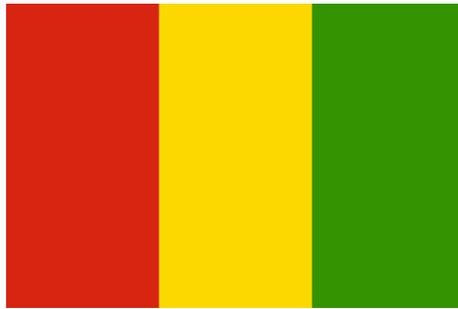


Peacebuilding Fund

Priority Plan

Guinea



17 April 2009

[Unofficial Translation - original Priority Plan in French]

I- Analysis of the situation

1. Context

1. Guinea's six neighbors have all been through intense bouts of civil strife in the past. Thankfully, Guinea itself has not been subject to such violence, and also proves to be an important source of stability in the West African region. However, more recently, the country has been weighed down by severe tensions opposing its government and civil society. This is due to dialogue between both parties slowing down if not coming to a halt. Further, much-needed reforms for the promotion of political pluralism and good governance and fight against poverty have proved difficult to implement.

2. On a socioeconomic level, the country has also found itself in a dire situation. Growth has been slow ; macroeconomic and financial imbalances, along with the Guinean population's standard of living, have notably worsened. The number of people affected by poverty has deteriorated to reach 53% in 2006 – and unfortunately, most indicators seem to point to further deterioration of that percentage for the 2007-2008 period. Guinea is thus undergoing a crisis, which, should it lead to an outburst, would significantly impact subregional and national stability.

3. Internal Guinean politics have been characterized by increasing social unrest and the situation's continued deterioration since 2006. In May 2008, a «widely inclusive » government was formed that included all political parties, including those from the opposition and civil society. The government's strategic priorities, as announced in the speech outlining its general policy, are : national reconciliation, full employment and local development. In order to reach such objectives, the government plans on focusing on (1) good social and political governance, including the organization of free and transparent elections ; (2) good economic governance, through the promotion of investment in basic social sectors.

4. Up to the 23rd of December 2008, date at which the National Council for Democracy and Development (CNDD) peacefully took power, the ex-Prime Minister was confronted with strong social demands in a country where public resources, necessary to manage the situation, were scarce. However, he was intent on pursuing the program of reforms initiated by his predecessor. At the same time, the government had to deal with attempts of mutiny from the part of young soldiers within the armed forces and the police : they demanded an improvement in their living conditions, the payment of salary arrears and the replacement of highly-ranked officers within the army. At the end of May 2008, the government compromised and promised to pay salary arrears. Until the CNDD came along, tensions and the risk of a new repression persisted. The latter would have severely threatened internal peace and stability.

5. Under most previous administrations, the security situation greatly worsened, most notably around urban areas. Until recently, the population was living with the constant fear of new violent outbursts. Proliferation of light weapons and drug trafficking has significantly contributed to this deterioration of internal security, and strongly contribute to defying the State's capacity to maintain public order and enforce the law. Serious drifts within the armed and security forces have led the population to consider them as a threat – all the more so that the capital's police garrisons were attacked in June 2008 by members of the defense forces. Several victims resulted from the confrontation. Matters pertaining to the reform of the security sector and to reconciliation between civilians and the military are thus particularly relevant. The situation deteriorated to such an extent that the army had to publicly apologize to the population. In order to reassure the population, the State has committed itself to the construction and rehabilitation of

infrastructures, the acquisition of equipment for security forces and the recruitment of 6000 police trainees. The latter decision was supposed to elevate the security agent-to-population ratio to 1:850 instead of the prevailing 1:6000 ratio.

6. On the social level, the climate has been negatively impacted by the January-February 2007 crisis. It started with main national trade unions protesting against deteriorating living conditions and the lack of progress in the implementation of reforms promised after the March 2006 demonstrations. Tens of thousands of Guineans took to the streets, and the strikes turned into political protests. The Security and Defense Forces' (FDS) violent repression caused the death of over a hundred people and injured thousands¹. Trade unions agreed to end the strikes following the nomination of a consensual Prime Minister and the adoption of a roadmap on reforms to solve the crisis. However, victims of the FDS's repression have associated with victims of previous social outbursts and of the previous regime's political repression (notably that of Camp-Boiro) to ask together for justice. An independent investigative committee was created in 2007 to shed the light on the 2006-2007 events. Due to bureaucratic inertia, the committee has been slow in beginning its investigation. As a result victims have organized themselves to exert pressure on the committee and encourage it to begin its investigative work. The Guinean state has nevertheless been taking measures to compensate some of these victims.

7. In terms of the Rule of Law, the six months preceding the seizure of power by the military have been characterized by remarkable efforts on the part of the authorities, mostly through the creation of a National Directory for Human Rights and the establishment of an Observatory for Democracy and Human Rights (ODHR). Other notable initiatives include the rehabilitation of prisons and the holding of a session in court in Kankan.

8. Up until the 23rd of December 2008, strikes continued sporadically, and street demonstrations protesting against the deterioration of living standards and access to basic social services were still regularly organized. Improvement of working conditions and of salary levels remained at the core of the population's demands. Discontent also reached the armed forces and the police who took to the streets, thus contributing to the tense atmosphere and significantly increasing risks of escalation and violence.

9. Legislative elections announced since 2006 have been postponed three times. These elections are key in the viewpoint of the people who have been most affected by the crisis : should they take place in a free and transparent environment, they could constitute a starting point in solving current difficulties. Indeed, whereas the 2002 elections were boycotted by most of the opposition, all political parties are expressing today their will to participate in the current process. The National Independent Electoral Commission (NIEC) worked in good collaboration with the Ministry of Administration of the National Territory, which is responsible for organizing the elections. At the Prime Minister's initiative, a collaborative effort that included key national actors such as Guinean political parties had just been established in order to discuss and confirm the new electoral calendar. Political parties themselves had adopted an electoral Code of Conduct.

10. Economically, the climate was impacted by efforts made to normalize the cooperation with the IMF and other development partners. The situation remained nevertheless fragile, given: i) weak economic growth, ii) GDP per capita limited to \$290 in 2006 as opposed to \$397 in 2004, iii) annual inflation reaching 20% in November 2008. Guinea committed itself to the HIPC Initiative and its expectations are high given the resources that should be released to the country. Following several reports, Guinea was expected to have reached the HIPC Initiative's completion point by February 2009. It is particularly important that Guinea be able to do so. In order to facilitate this process, a certain number of macroeconomic measures have been initiated. However, such measures can only be fully efficient in a

¹ According to sources, the repression of the movement caused the death of over 100 people, and 1800 others were injured.

context of sociopolitical stability. Reaching trust and peace on a sociopolitical level is necessary and should act as a catalyst for the success of such economic initiatives.

11. The day following the announcement of President Lansana Conté's death was a turning point for the country. The military junta took the reins of the country, announcing the dissolving of Republican institutions and the Constitution's suspension. The junta also implemented preventive measures necessary for the protection of the country's territorial integrity. The two main arguments invoked by the authors of the coup were the will to avoid succession issues and to put an end to the disastrous political management that characterized recent years. In the viewpoint of internal actors, the coup finds itself justified by the difficult social and political Guinean context. This context is characterized by a deep governance crisis on both the political and economic levels, a weakened governmental leadership due to the Head of State's poor health, great governmental instability and significantly decaying public services and institutions.

12. This sudden change is a great challenge for the country, especially on a judicial and political level. The challenge also lies in avoiding potential failure, should appropriate and urgent solutions not be found. The new State authorities have established a military and civil transitional government, steered by a civilian Prime Minister. His responsibilities as head of government include : to restore state structures and engage in reforms that are necessary in order to do so; to sanitize and moralize the state's financial management; to establish a proactive policy that should restart the national economy; and to bring the electoral process to fruition. However, the new governmental team comes in at a difficult time, characterized by a global financial crisis, Guinea's temporary suspension from the ECOWAS' and African Union's decision-making bodies as well as growing and firm pressure from the part of the international community to restore normality in constitutional life as early as possible. On that issue, an AU consultative meeting took place on January 30th to discuss the situation and to establish an International Contact Group on Guinea. The goal is to follow the situation as closely as possible and to pursue the coordination and harmonization of efforts required in order to quickly restore constitutional order. The Contact group already conducted two support missions in Guinea that greatly contributed to reinforcing dialogue amongst the forces vives as well as with CNDD on the one hand, and the international Community on the other hand. A key result of this support process for Guinea was the recent definition of a calendar and an institutional transition mechanism for the forces vives, to which CNDD adhered.

13. The new authorities have started working on their commitments, namely : launching governmental action ; consulting with the nation's main social and political actors ; forcing the retirement of over twenty generals who have reached the age limit a long time ago ; establishing different Commissions for the control of public finances ; launching a vast process of auditing and fight against corruption ; beginning to work on collection of debt owed to the State ; establishing measures relating to the Guinean Central Bank's liquidity management ; transferring general responsibility for the elections from the Ministry of Administration of the National Territory and of Political Affairs to the NIEC ; establishing extra security measures ; accepting the principle of the establishment of a National Transitional Council and of the organization of a Forum on Transition, etc.

14. Despite signs of goodwill, strong signals of organized and methodical political change have yet to be given. In the short run, social expectations are so great and urgent that popular discontent and instability still threaten internal peace and stability. The authorities have started pondering over the issue in order to see which articulate and significant answer could be given to the population's constant requests for better standards of living, more justice and change throughout the country.

15. The current situation is challenging and in that context, two issues emerge as being of particular importance. First, there is the challenge of a peaceful democratic transition given the nature of the Guinean political system, the current balance of power and the local and national sociopolitical situation. Most notably, military forces are unconstitutionally ruling the country. Moreover, except

for a few rare cases, most key Guinean political actors have directly or indirectly collaborated with the previous regime. Some of them held very high positions (Prime Minister, ministers, presidents of Republican institutions) within a political system that is today the object of much criticism. The system needs a complete overhaul and the entire political class itself needs to be renewed. Political expectations are considerable : according to most Guineans, this transition needs to be properly led and should result in both radical changes and the birth of a new vision of Guinean society.

16. Second, the challenge consisting in answering the population's demands for better living standards, less corruption, administration reform and the protection of fundamental rights still remains. The new governmental team will have to find a way to reconcile two goals : conducting a peaceful transition based on the organization of credible and transparent elections ; and providing basic public services such as electricity, water, healthcare, transportation, sanitization, etc.

17. The solution to these challenges does not lie solely in the hands of the government or those of the CNDD but also in the intervention of both internal and external actors. For instance, the international community's support is much needed for this transition period to lead to the establishment of a democratic state capable of launching a proper development process. The international community is firmly committed to help the Guinean people and finds itself ready to continue and strengthen its financial and technical support of the elections. In addition to those who are currently financing the electoral process, new partners in development have shown their will to take part in this exercise by providing further financial resources.

18. The following issues constitute a priority for Guinea : establishing the main organs of transition ; organizing elections ; improving the Guinean citizens' living standards ; restarting the economy ; encouraging political and social dialogue and strengthening national unity ; reforming the FDS ; reforming the public sector and fighting against corruption ; promoting the Rule of Law, justice and human rights.

2. Link between the Priority Plan and national advocacy frameworks

19. A Common Country Assessment was carried out in 2005. A United Nations Framework for Assistance in Development was formulated on the basis of development challenges as identified by the CCA, the Poverty Reduction Strategic Program (PRSP), the « Guinea in 2010 » initiative and the Millennium Declaration. In June 2007, the government of the Republic of Guinea also adopted a Minimal Emergency Program (MEP) that was largely based on the PRSP. This program focuses on five priority areas : the strengthening of national unity and preservation of peace ; the restoration of State authority and promotion of an independent judiciary system ; the mobilization of resources for the development of infrastructures and increased access to basic social services ; the improvement of monetary and financial management ; the promotion of good governance and development of administrative capacities. Most of the MEP's objectives had not been reached on time and were therefore renewed by the previous government until July 2008. The MEP thus constitutes an important reference on which this Priority Plan can base itself.

20. It is also important to note that the previous government had just launched in November 2008 a preparation process for a national program on Good Governance that was to contribute to the fight against corruption, as well as to the strengthening of development and of the needed institutional and administrative framework for the MDGs to be reached. The program should also solve issues of malfunctioning pertaining to State services offered to its citizens.

21. The Republic of Guinea has already received financial resources from the Peacebuilding Fund (PBF), through its Emergency Window. The resources were used to develop a project of dialogue entitled ProSoConGui (Promotion of Social Consultation in Guinea). The project is steered by the Guinean Social and Economic Council and is carried out in part by the NGO International

Foundation for Electoral Systems (IFES). These resources allowed for nation-wide consultations (April-July 2008) between the population, its administration, the FDS, and other key local civil society components, thanks to which worries were expressed. Guineans were also able to exchange their views on their understanding of the challenge of governance and what it implies for the country. Worries as expressed by the 33 national police headquarters and the five communes of Conakry were officially communicated to the government. The Prime Minister proceeded to highlight the importance of this project, adding that « the consultation results constitute in and of themselves a government program ».

22. Following these inclusive community consultations, the government proposed that three National Days of Dialogue and Initiatives be held, in order to consider, with the entire nation, what solutions may answer the multiple challenges identified by local populations during the community consultations². The National Dialogue Process already begun to bear its fruits, creating new opportunities, most notably thanks to the government's commitment to bring change that will normalize the Guinean situation and relaunch the development process. The commitment to restart the political dialogue between the government and political parties, with the implication of the Prime Minister, is also strong.

23. Finally, the CNDD's first speech to the nation, representative of its own vision as well as of its political and strategic orientation, stated that it wished to bear entire responsibility for the fight against the Guinean society's illnesses. Implicitly, the CNDD thus stated that it wished to continue to implement the results obtained by the ProSoConGui.

24. The National Days of Dialogue's recommendations, along with the Declaration finalized by all participants and the current transition's identified needs, constitute altogether the basis of all projects that will be presented in the framework of the Priority Plan. This comes in addition to the answers given by Guinea's technical and financial partners. The goal is for the Priority Plan, as an additional contribution, to be more systematic, coherent, ambitious and better coordinated. More than ever, the Plan should offer a quick answer to the strong requests of intervention. In this case, a grouped and consensual approach is necessary in order for the process to bear its fruits and to ensure a positive short-term impact. Thanks to its comprehensive approach, the Priority Plan should have a direct impact on : i) the reconciliation process, promotion of peace and change in Guinea ; ii) the organization of a proper transition process and democracy-consolidation, both of which are necessary steps for the Guinean society to be pacified ; iii) the completion of the electoral process ; iv) the global environment's improvement in favor of development and the fight against poverty during and after the transition.

25. Free, fair and transparent elections constitute the transition process's backbone. The partners in development's increasing commitment to the electoral process, and the synergies thus created, constitute further proof that the Priority Plan should be carried out efficiently. The Priority Plan was discussed by Guinea's partners in development (namely, Germany, Spain, Great-Britain, Japan and the USA). They stated that the Plan is particularly timely, given current stakes and challenges in Guinea, as well as relevant, considering its priority areas and activities that further strengthen what is being carried out on the field. The countries mentioned above are ready to bring their full support to the approval and establishment of the Priority Plan. Some of them have offered extra technical and specialized support to several intervention areas (youth occupation, participation of women in conflict prevention and peacebuilding; Defense and Security Forces reform).

² The "National Days of Dialogue and Initiative" were held in Conakry from August 12th to August 14th 2008, bringing together over 450 people (political leaders of all generations and leanings, associative movements, administration officials, SDF). The Days were presided by the Government through the Ministry for National Reconciliation, Solidarity and Relations with Institutions.

26. Acts of institutional and constitutional adjustment, the improvement of economic and administrative governance, the improvement of living standards, and the fight against corruption, should all come together to create further synergies. The government is intent on launching all such actions as quickly as possible during the transition.

II- Priority action areas

27. This Priority Plan is the result of a common will on the part of the government and the country's partners, including the United Nations, to build peace in the context of an improved sociopolitical environment. Such an improvement is necessary for the proper management of the transition process as well as for the organization of elections in a calm and pacified environment. It will be based on a 24-month period. The Plan includes a total of ten projects, with four projects in Area 1 ; four projects in Area 2 ; and two projects in Area 3. Each project's main actions are detailed in the « Priority Areas and Projects » annex. The Plan bases itself on the needs and priorities as identified by the PRSP, the MEP, the ProSoConGui, and the different consultations organized between the nation's key actors, the international community and the CNDD since it came to power.
28. In this sense, the Priority Plan : a) supports the establishment of the MEP and what it is advocating for ; b) builds on the dialogue efforts held in April - August 2008 ; c) contributes to strengthening the reconciliation process and conflict prevention, both of which are necessary to the improvement of the situation in Guinea ; d) fills in the gaps in terms of priority financing ; e) encourages sustainable results by offering ways of taking into account the Security and Peace for Development areas ; and f) focuses on vulnerable groups, such as women and the youth.

Priority Area 1: ensuring an inclusive and sustainable dialogue

1.1 Establishment of spaces of dialogue and consultation

29. Following the January 2008 crisis, a follow-up committee consisting of the nation's main trade unions, the coordination of Wisemen, and Republican Institutions, was established to go over the 2006-2007 agreements. Given the committee's strong results, all stakeholders, including political parties who were absent from the negotiation process, agreed on the institutionalization of the Committee in a more enlarged, inclusive and permanent manner. It is thus expected of the Committee to be open to political parties. It is also expected that its mandate should consist in the offering of a « permanent space of consultation » which would help in leading the country through the electoral process – the success of which is considered as key in solving the crisis. Through all the debates it could initiate and organize, this space provides an extra institutional opportunity that could benefit the transition process. This framework could also find itself decentralized in the future and its coordination could be devolved to the transitional Institutions in the short-term, and, ultimately, to a Republican institution and to the Prime Minister's office. Once the country's situation is normalized, the Committee will continue to function and exist as a structure and perennial mechanism in Guinea.
30. As expressed by the Journées Nationales de Dialogue et d'Initiatives' final declaration, supporting the establishment of permanent spaces of consultation in Guinea will strengthen the recently

initiated dialogue, which in turn should help the transition to a normalized situation in the country. In addition, with the suspension of country institutions by CNDD, to date there is neither a legislative body, nor a higher constitutional jurisdiction. Several public administrations essential for the daily operation of the State are therefore still without decision. To supplement and reinforce the institutional state of exception set up by CNDD, the new authorities engaged with the principal components of society on dialogue about the transition process. The questions raised in these dialogues relate to putting in place the transition bodies and obtaining the means necessary to the effective operation of the institutions. Gradually, a consensus emerged on the need for instituting the National Council of Transition while waiting for the legislative elections organization. The government's aim through the framework of the institutional and legal support to the transition is to facilitate the installation of a functional institutional framework supported by an adequate legal framework.

31. For all such reasons, the PBF's financing will allow for the development and support of a workplan that should give this consultation space a more tangible content and existence. It will also allow for the institutional and legal support of the transition process, in order to better define and optimize in a consensual and inclusive manner the political process initiated by the CNDD, key national forces and the democratic movement. Finally, PBF support will enable the launch of activities focused on trainings and awareness sessions. This should bring the national media networks to fully play their role in the dialogue and consultations, as well as in the democratic process, during the entire transition period and in particular during the elections.

1.2 Establishment of a Truth, Justice and Reconciliation program

32. Victims of exactions that took place in January-February 2007 and during previous acts of repression (including the Camp Boiro events for which the previous regime was responsible) are now asking that light be shed on such events and their losses be recognized. It is necessary to associate these different movements, which include women and the youth, to the national debate in order for Guinea to move on and vow that this will never happen again. For these reasons, a Ministry for National Reconciliation was created and shows the State's commitment in associating all members of the Nation to the debate on reconciliation, the answer to which should be permanent and not temporary or contingent to the current situation. However, at the junta's arrival to power, the CNDD expressed its will to deal with the issue directly and on its own, thus dissolving the Ministry. During the International Contact Group for Guinea's first mission on the 16th and 17th of February 2009, the CNDD's president committed, in front of the nation's key forces and the international community, to deal with the question during the transition and that a Truth, Justice and Reconciliation Committee will be set up. The PBF's financing bases itself on the existing identification of actors involved in the process and on their demands. By doing so, it will contribute to the definition of a national and inclusive program of truth, justice and reconciliation and will encourage activities allowing for recognition of victims.

1.3 Reinforcement of dialogue, negotiation and mediation capabilities within the civil society:

33. Since 2000, the Guinean civil society has developed to become the powerful vector of dialogue it is today. The National Council for Guinean Civil Society (Conseil National de la Société Civile Guinéenne, CNOSCG) has become a platform for civil society movements and socioprofessional groups at the national level. It brings together, among others, trade unions, organizations for the defense of human rights, organizations of women and the youth, and professional groups. The

CNOSCG office, alongside the trade unions, was at the very heart of the 2007 social movements asking for change. It also took part in all negotiations destined to solve the crisis. The CNOSCG organs were the king pins of consultations led in the framework of the ProSoConGui and possess strong legitimacy across the territory. The CNOSCG just turned in to the new authorities a “Proposal for a Pacified Transition in Guinea” including several initiatives that could be the object of discussions at the National Forum on Transition. The CNOSCG organs possess strong capabilities in terms of advocacy, mediation and early warning of the population and local communities. It would be relevant to strengthen such capacities through adequate training in conflict prevention and management as well as in mediation and negotiation. However, the CNOSCG remains limited in its functioning capacity and has thus been losing all the skills it had acquired during its eighteen years of fieldwork. The PBF’s financing will endow the CNOSCG national secretariat with an expertise in the facilitation and animation of spaces of consultation. It will also support preventive actions in matters of conflicts involving the youth.

Moreover, traditional leaders within the Guinean society play an important role in conflict prevention and in bringing together all the country’s different national communities. A strengthening of their capacities of dialogue and mediation in the framework of national pacification has therefore been planned. Finally, all competencies thus strengthened will be put to profit in the organization of a space of dialogue to accompany the transition.

1.4 Reinforcement of national solidarity and unity promotion:

34. The previous government was intent on healing social wounds by implementing the national consultation results and by putting several issues at the forefront, namely : promotion of a culture of national solidarity, intergenerational dialogue, dialogue on gender issues, solidarity dialogue between urban and rural populations. The CNDD shares similar concerns regarding the Guinean society.

35. The approach will consist in establishing a vision relating to national solidarity promotion, the fight against exclusion, the preservation of peace as related to cultural issues, social capital, and traditional solidarity mechanisms in the Guinean society. PBF financing will allow the organization of debates, cultural and sports-related activities ; will support positive initiatives, including interreligious dialogue, and urban-rural dialogue ; finally it will support the involvement of traditional communicators (RENACOT) in the call to national solidarity.

36. The Ministry of Labor carried out investigations revealing that discriminations linked to gender, belonging to certain neighborhoods, disabilities and age reach 25% in the public administration and 40% in the private sector. Generalized protests recently took place, showing the extent to which frustrations resulting from feelings of inequality and injustice can create dramatic social tensions. It is thus necessary, if not urgent, to elaborate and carry out a national policy on the promotion of equality and equality of treatment. Such a policy should be destined to the population, authorities and other partners from the Ministry of Labor involved in the process of recruitment, training and professional promotion. The PBF will therefore help in the promotion of this policy which, once carried out, should not only help develop equal treatment for women and the youth reaching for fairness and social justice, but should also pacify the social tensions that the Guinean society is currently experiencing.

Priority Area 2 : Supporting human rights promotion, civic education and the reinforcement of the security sector and Justice

2.1 Reinforcement of independent structures of human rights promotion

37. An observatory for human rights was created by the government in April 2008, with a mandate to see that human rights and basic civil liberty are protected and promoted across the territory. The Guinean Organization for Human Rights, along with Amnesty International, has led several investigations in order to identify victims of exactions and document the latter. The investigative committee that was created in 2007 to shed the light on the killings that took place in January and February of that same year is still not operational. Expectations are therefore high in terms of the functioning capacity and independence of the newly created observatory, whose goal is to support the work of the investigative committee. PBF financing should support activities related to human rights promotion and should help carry out priority projects that answer the population's expectations. A specific activity supporting battered women is planned, namely: the opening of a permanent phone line and the sensitization of police services agents who register accounts of violence against women. The Priority Plan will finally help the National Investigative Committee in solving the issue relating to victims of repressions, as well as the Truth, Justice and Reconciliation Committee.

2.2 Education to Citizenship, Human Rights and to the Culture of Peace :

38. The « open » government had already deemed it necessary, in its emergency program, to focus specifically on civic education. Worries relating to this issue regularly come up in the CNDD's declarations. In this view and in collaboration with its partners, the Ministry of Civic and Secondary Education has established an important training program in citizenship destined to teachers, students and heads of secondary schools. It has also supported the work of youth clubs in the promotion of citizenship and a culture of peace. Results are encouraging, but challenges in terms of training and sensitization to this issue remain. An Educative Program on Citizenship and the Culture of Peace was also created by the Ministry for National Reconciliation, Solidarity and Relations with Institutions. The program should be carried out at all levels and across all sectors of Guinean society to raise awareness on citizenship and the culture of peace. The disenfranchised youth from poor areas is specifically targeted by this program. The program needs urgent support in order to become fully operational.

39. Further, Guinea is starting out on a full-fledged electoral process with crucial stakes. It is extremely important that the population is sufficiently prepared to ensure the proper conditions and the pacified environment that this process requires. In this view, the recent organization of National Days of Dialogue and community consultations exposed the need to make basic civic principles more accessible and understandable to the population. It has also shown that awareness needs to be raised as to the importance of official documents, such as national identity cards, in order to make this electoral process as smooth and operational as possible. Through both initiatives described above, PBF financing should support the establishment of a program of civic information oriented towards a culture of peace, human rights and civic spirit, thus answering identified needs. Support will also be provided to the UNESCO Chair in the Culture of Peace.

2.3. Strengthening the security sector

40. The outcome of the community consultations established the population's worry regarding the security situation, as well as their fear of the Security and Defense Forces (FDS)³. In this view, the ProSoConGui has planned for a quick sensitization of the FDS as to their Republican rights and responsibilities and on the limits to the use of violent means. Resources from the first financing line were limited in comparison to what needed to be done in order to promote and sensitize the FDS to human rights issues. PBF financing should therefore allow to address further concerns relating to the absence of discipline and order within the army.

41. As recommended in the final declaration of the Journées Nationales de Dialogue, which took place in the framework of the ProSoConGui, PBF financing should also allow for projects supporting the effective implementation of the statuses of the military and paramilitary. PBF financing should also help in creating mechanisms of permanent consultation between the FDS and the civil population, and should support initiatives that seek to improve the FDS's living standards and work conditions.

42. Further, the deployment of a UNOWA expert evaluation mission in Conakry on August 18th and 19th 2008 allowed the identification of areas where the United Nations could intervene in terms of the security sector. PBF financing should allow to jumpstart the short-term strategic thinking process on security sector reform in Guinea and the way it could fit in with the orientations of ECOWAS and the African Union. With the support of the United Nations System and Guinea's other partners, such thinking could constitute the first step in working out and establishing a more ambitious and exhaustive Security and Peace Governance program, which would build on and extend the present Plan. A workshop recently co-organized by UNOWA and ECOWAS (24th-26th November 2008) on the role of the security sector during the elections highlighted the relevance of security support during the elections in Guinea. A civil-military committee and the NIEC should help jumpstart thinking on these questions.

2.4 Support with Justice and the fight against the corruption

42. In Guinea, the justice sector needs urgent support for its reorganization. In addition to institutional weaknesses, it faces difficulties in particular through: i) broadly established corruption; II) impunity, III) the slowness of the procedures; iv) insufficient training of magistrates and auxiliaries of justice; v) unsuited or lacunar legislation; VI) provisional detentions often prolonged entailing prison overcrowding; vii) lack of legal documentation; and viii) deficiency of the penitentiary system.

43. The government aims at the reinforcement of the Rule of Law and the establishment of a justice that brings safety to all citizens. This concern is a precondition and a guarantee for a smooth transition and the return to a normal legal and constitutional situation. It is thus particularly urgent for the government to immediately set up a strengthening device for institutions and capacities, and to guarantee independence, integrity and professionalism of justice. The government is anxious to rehabilitate the justice system and to create the conditions of a complete recasting of the legal system to fight effectively corruption and diversions of public monies.

³ Cf. the four regional reports produced by the community consultations.

Priority Area 3 : Strengthening the contribution and role of women and the youth in conflict-prevention and peacebuilding

3.1 Support to the Youth Movement and to the most disenfranchised youth groups

45. Guinean youth was the main victim following the January-February 2007 events. This unemployed and uneducated youth is a coveted group for political leaders from all leanings, as young people are often easy to mobilize for other means. All youth movements participated in a coordinated manner to the National Days of Dialogue. Young people seized the occasion to express their will to be a part of a common federation of youth movements and highlighted in their common declaration the need for the State to make civic education more accessible and understandable, to promote spaces of intergenerational dialogue and to support the establishment of projects that will generate income for the youth.

46. It would be particularly relevant to use PBF financing to support the Body of Young Guinean Volunteers and other volunteering initiatives, and to target the idle and disenfranchised youth of Conakry's red-light districts. Support to activities that could keep the young population of Nzérékoré busy is also planned. Nzérékoré is in a forested area of Guinea, and a lot of young people are tempted by the mercenary life and many are potential mercenaries. Projects financed by the PBF would also allow for the establishment of an umbrella organization for youth movements, the popularization of the African Youth Chart, the reinforcement of the youth's leadership capacity and the structuring of the disenfranchised youth around a Group for Economic Interest that would promote income-generating activities. Finally, thanks to the PBF, assistance for the youth is planned to strengthen their participation in the electoral process alongside the NIEC and the Ministry for the Administration of National Territory and Political Affairs.

3.2 Support to the Women's Movement

47. Beyond the important influence of women in the West African tradition, Guinean women, through their implication in social and political life, largely contributed to the containment of the January-February 2007 events. Guinean women mobilize for the promotion of peace through dialogue and for other peaceful means of conflict-resolution, and took an active part in the organization of the recent National Days of Dialogue. They notably made an important declaration that condemned governance problems. They took advantage of the occasion to ask for the negotiation of a sustainable peace in Guinea, and supported the researching of endogenous solutions to the crisis, notably through honest and open dialogue.

48. PBF financing will help support projects where women promote a culture of peace at a national level. Women from the country-side and wives of men in the military would be the ones learning and benefiting the most from such initiatives that will open up their perspectives and contribute to moralize and pacify society. The PBF would also support women's participation in activities relating to enrolment, safety and supervision of the elections. Finally, support should also be brought to women's initiatives researching solutions for security problems currently experienced by the country.

III- Analysis of risks and challenges

49. First, any delay in the organization of the elections, as stated in the electoral calendar that was most recently adopted (Legislative elections in October 2009 and Presidential elections in December 2009), would seriously compromise all projects that were designed in this perspective. Moreover, such projects would no longer be justified in their existence. This could seriously threaten the country's stability by increasing the population's doubts and suspicion. Moreover, a political crisis following the elections could lead the country back on the path of excessive use of force and human rights violations. Irregular elections and reprehensible electoral behavior could also worsen the situation and block all post-electoral projects.

50. Second, there could be serious consequences in terms of the government's capacity to answer social demands should Guinea not reach the HIPC Initiative's completion point. At the same time, social unrest could worsen given the increasing cost of life due to an increase in the world prices of basic products.

51. Third, the diligence with which the consultation Days' recommendation are carried out will be crucial in the improvement of the situation in Guinea. Despite the fact that the present Plan covers only partially the consultation Days' conclusions, it remains an important strategic answer in maintaining and improving the inclusive dialogue that has already begun. Given the urgent character of the actions that are considered, any delay in the implementation of the funds and in the launching of concrete actions could increase the population's impatience. Such a delay could also weigh down on the relevance of the interventions that were considered and could have a demobilizing effect.

52. Fourth, carrying out the Plan requires strong political will, commitment and mutual respect from all stakeholders. Truly engaging in consensus and dialogue, as considered by the MEP, could also reduce the risks outlined above.

53. Fifth, peace is priceless but costs a lot. The amount that was asked of the Peacebuilding Fund, should it contribute to prevent a violent outburst in Guinea, will also benefit the important dividends that a sustainable peace will generate, not only for the country but also for the entire subregion. Such financing, in a context of structural emergency, will be all the more useful if it is established by management agencies through quick and flexible release mechanisms. It is also important that this money should be spent quickly and smartly for the country's benefit in a short span of time. The challenge that needs to be taken up by the UNS, Guinea and its partners is therefore two-fold, as it lies in the capacity to both release and absorb said funds.

54. Sixth, the program's success depends on the results of other activities, which are not controlled by the program itself. These activities will be carried out in the framework of the transition process and of the progressive and effective return to a lawful situation in Guinea, notably through constitutional revision, the creation and establishment of the main organs of transition, and the definition of a consensual roadmap regarding said transition. All such elements are crucial for political change to come through.

55. Finally, should the transition go awry, Guinea will have to face even more serious problems. One should therefore be aware of the fact that there exists a tension, if not a dilemma, between the dual necessity for this transition to be as quick as possible (as requested by most national actors and the international community) and for it to imperatively be successful and establish the healthy bases on which Guinean society will evolve.

IV- Coordination and Management Arrangements

56. A steering committee copresided by the prime Minister and the Resident Coordinator for the United Nations will be in charge of the political and strategic review and approval of projects. Belonging to the committee are four government representatives, one State Institution representative, four United Nations agencies, two representatives of the donor community, one subregional organization representative, one international financial institution representative, one representative of civil society organizations, one representative of youth movements, and one representative of women's movements. All these different stakeholders support the Priority Plan and expressed their will and availability to sit in the steering committee as soon as the present petition shall be approved. All the details on the committee will be provided in the terms of reference and rules of procedure.

57. The Program is conceived in two complementary financing stages corresponding to two operational stages within the same exercise. This choice corresponds to a valid rationale of intervention. The first stage is the most urgent one. It concerns the creation of a positive environment for the elections and supports the transition process. Indeed, Guinea is at a crossroads, and the joint success of both the transition and the electoral process is a fundamental issue for the future and evolution of the country. In this sense, the stakes and the challenges that will need to be faced require particular attention, quick and ambitious support and thus important financial resources during the year 2009 – the transition year that could be the year « of all successes but also of all dangers ». All selected activities should therefore be those that i) provide assistance to the transition and electoral processes (framework of dialogue and consultation ; institutional and legal support for the transition; strengthening of capacities of dialogue, negotiation and mediation ; support to the structuring of women and the youth ; strengthening of inclusive processes ; safety in the elections, etc.) ; ii) consist in preliminary steps and sending out strong messages to the population regarding the need for a truly pacified situation of transition (reconciliation programs ; reinforcement of DH promotion ; civic education in view of the elections ; civil-military dialogue and redefinition of the FDS's role and definition of a Security Sector Reform plan; modernization and reinforcement of justice; fight against corruption; keeping the youth busy and improving their living conditions, etc.). Both categories will affect each other in a reciprocal way and will contribute to reaching the common goal, namely, good management of the transition process.

58. The second step corresponds to a slightly lower amount (47%) and concerns the election's follow-up and strengthening the post-transition phase. This stage will include, depending on the cases : i) activities in line with the first phase (pursuing the inclusive and sustainable dialogue at a decentralized level ; establishment of a truth, justice and reconciliation program ; decentralization of dialogue capacities ; pursuing support for the modernization of justice and the fight against corruption; institutional support to women and youth movements ; establishment of an SSR program and of peace governance) ; ii) or new activities linked in particular to strengthening national solidarity and social cohesion after the elections. Matrices of costs and of priority areas and projects take into account this second stage's dual structuring (see Annexes).

59. Proposals and partners in the implementation of these projects will be chosen on the basis of selection criteria clearly defined by the PBF and a specific grid of indicators defined by the joint steering committee (please refer to the annex for the list of proposed criteria). The steering committee will do its best in using existing consultation and decision mechanisms such as steering committees and large national programs, the steering committee for the electoral process and formal setups for dialogue and follow-up between the government and development partners in

general, and the UN System in particular. Potential implementation partners, such as United Nations agencies or specialized international and national NGOs, will be selected on the basis of their operational capabilities. They will work in close collaboration with the government, local authorities and civil society organizations in order to ensure a coherent approach and the strategic use of available resources. Partners and stakeholders will be defined more specifically and in detail in the project documents that will be submitted.

60. A technical secretariat, consisting of a) an international Coordinator and expert in conflict prevention/ peacebuilding, b) an adjunct national Coordinator, c) a national expert in monitoring, evaluation and reporting, in charge of the program's technical and operational aspects, d) an administrative and financial assistant and e) a driver, will support : i) the design of projects with the relevant stakeholders, ii) the global management of the Priority Plan, and iii) the follow-up mechanisms that should be established. The secretariat can be supported at the strategic and political level by the Peace and Development Advisor already supporting the UN System in Guinea. The Secretariat will be supported by several specialized United Nations Agencies, resource persons and international consultants if relevant, and the relevant Ministries, and partners in development who wish to provide it with occasional and specific technical support. It will be located in the Prime Minister's office. Reporting to the Prime Minister's office will ensure the coordination and commitment of all ministerial departments involved in the implementation of the project.

61. Projects approved by the steering committee will be carried out in coordination with UN System agencies. They will be regularly reviewed jointly with all partners and beneficiaries. Agencies will need to take the necessary steps to have at their disposal the added capacity needed to implement the activities which they will be responsible of, in the context of their respective procedures. Project budgets will include general costs and direct implementation costs.

62. In line with PBF actions, and in order to ensure their sustainability, the development of a National Program of Support to Security and Peace Governance for Development has been planned. The Program could be multisectorial and considered within the Framework for Medium-Run Expenses. The program could also be in line with the PRSP. The Guinean State and other partners' financing of the program would happen through these two national planification frameworks. It would also help in dealing with the issues mentioned in the present Priority Plan in a more structured and long-term manner.

63. Planned activities should be established and implemented in an 24-month span of time starting from May 2009. The Priority Plan will be implemented in coordination with ongoing development activities.

64. The Steering Committee's composition and mandate should allow to look over the respect of this concern and to ensure that projects presented for PBF financing correspond perfectly to national policies and strategies of global governance and fight against poverty. This should finally ensure that no project repeats previous ones, or consist in isolated actions or in actions that go against dynamics and development actions that are currently in place.