least 75% of local NGOs throughout the Forest Region fare successfully the Institutional Assessment At least 75 % of assisted NGOs ranked 8/10 by audits At least 01 NGO network/sector set up At least 40% of assisted NGOs has diversified their funding sources
Outcome # 4: Increased community mobilization for Child Rights/Gender Equity promotion and HIV-AIDS prevention.
At least 30% of community funds dedicated to marginalized groups (women, children, etc.) At least each assisted CRD has reached 90% of Birth registration delivery rate At least each CRD 's TBS over 80% All CRDs has set up functional Child Committee At least 50% of LDP boards are women At least each LGU/Head of Education/Health/NGOs staffs know all 12 child rights and adopt Child Protection Policy

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5.INDICATORS

<i>Indicator</i>	Means of Verification	% at start of CPO	Objective % at end of CPO
Objective 1: To strengthen CRDs' community councils' capacities to assume their role and responsibilities as defined in policies and regulations related to decentralization.			
% of CRDs that have local development plan based on participative diagnosis.	Baseline survey	30%	80%
% of CRDs ranked "capable" according to CMP criteria (<i>% of completion, community mobilization, management and technical quality</i>)	Baseline survey		
% of community management committees and commissions with women president	Baseline survey	3%	30%
% of CRDs that have functional mechanisms for the maintenance of public infrastructures	Baseline survey	TBD	TBD
% CRDs that have conducted evaluations of their projects according to criteria agreed by communities, Plan and partners, that are integrated into CMP procedures	Baseline survey	0%	80%
Objective 2: To strengthen CBOs' capacities to assume their roles and responsibilities in the planning, control and overseeing of education/health & sanitation service delivery at community level.			
% of schools managed with the participation of community leaders			
% of schools managed with the participation of school children			
% of PTAs/School Dev Committees that have been trained and are operational			
% schools that have School Improvement Plans			
% of districts that have functional health committees		12.5 %	60%
% of districts with functional water management committees		TBD	TBD
% of health centers that have operational management committees			
Objective 3: To strengthen the capacity of service providers (public, NGO, private sectors) to assume their roles and responsibilities in the planning, control and overseeing of education/health & sanitation service delivery at community level.			
% of CSOs supported by Plan and having adequate management systems and manuals of procedures.	Baseline survey	84%	100%
% of CSOs not supported by Plan but having adequate management systems and manuals of procedures.	Baseline survey	35%	70%
% of CSOs participating in the planning process of development activities	Baseline survey	33%	80%
% of CSOs whose members have access to the management /financial records	Baseline survey	33%	80%
% of citizens "satisfied" by the services delivery by service providers			
Objective 4: To strengthen the capacity of community members, particularly children, youth, women and other marginalized groups, to assume their responsibilities and reclaim their rights.			

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<p>At least 30% of community funds dedicated to marginalized groups (women, children, etc.)</p> <p>At least each assisted CRD has reached 90% of Birth registration delivery rate</p> <p>At least each CRD's TBS over 80%</p> <p>At least all CRDs has set up functional Child Committee</p> <p>At least 50% of LDP boards are women</p> <p>At least each LGU/Head of Education/Health/NGOs staffs know all 12 child rights and adopt Child Protection Policy</p>			
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6. PROGRAM APPROACH

The program approach focuses on the following aspects:

1. Promotion of good governance including accountability and transparency at all levels throughout the program area.
 - i. What is good citizenship
 - ii. Participatory leadership
 - iii. Rights-based programming
 - iv. Information sharing
 - v. Building on indigenous knowledge and systems.
2. Building the capacity of Rural Development Community Councils, Civil Society Organizations in general, focusing on CBOs, NGOs and NGO networks
 - i. Local development planning
 - ii. Skills building (training center, internships, exchanges, coaching)
 - iii. Administrative and financial management, project cycle management, strategic planning, participatory approaches, organizational assessment, communications, advocacy and lobbying, building alliances and partnerships,
 - iv. Networking development
3. Adopting a process of continuous learning and sharing
 - i. Within Plan Guinea
 - ii. Within local structures (CBOs, NGOs, local government units, etc)
 - iii. Amongst organizations
 - iv. With general population
4. Collaboration and Partnership
 - i. Continuing partnership with CBOs (COPPIG, CCPP, APEAE, CVS)
 - ii. Continuing collaboration with government units (MATD, DPE, DPS)
 - iii. Working with existing partners (AACG, TransCons, GPS, ZALIAC, GACOBO, community radio stations)
 - iv. Developing new partnerships (INADER, APARFE, AMWCY, Orange Bleue, etc).
5. Integration
 - i. Identifying, integrating and addressing the local governance issues raised by the other programs
 - ii. Leading the needed synergy between the different programs when planning, implementing and monitoring the crosscutting activities
6. Communication
 - i. Continuing the use of the rural radios as an important development tool for promoting the good governance
 - ii. A communications strategy will be developed as part of the development of an overall communications strategy for all CPOs.
7. Learning, documenting and sharing lessons learnt and best practices
 - i. Relying largely on external resources for facilitating and producing various types of tools and guides for training and capacity building in: planning, financial management, facilitation, diagnosis, training of trainers, negotiation, advocacy skills)

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7. ASSUMPTIONS AND RISKS

Some of Plan Guinea's assumptions are:

- **Stability in the country:** Guinea will know political stability as opposed to upheavals, rebellion, war and disorder.
- **Willingness of government to continue the decentralization process** and empower community councils.
- **Building capacities of Citizen** to express themselves and participate to the decision-making process can contribute to influencing the citizens' attitudes related to their rights claiming.

The risk is :

- Regional instability (neighboring countries) which might affect the program area.

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8. MONITORING / EVALUATION / RESEARCH

8.1. Monitoring

The Participatory Monitoring & Evaluation plan will be designed to ensure that the Guinea program activities are taking place as per the implementation plans, that the services and materials provided are of the anticipated quality, and that program activities are having the desired impact .

At this moment of the CPO designed, the indicators listed on section 5 should be reviewed and completed by more qualitative indicators defined with all the project stakeholders during the Start Up phase of the CPO. For each objective, the main steps of this review will concerned:

- The desired results statement indicating what is expected to change -- a situation, a condition, the level of knowledge, an attitude, a behavior, and what level of changes is expected (absolute – relative or no changes)
- The final indicators selection to address the different CPOs' desired results
- The targets establishment for the CPOs life, then for the given monitoring and evaluation periods
- The mapping of the CPOs' stakeholders involved in the monitoring activities and the definition of the roles & responsibilities of each stakeholder
- The main tools to be used to collect, analyze, and share data's needed:

The Program Participatory Monitoring Plan will be shared with WARO for approbation not later than the end of the third quarter of FY06

To support positive relationship between the communities and the services providers, Quality Review sessions will be held twice a year at CRD level to analyze the performances of Education and Health services.

8.2. Evaluation

The program results will be evaluated at least at mid term (end of FY07) and at the end of the CPO (FY10). The evaluation will be at least covering two main areas:

- The first area will focus on the performance achievement in relation to program activities. The second area will focus on the impact of the activities and the processes on the units of analysis.
- The interviews and different data collection techniques will be carried out in a sample of CRDs, on the aspects stressed by the indicators during the 2005 baseline survey.
- The processes and approaches including the learning process used during the implementation of the program will also be evaluated in order to identify and to share the lessons learned, the best practices.

8.3. Research and studies

As this CPO is one of the first experiences of WARO countries to deal with Local Governance, Participatory Local Development (which is understood as planning at elementary decentralization unit and then can be interpreted as scaling up experience); it's essential to identify the critical questions of research or for case study at the inception stage of the CPO. The table below summarizes the key questions identified during the CPO review conducted by WARO regional team on June 2005.

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CPO phases	Key questions to be addressed	Type of activity to be undertaken
Start Up	Do the processes and systems of Plan Guinea promote and add value to the building of capacity of children and civil society organizations in the Forest Region?	Plan environment review and analysis. Regional Research & Specialist. Results of the study expected by the end of FY06
	What is the understanding and perception by the program stakeholders of the following concepts: civil society, governance, accountability, transparency, ownership and participation? To what extent can those concepts be measured based on the common understanding of the stakeholders?	<ol style="list-style-type: none"> 1. Harmonization and Orientation Workshop 2. Periodical internal review 3. Mid term review 4. Research 5. Final evaluation 6. Study
	To what extent, stakeholders' attitudes, behaviors enable or hinder empowerment of marginalized groups (Communities vis a vis Plan; women/child within communities; Communities vis a vis Government bodies at local level)?	<ul style="list-style-type: none"> • Sample of CRD case study • Plan Guinea PSM, Governance Advisor and CPME End of FY07.
	What are the key institutional and technical capacities needed to initiate and support the participatory learning approaches?	<ul style="list-style-type: none"> • Stakeholders capacity assessment. End of FY 06 Q02.
Full Operation	What are the most relevant methodologies and tools of Participatory Local Development Planning to be adopted by the program based on the pilot phase of PLDP conducted during FY05 and FY06	<ul style="list-style-type: none"> • Lessons Learned Workshop with the NGOs involved on the PLDP pilot phase. End of FY06
	Which are the most locally significant and influential agents in terms of local Governance and which values do they promote?	<ul style="list-style-type: none"> • Research to be conducted by WARO End of FY 07
Phase down	To what extent, were participation and empowerment principles respected during the two first phases of the Program? What are the lessons learned and best practices	<ul style="list-style-type: none"> • Case studies / Lessons learned workshop End of FY08

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9. RESOURCE IMPLICATIONS

9.1. Financial Resources

The budget for this program is US\$ 15,553,060; around 24.0% (US\$ \$3,600,000) of the budget will come from Plan Sponsorship funds. About 20.0% (US\$ 3,000,000) are already confirmed with NLNO. Plan Guinea intends to mobilize 56% of the budget through locally raised grants from the European Union's Transition Program. The European Union Mission in Guinea has not yet released the log frame of the program and is waiting Brussels exemption to release the call for proposal before the end of FY06.

Communities will provide a given percentage of total costs of all projects. Community contributions will be either in cash or in kind, depending on the type of project and on the cost implications.

9.2. Human Resources

Entities	Actual Key competencies	Key Competencies needed
Communities and NGOs partners throughout the Forest Region		
Forest Region Native Guinean Responsible living at Conakry	Advocacy and Lobbying	
ADIFRAT	Technical assistance and training in Decentralization	
	Monitoring & Evaluation of Local Government Units	
National Institute of Rural Development (INADER)	Technical assistance and training on participatory techniques of NGOs	
Transparency& Consulting (Transcons)	Technical assistance and training of NGOs in financial management	
	Auditing	
Service Provider Group (GPS)	Technical assistance on printing, ITC	
	Administration of the Training Resource Center	
Search for Common Ground	Conflict Resolution and Peace capacity building	
University Koffi Annan	Monitoring and evaluation	
African Movement of Working Children and Youth (AMWCY)/ Guinean branch	Working children and Child Trafficking	
Forest Region NGO Forum (FROG)	Supervision of join fora	
	Development CBOs program and curricula	
	Facilitation of participatory consultations at all level	
PlanGuinea staffs: PSM, Governance adviser / Communication Adviser, OSM Country Coordinator	Training of CBOs	
	Monitoring of the program activities	
	Financial and Administrative support	
	Fund Raising Reporting and dissemination Public Relation	
Department of Guinean Government		
National Direction of Decentralization (DND)	Supervision of Local Government Unit	

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NGO and Cooperative Support Services (SACCO)	NGO framework finalizing	
Rural Radio Network	Sensitization/Awareness/Broadcasting	
External Long Term consultant: Judi Aibel, ARD inc		Participatory Monitoring and Evaluation
External Consultant: John shaller and/or Dolores		Funds Management (research in credit and savings management system)
WARO research and evaluation Advisor/ Communication advisor/ Regional Program Advisor		Research and Dissemination
To be identified with WARO support		Advocacy

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10. OUTPUTS AND FUNDING

Please see attached Country Program Budget Form for outputs and funding information.

11.APPROVAL

Submitted by: Date:	Ousmane Raymond SEYE (Originator)
Approved by: Date:	John CHALONER (Regional Director)