

# GUINEA

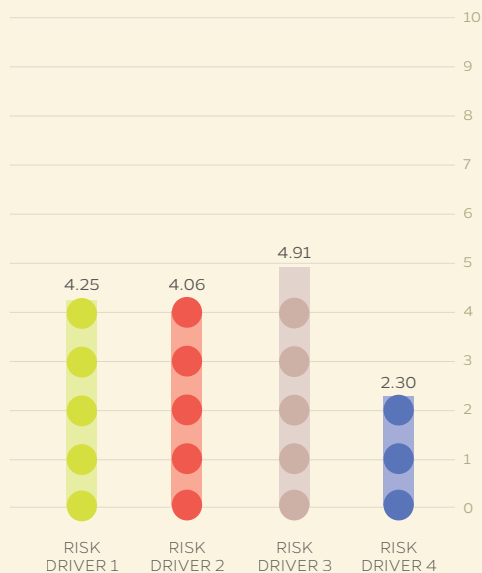
⇒ **THE COUNTRY IS**  
AT HIGH RISK FROM  
FLOODS,  
EARTHQUAKES, TSUNAMIS,  
AND EPIDEMICS

⇒ **EPIDEMICS**  
HAVE CAUSED THE GREATEST  
LOSS OF LIFE,  
FOLLOWED CLOSELY BY  
EARTHQUAKES

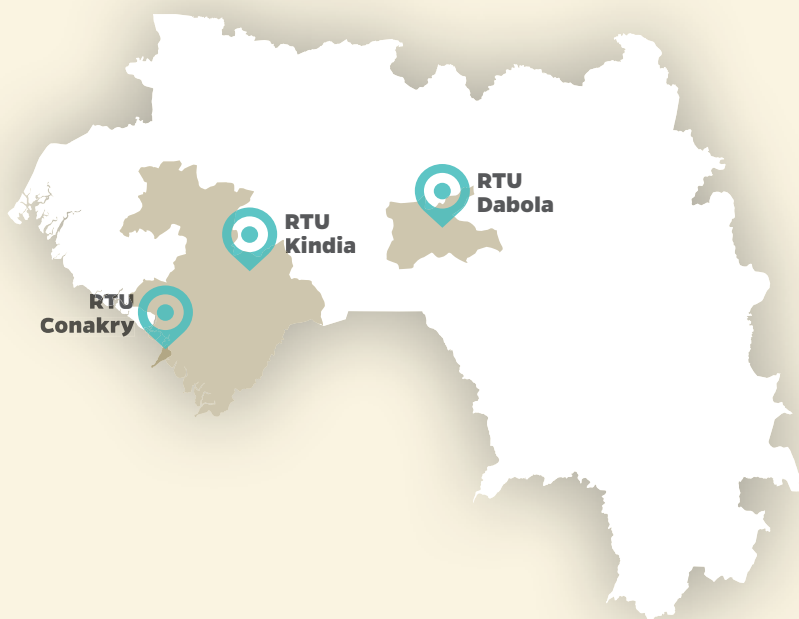
⇒ **DROUGHT**  
HAS AFFECTED THE MOST  
NUMBER OF PEOPLE

⇒ **STORMS AND WILDFIRES**  
ALSO POSE A THREAT  
TO THE COUNTRY

GUINEA SCORES FROM WEST AFRICA RISK MAPPING



Source: EM-DAT (CRED)



# INSTITUTIONAL Capacity for DRR

## DRR Institutional Setup

### AND LEADERSHIP

Starting with the establishment of the Comité National Guinéen pour la Décennie Internationale de la Prévention des Catastrophes Naturelles (National Guinean Committee for the International Decade on Prevention of Natural Hazards) in 1990, Guinea has created a framework for disaster management with support from the UN. The framework includes: the Act on the Management of Natural and Man-made Disasters (1996), the Comité National de Gestion des Catastrophes (National Committee on Disaster Management, 1997), and the Groupe Opérationnel du Comité National de Gestion des Catastrophes (Operational Unit of the National Committee on Disaster Management, 1997). The last is comprised of members from the ministries, civil society and NGOs.

There are currently eight government offices involved in issues related to DRR: the National Service of Disaster Risk Management; the National Direction of Meteorology and Hydraulics; National Direction of Health and Sanitation; the National Direction of Environment; the National Direction of Agriculture; the National Direction of Water and Forests; the National Direction of Habitat; and the National Direction of Education and Research.

Guinea has established a National Platform for DRR, of which the Groupe Opérationnel du Comité National de Gestion des Catastrophes is the focal point, but which is not fully operational due to lack of budgetary allocation. The National Platform aims to integrate DRR into development policies and planning; develop and strengthen institutions and build capacity against natural hazards; and introduce risk reduction approaches into emergency preparedness, response and recovery programs. In order to ensure the accomplishment of these actions, there is a DRR focal point appointed as head of division for the National Office of Disaster Management and Environmental Emergencies.

Guinea has integrated many of its DRR initiatives in its environmental policies and plans. Such initiatives comprise the National Action Plan for the Environment (where the priority identified is the prevention of major risks in rural and urban areas related to climate and human activities), the National Forestry Plan, the Master Plan for Mangrove Management (SDAM), and the National Strategy and Action Plan for the Conservation and Sustainable Use of Bio-Diversity. With the support of the UN Department of Humanitarian Affairs, the Swiss Government and the US Embassy in Guinea, technical staff from Guinea have received training in DRR.

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# Strategic

## DOCUMENTS AND PLANS

In 2007 Guinea submitted its National Adaptation Program of Action (NAPA). The NAPA identifies national and sub national climate change impacts and climate change adaptation measures to address those impacts. It also comprises as many as 25 sub-national level projects related to key vulnerability and capacity limitation. NAPA projects are expected to be achieved through specific funding or through implementation of the existing government policies, including the Strategy for Poverty Reduction, the Policy Letter for Agricultural Development, the Forestry Policy, and the National Action Plan for the Environment. Most of these policies were adopted in the early 90's and have been translated into programs and projects in all regions clearly indicating how climate adaptation is being mainstreamed into national policies. Under its NAPA, Guinea identified droughts/water scarcity, extreme weather events, land degradation and deforestation, public health, and sea level rise as the main climate hazards. The most vulnerable sectors identified in the NAPA are agriculture, water resources, forests and coastal regions.



*While institutional and political commitment have increased, achievements are still limited and the culture of DRR is not yet steeped in the spirit of decision makers.*

Guinea's NAPA consists of several projects that are related to DRR. The development of an early warning system to secure agricultural productivity project aims to use an early warning system to secure food production and decrease poverty, while the project of irrigated rice in Middle and Upper Guinea aims to increase food security and lessen the negative impacts of shifting cultivation. The creation of cane rat ranches to reduce bush fires and improve the living conditions of rural populations project works to preserve the environment and raise living conditions, as cane rats are a major food resource and bushfires are often caused by hunting them. Finally, the soil anti-erosion and protection project strives to mitigate land degradation and negative impacts of climate change.

Few of the adaptation projects in Guinea's NAPA are being implemented in the country and current projects are focused on only three sectors: coastal, agriculture, and fisheries. As noted by the International Institute for Sustainable Development in its "Review of Current and Planned Adaptation Action: West Africa" the lack of sufficient local capacity has been a hindrance to implementing the adaptation measures.

The 2013-2015 Guinea Poverty Reduction Strategy Paper (PRSP) refers to government plans over the 2013-2015 period to develop and implement programs focusing on adaption to climate change and climate variability. As described within, the government will pursue research in areas related to climate change, biological diversity and desertification, and protect coastal zones and the marine environment. The PRSP also notes the government's plans to build the capacity of those working with adaption to climate change, create and implement a carbon emissions reduction strategy and reinforce national dialogue over climate change.

According to the PRSP, the government sees agriculture as the sector that offers the most

opportunity for food and nutritional security. In this area, Guinea plans to implement the parts of the National Agriculture Investment and Security Plan (PNIASA) focused on the production of foodstuffs. It will also put in place an early alert system with a geographic system on food security and the establishment of backup food stocks to promote the prevention and management of crises and catastrophes.

Guinea has also established a National Environmental Policy (PNE) to preserve the environment and protect it from degradation. One of its main goals is to reduce obstacles and threats in the coastal zone. The PRSP also highlights some challenges Guinea faces, including insufficient financing for planned adaptation programs for agriculture, low usage of new agricultural methods by farmers, and the need for Guinea to increase awareness of the extent of climate change and to reduce catastrophic risk.

According to Guinea's National progress report on the implementation of the Hyogo Framework for Action (2009-2011), DRR has been integrated into national development plans and strategies, including the PRSP, the National Platform for DRR and the National Contingency Plan. While institutional commitment and political will have increased, achievements are still limited and often incomplete, and the culture of DRR is not yet steeped in the spirit of decision makers and civil society. Furthermore, the country has allocated a percentage of the national budget to DRR (more than two billion were allocated in the national budget 2011-2012); however, the availability and mobilization of funds at the national level remains problematic. Multi-risk and multi-sectoral evaluations as such are not conducted but some related encouraging achievements include the formulation of regular reports, inventories and databases that evaluate and disseminate information on hazards and vulnerabilities. Sectoral early warning systems exist as well and are indeed effective.

# International

## ENGAGEMENT AND SUPPORT

Although the major focus of the 2007-2011 United Nations Development Assistance Framework (UNDAF) (extended to 2013-2017) is environmental and habitat preservation and promotion, DRR is included in several activities. These entail activities concerning ecosystems; water preservation, quality and safety; preparation of the National Contingency Plan (with support from OCHA); and plans for an Act coordinating natural resources management, the environment and risk prevention. In 2009, OCHA worked with the Guinean Government to prepare a National Contingency Plan in order to strengthen local and national capacity in disaster preparedness. Key partners included the Ministry of Environment and Energy, the Ministry of Security and Civil Protection and the Service National de l'Action Humanitaire (SENA) that represents Guinean NGOs.

In addition to the government's efforts, other donors have shown their commitment to DRR and CCA in Guinea through a variety of initiatives. The Global Environmental Facility (GEF) has been active in Guinea with several programs related to Guinea's coastal zones and biodiversity. These include the Increased Resilience and Adaptation to Adverse Impacts

of Climate Change in Guinée's Vulnerable Coastal Zones project; the Guinea Current Large Marine Ecosystem (GCLME), also supported by the United Nations Industrial Development Organisation (UNIDO); and the Coastal Marine and Biodiversity Management project. The United Nations Development Programme (UNDP) has also been active implementing projects addressing climate change adaptation. Examples include the Strengthening Resilience of Farming Communities' Livelihoods against Climate Changes in the Guinean Prefectures of Gaoual, Koundara and Mali, and the Ecosystem-Based Adaptation Targeting Vulnerable Communities of the Upper Guinea. The World Bank (WB) project, Urban III, aims to improve infrastructure and services in Conakry and other cities and provide support for decentralization. The International Fund for Agricultural Development (IFAD) has also been active in Guinea with several programs, including the Support to Rural Development in North Lower Guinea Project (PADER-BGN) to increase food security in the northern region of Lower Guinea. Other donors currently or previously active in Guinea include the International Federation of Red Cross and Red Crescent Societies (IFRC), the United Nations Office for the Coordination of Humanitarian Affairs and the World Meteorological Organization (WMO).

# UNDERLYING Risk Factors: Local Perceptions

## RTUs Selected AND SUPPORTING RATIONALE

The RRI in Guinea looks at three Representative Territorial Units (RTUs), each of which differ in terms of risks, geographic locations and levels of urbanization and economic development. Conakry, the capital, is a western coastal urban area. Kindia is an urban eastern extension of the

coastal zone of Guinea, and Dabola is a rural, agricultural central region. The three RTUs attempt to cover at least in part the different types of geography, climate-related challenges, natural hazards and risks Guinea faces. The rural versus urban locations also provide a more comprehensive picture of the underlying risk factors affecting the Guineans and the conditions in which they live that make them more or less vulnerable to disasters.

# Dabola

Located in the center of Guinea, the rural RTU Dabola covers eight rural districts and one urban center. The population, mainly Muslim, is estimated at 167,626 inhabitants (Faranah Regional PRSP 2006) with 22% of the population in urban settings and the remaining 78% in villages. Women are the main source of labour in the agricultural sector. The poverty profile has revealed that 66.3% of the population still lives below the poverty threshold.

The agriculture in the RTU Dabola is characterized by distinct elements. These include (i) the predominance of slash and burn, shifting and hillside agriculture; (ii) the weak use of agricultural inputs; (iii) highly rain-fed agriculture which represent 99.5 % of cultivated land; (iv) the quasi inexistence of agricultural equipment, meaning agriculture is essentially manual, only making use of plowing material; (v) the shortening of fallow periods from 7 to 10 years in the 1970's to 3 to 5 years nowadays.

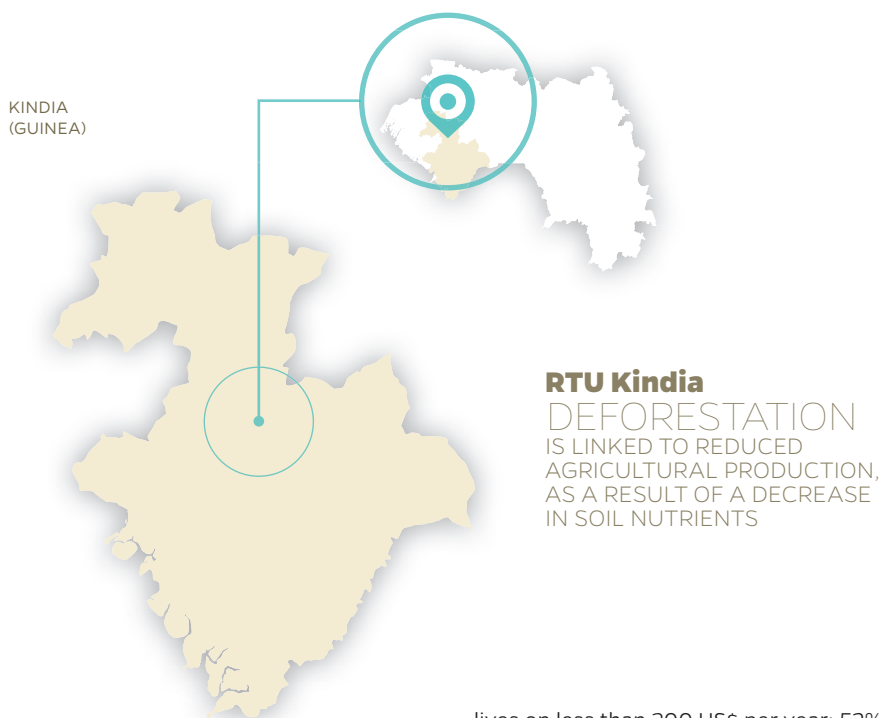
On the other hand, livestock breeding, which is the second main activity in the region, is extensive and based primarily on natural pastures with weak fodder production in the dry season. The practice of overgrazing and the transhumance has led to conflicts between breeders and agricultural farmers. Additionally, the common practice of forest clearing and slash and burn agriculture to create new pasture areas contributes to the impoverishment of the soil and ultimately undermines livestock productivity in the longer term.



DABOLA  
(GUINEA)

## RTU Dabola

LOW LEVELS OF LITERACY  
INCREASES THE POPULATION'S VULNERABILITY  
TO NATURAL HAZARDS AND CAN LEAD  
TO EXCLUSION FROM DECISION-MAKING PROCESSES



KINDIA  
(GUINEA)

**RTU Kindia**  
**DEFORESTATION**  
 IS LINKED TO REDUCED  
 AGRICULTURAL PRODUCTION,  
 AS A RESULT OF A DECREASE  
 IN SOIL NUTRIENTS

## Kindia

Kindia is divided into ten rural districts and one urban district. As an extension of the coastal zone of Guinea, Kindia is the second largest urban area of the country with 20% of the total population. Forest area is currently estimated at 8% of the RTU, which hosts the most important relic of mesophilic forest in West Africa. The mangrove forests are predicted to be highly affected by climate change.

Agricultural production is also very likely to suffer due to sea level rise. Predicted impacts include infrastructure destruction, saltwater intrusion, shortages in potable water, loss of agricultural land and decreased crop yields (especially in rice production which accounts for 42% of the entire agricultural sector).

With a total population of 158,058 (Regional PRSP 2006), Kindia is characterized by high levels of poverty: 40% of the population

lives on less than 300 US\$ per year; 52% of the rural population is poor (urban 25%); life expectancy is 54 years; the literacy rate is 25%; and 50% of the rural population does not have access to drinking water.

The development of the main extractive industries, such as bauxite, iron, diamonds, gold and uranium, has created environmental, socio-economic and governance risks in Kindia, with the country's most important bauxite mining sites located in the region. Other industries consisting mainly of agricultural products processing, breweries, and agriculture equipment factories, are still in the nascent stages.

Kindia contributes 24% of the national rice production and provides 60% of the domestic energy for the capital and main cities of the coast through the mangroves. In Kindia, the most developed type of agriculture is rain-fed. Cattle, small ruminants and pigs are the base of livestock raised in an extensive traditional system. There are also a few semi-modern poultry farms in the peripheral areas and urban centers.



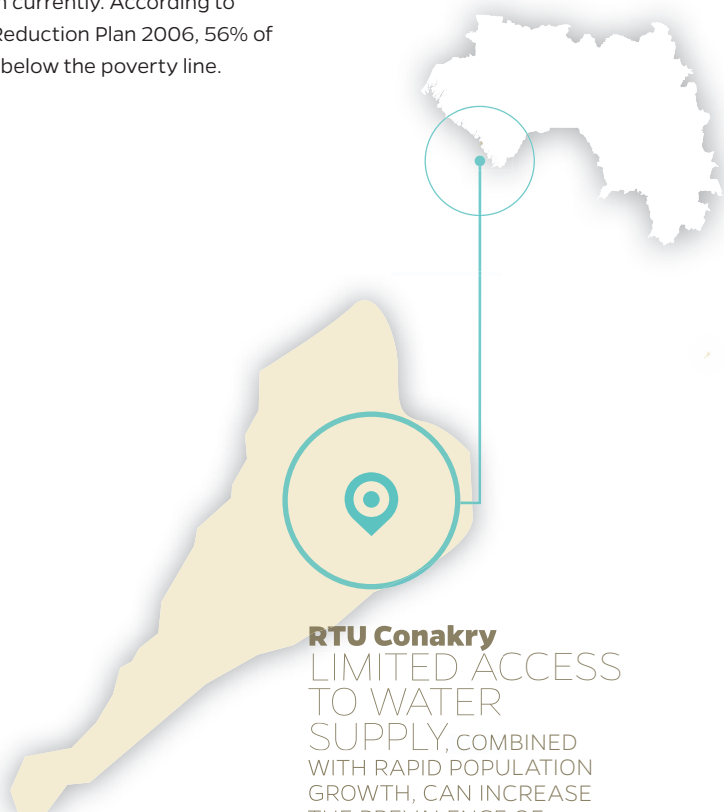
# Conakry

Conakry's relief is mainly a coastal plain dominated by a chain of hills along the coast. The vegetation consists mainly of mangroves which are threatened by the combined effects of rapid urbanisation and changes in rainfall and sea level rise. Furthermore, flooding and rising sea levels could displace approximately 30% of the coastal population, while also destroying infrastructure and reducing the supply of potable water, which could facilitate the spread of diseases.

Administratively, the RTU covers the capital city (Conakry) and covers five urban municipalities. Up to 52% of the country's urban population lives in Conakry, making it highly congested. This rapid growth is shown by the increase of the total population from 1.85 million in 1990 to 3.4 million currently. According to Conakry's Poverty Reduction Plan 2006, 56% of the population lives below the poverty line.

Conakry is the primary economic zone of Guinea, with 70% of the industrial activities in the country that are reinforced by a dense network of small businesses. The main crops are rice, maize, cassava and peanuts. There is a wide variety of cash crops (bananas, pineapples, cashews), vegetable gardening and plantations, and mango and citrus cultivation. Cattle, small ruminants and pigs are raised on farms located in the peripheral areas or urban centers.

CONAKRY  
(GUINEA)



**RTU Conakry**  
LIMITED ACCESS  
TO WATER  
SUPPLY, COMBINED  
WITH RAPID POPULATION  
GROWTH, CAN INCREASE  
THE PREVALENCE OF  
WATERBORNE DISEASES



## NATURAL HAZARDS AND UNDERLYING RISK FACTORS OF SELECTED RTUS

	DABOLA (RURAL)	KINDIA (URBAN)	CONAKRY (URBAN)
<b>NATURAL HAZARDS</b>	DROUGHTS, FLOODS	EPIDEMIC, FLOODS	RISE IN SEA LEVEL, FLOODS, EPIDEMIC
<b>RISK DRIVER 1</b> 1	<ul style="list-style-type: none"> <li>• Deforestation</li> </ul>	<ul style="list-style-type: none"> <li>• Water pollution</li> <li>• Water scarcity</li> <li>• Deforestation</li> </ul>	<ul style="list-style-type: none"> <li>• Water pollution</li> <li>• Water scarcity</li> <li>• Deforestation</li> </ul>
<b>RISK DRIVER 2</b> 2	<ul style="list-style-type: none"> <li>• Food insecurity</li> <li>• Out-migration</li> <li>• Low levels of literacy</li> <li>• Poverty</li> <li>• Unemployment</li> </ul>	<ul style="list-style-type: none"> <li>• Prevalence of HIV/AIDS</li> <li>• Food insecurity</li> <li>• Low levels of literacy</li> <li>• Poverty</li> <li>• Unemployment</li> </ul>	<ul style="list-style-type: none"> <li>• Unemployment</li> <li>• Low levels of literacy</li> <li>• Poverty</li> </ul>
<b>RISK DRIVER 3</b> 3	<ul style="list-style-type: none"> <li>• Poor drainage/water disposal systems</li> </ul>	<ul style="list-style-type: none"> <li>• Limited access to water supply</li> <li>• Poorly built basic infrastructure</li> <li>• Poor drainage/water disposal</li> </ul>	<ul style="list-style-type: none"> <li>• Limited access to water supply</li> <li>• Poorly built basic infrastructure</li> <li>• Poor drainage/water disposal</li> <li>• Poorly built housing</li> </ul>
<b>RISK DRIVER 4</b> 4	<ul style="list-style-type: none"> <li>• Corruption</li> <li>• Limited financial capacity</li> <li>• Non-compliance with the law</li> <li>• Inefficient bureaucracy</li> </ul>	<ul style="list-style-type: none"> <li>• Centralised decision-making</li> <li>• Corruption</li> <li>• Inefficient bureaucracy</li> <li>• Lack of civil society participation in decision-making</li> <li>• Limited financial capacity</li> <li>• Non-compliance with law</li> </ul>	<ul style="list-style-type: none"> <li>• Corruption</li> <li>• Lack of civil society participation in decision-making</li> <li>• Inefficient bureaucracy</li> <li>• Limited financial capacity</li> </ul>



# Findings

AND KEY ISSUES  
BY RISK DRIVER

In the RTU Conakry, respondents scored epidemics as the only serious natural hazard. Moderately serious scores were given to wildfires, floods and insect infestation. In Dabola, respondents were especially concerned with wildfires and, in Kindia, they were concerned as well with epidemics and insect infestation.

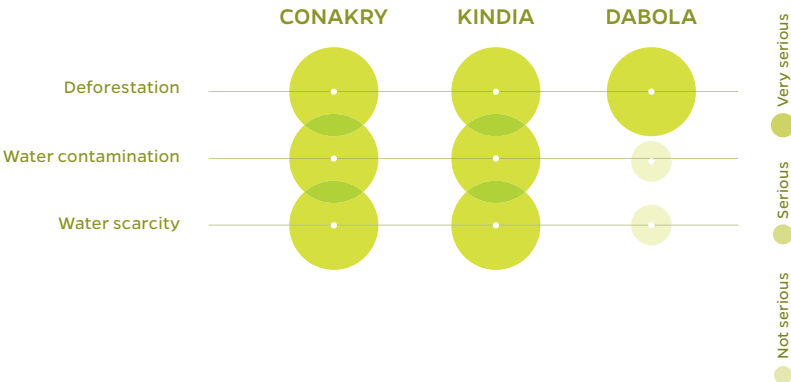


# Local Perceptions on Risk Driver 1

Overall, the key issues or concerns identified in the three RTUs under environment and natural resources are deforestation, water contamination and water scarcity. Deforestation is the issue of concern present in all three RTUs. Water contamination and water scarcity are pressing concerns in both Conakry and Kindia, but not in Dabola where they receive only moderately serious scores.

## Environmental and Natural Resources

SOCIAL AND ECONOMIC CHALLENGES IN CONAKRY, KINDIA AND DABOLA



### 1 DEFORESTATION

In Conakry, the population is aware of the degradation of sensitive zones, such as water sources or river banks, along with the associated impacts related to water availability and contamination. In coastal locations such as Conakry, mangrove destruction is impacting the coastal dynamics and causing the loss of the ecological values in ecosystems such as fish nurseries, wildlife habitats and water quality. Both in Conakry and Kindia, respondents identified deforestation as affecting local rainfall patterns, increasing the vulnerability of the community to drought and, in the long term, the risk of desertification. Indirectly, deforestation is linked to reduced agricultural production as a consequence of the decrease in nutrient availability and arable lands, as soil is progressively impoverished. Only in Dabola did respondents identify the increased exposure to landslides caused by the lack of soil retention and environmental service provided by forests as an issue.

In order to confront deforestation, some actions have been taken at the household level. Communities in Conakry have carried out awareness raising campaigns to protect mangroves and prohibit their cutting. They have also established community managed forests, which have improved the sense of ownership over the natural resources as the community decides how to use the resource towards its sustainability. In Dabola, the community has set up a community forest management committee that involves reforestation activities. In Kindia and Dabola, communities have decided to set up monitoring committees for wildfire protection which is, in many cases, a function that cannot be assumed by government authorities due to the lack of resources. Communities have also begun to use improved stoves, so that fuel wood is used more efficiently, increasing the forests' sustainability in the long term. The forestry authorities have allocated insufficient technical capacities to intervene

against deforestation. Community organisations have thus put in place reforestation practices, and local governments in all three RTUs have prohibited tree cutting. However, these initiatives are seen as minimally effective as a direct consequence of the low levels of resources and funding allocated to them and subsequently the lack of monitoring processes.

Other reforestation activities led by the national authorities generated more positive opinions from respondents, who assessed these as somewhat effective as they run in parallel with a sanction framework. However, as previously mentioned, these initiatives lack monitoring. The government is also supporting the creation of protected areas and providing training on improved natural resource management both in Kindia and Dabola with medium to low effectiveness, as more technical capacity is needed.

## 2 WATER CONTAMINATION

According to respondents, water contamination is a serious issue, especially concerning the two urban RTUs of Conakry and Kindia. Water contamination increases the population's exposure to water borne diseases and the proliferation of disease vectors, circumstances that ultimately reduce labor productivity. Communities are involved in protecting the water sources, promoting hygiene and sanitary practices, using water purification solution and promoting waste management and collection. Many of these interventions, although being promoted at the community level, require institutional support to provide them with the appropriate infrastructure needed for safe water provision.

In partnership with international NGOs, the national government has distributed water purification solution, which has been regarded as a very relevant measure. Additionally, they have implemented water

source decontamination and borehole digging with positive results. However, these were criticised for their limited outreach. According to respondents, the government is in the validation phase of the environmental standards for wastewater discharge inspection procedures. Local governments have put in place garbage collection and water treatment systems. For their maximum effectiveness, however, these infrastructures require a large amount of allocated funds as well as strong support from taxpayers.

## 3 WATER SCARCITY

Water scarcity drives people towards using unprotected water sources causing, especially in urban settings, waterborne disease outbreaks (cholera, dermatitis, etc.). Lack of a continuous and available water source has increased the workload for women and decimated livestock, increasing families' vulnerability and food insecurity. In Kindia, a more rural setting, people are concerned with the relation that mangrove destruction might have with water availability, which ultimately affects labor productivity and the degree of desertification. To increase their water supply, households in Conakry and Kindia are digging wells and storing water domestically.

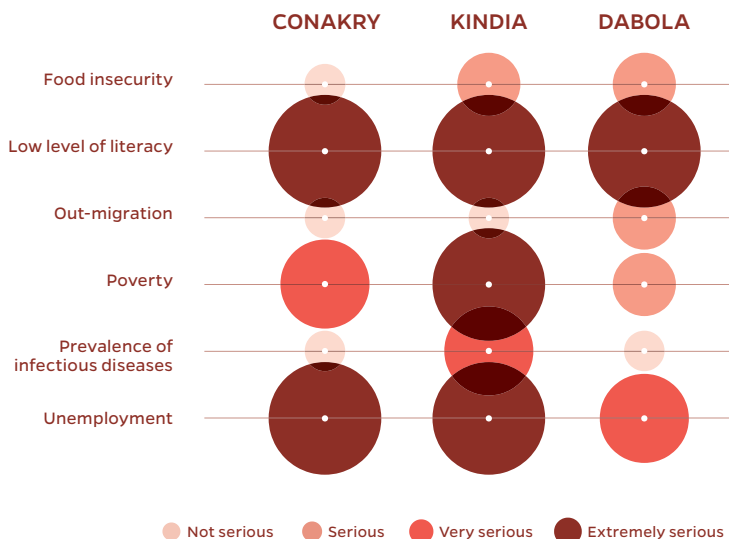
At the government level, actions have been taken to manage water sources and dig boreholes for water provision. Both initiatives are assessed by respondents as somewhat effective and very effective as long as there is both sufficient funding to execute them and appropriate technical capacities. The government is also building the extension of the water network, particularly in Conakry. However, concern has been expressed about whether this would entail the exclusion of vulnerable groups since the scope of the activities might not reach the neighborhoods where most of the vulnerable population is concentrated.

# Local Perceptions on Risk Driver 2

There are several commonalities among the RTUs across the social and economic conditions, as well as differences, particularly between rural and urban areas. All three RTUs perceived food insecurity, low level of literacy, poverty, and unemployment as serious issues. The prevalence of infectious diseases was given a high score in the urban areas of Conakry and Kindia, while out-migration was specific only to the rural RTU of Dabola. Unemployment, poverty, and low level of literacy were seen as particularly serious issues in Kindia. Overall, both Conakry and Kindia expressed more serious concerns over the socioeconomic conditions than Dabola, except in the cases of out-migration and low level of literacy.

## Socioeconomic Conditions

SOCIAL AND ECONOMIC CHALLENGES IN CONAKRY, KINDIA AND DABOLA



### FOOD INSECURITY

In Kindia, food insecurity is related to an increased rate of child malnutrition, health problems in pregnant women, increased vulnerability to diseases and as a driver that forces out-migration of youth to urban areas. In Dabola, food insecurity is also perceived as a cause for the increased crime rate and increased number of wildfires to create new farms. Both communities concur that food insecurity makes the community dependent on imported rice and other products. Specifically, a respondent affirmed that food insecurity reduces the community's ability to cope with the 'lean period' and its potential to address development issues.

To diversify and improve agricultural productivity, families are practicing vegetable gardening, plant fertilisation and soil protection. They are also organising themselves into farmers' cooperatives to increase the use of improved farming techniques to build farmers' capacity. This initiative has been encouraged by the local government and supported by international organisations. In turn, the national government has developed food distribution campaigns in school canteens to improve child nutrition, which have been extremely effective.

Both in Kindia and Dabola, the government, supported by international organisations, has carried out a very successful project in lowland planning and lowland irrigation.

National authorities have also supplied agricultural equipment to support agriculture mechanisation, enabling farmers to increase their productivity in parallel with the development of extension activities. This has been undertaken in coordination with local authorities and includes the provision of subsidised seeds. Other interventions to support women farmers are highly regarded as well.

In Dabola, international organisations have implemented a food security programme that provides food distribution interventions and support in accessing seeds and equipment. Respondents explained that international organisations have also developed a microfinance system to support the community, but the lack of entrepreneurship skills has been a hindrance.

literacy policy. Evidence has shown political will for increasing the literacy rate in Guinea through the creation of a National Literacy Directorate. More specifically, the government, with support from donor agencies (especially from UNICEF), has created NAFA centres or 'Second Chance Schools' which are intended to cater to the education needs of those excluded from the traditional system (drop outs and un-enrolled children from 10 to 16). However, this initiative has not had good results, according to respondents. Conversely, the 'Education for All' project in Kindia was assessed as very effective. The World Bank Education for All project, which was implemented from 2001 through 2013, aimed to improve teaching and learning conditions in Guinea by expanding access to education, enhancing the quality of learning, and strengthening the decentralised management of the education sector.

## 2 LOW LEVELS OF LITERACY

A low level of literacy is identified by respondents from all three RTUs as a serious concern. In Conakry and Kindia, low levels of literacy are linked with the high rate of unemployment, increased vulnerability to natural hazards, increased vulnerability to diseases and forest/mangrove destruction. Additionally, in the rural RTU of Dabola, respondents highlighted that low levels of literacy reduce people's access to information and thus increase the marginalisation of certain groups, leading to their exclusion in decision making processes. This particularly increases women's vulnerability as well.

In all three RTUs the communities have set up literacy programs, contributed to the construction of schools and literacy centers for adults, and created educational committees to promote child enrolment and raise awareness of the importance of education. In Dabola, the community established a girls training centre and a youth counseling centre.

Some literacy programmes, perceived as somewhat effective, are being performed at the national level through a governmental

## 3 OUT-MIGRATION

Out-migration is a concern in the rural area of Dabola where women's vulnerability has increased as they are left alone by their husbands without enough resources to take care of their families. As a consequence of this migration flow, the farming workforce is reduced and the amount of cultivated land is decreased, thus increasing the community's vulnerability to food insecurity. To address these difficulties, families have established farming cooperatives to raise their productivity and reduce the incentives to migrate. They have also established support groups for youth, with youth peer educators, to reduce out-migration through the creation of opportunities and income generating activities.

A strategy that has been considered to work well in diversifying the sources of income and food is governmental support for lowlands development for rice growing. International organisations, as respondents affirm, have targeted their efforts rather



# Local Perceptions on Risk Driver 2

## Socioeconomic Conditions

towards awareness raising campaigns that are not considered effective as they are not combined with complementary activities that support employment and training. While some efforts have been made to put a vocational training programme into practice, which was positively embraced by the communities, there has been a demand for a greater number of these types of programmes to be included as part of the campaigns.

### 4 POVERTY

Respondents from all three RTUs identified poverty as a serious concern as it results in the destruction of mangroves, higher insecurity, and increased vulnerability to natural hazards and epidemics due to the associated costs of treatment. They also mentioned that due to poverty the population has poor coping capacities against shocks, reducing their resilience.

To overcome the lack of income in Conakry, families have set up informal trade activities to promote self employment, create microenterprises, set up community/solidarity groups with support from the Diaspora and ultimately reduce the number of meals. In Kindia, farmers have established a rural credit scheme and provided health coverage for vulnerable groups. In Conakry, where respondents presented a wider range of interventions than in other RTUs, international organisations have developed capacity building activities, microfinance interventions and other activities for health coverage, agricultural inputs and women's groups. These initiatives have received high scores for their effectiveness of funding allocation,

but have been criticised for their low levels of monitoring and inclusion of stakeholders.

In contrast to perceptions over international organisations' programme execution, all national government interventions mentioned were perceived to be minimally effective, including the creation of farming associations, the application of the Poverty Reduction Strategy and the support to income generating activities. Some of the drawbacks observed by respondents were corruption, insufficient fund allocation and high levels of donor requirements.

### 5 PREVALENCE OF INFECTIOUS DISEASES

In Kindia, respondents perceived the reduced or lack of prevention of infectious diseases as one of the major causes of increased child mortality and vulnerability of families to epidemics, which indirectly affects farmers' productivity. In Kindia, the community has organised, in collaboration with local authorities and with support from international organisations, awareness raising activities on disease prevention and hygiene practices, achieving wide coverage, including the most vulnerable. Furthermore, health management committees have given support, amongst other activities, to immunisation campaigns and help in building health posts.

The local government in Kindia has helped to create a cholera treatment centre; however, people perceived the intervention as minimally effective due to the insufficient funding allocated. In contrast, the distribution of mosquito nets has been a very effective targeted measure led by the government.



Greenpeace / Jeremy Sutton-Hibbert

## 6 UNEMPLOYMENT

Unemployment is a crucial issue in all three RTUs. Conakry's unemployment is linked to increased crime rates, poverty, destruction of natural resources and vulnerability to diseases. In Kindia, respondents acknowledged that unemployment increases women's exploitation and, in Dabola, one respondent affirmed that, "unemployment reduces the development potential and creates an intergenerational conflict," while others state that it principally increases youth out-migration flows. In order to overcome the lack of income and diversify economic activities, communities have set up micro-enterprises.

Guinea's PRSP, while not specifically identifying youth employment as a challenge, has established a national employment policy and made it operational through its National Employment Action Plan. Projects

implemented under this Action Plan have obtained, however, low ratings amongst respondents, as technical capacities are seen as insufficient and agreements with the private sector as ineffective as they exclude the most vulnerable. Other interventions such as support to vocational training and NAFA centers for girls were positively rated somewhat effective for their inclusion of women's groups and collaboration with committed actors.

International organisations have supported the development of micro-enterprises in Conakry and Dabola, which is viewed positively by respondents. In addition, they have implemented a Youth Training program, which trained youth in proposal writing and small business management. Both interventions were rated as somewhat effective.

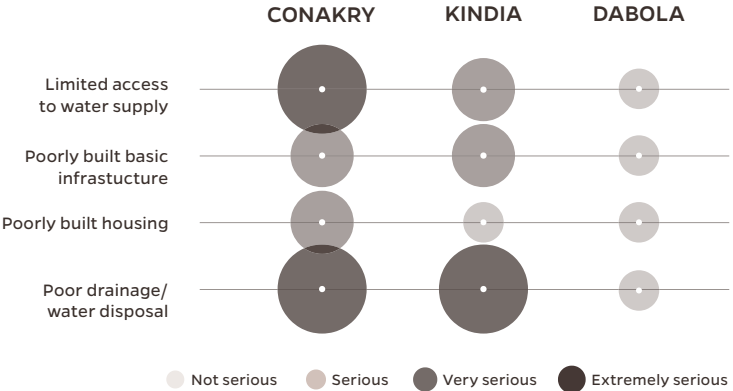
# Local Perceptions on Risk Driver 3

Only the urban locations, Conakry and Kindia, identified issues under land

use and built environment as serious. Conakry identified limited access to water supply, poorly built basic infrastructure, poorly built housing, and poor drainage/ water disposal as serious concerns. Respondents in Kindia also found the same issues to be critical, with the exception of poorly built housing. In contrast, in Dabola none of the issues were considered serious.

## Land Use and Built Environment

LAND USE CHALLENGES IN CONAKRY, KINDIA AND DABOLA



### 1 LIMITED ACCESS TO WATER SUPPLY

Respondents from the urban RTUs, Conakry and Kindia, linked the rapid population growth and urbanisation to limited water access, the increase in the occurrence of waterborne diseases, and the increase in the workload for girls, which affects their ability to attend school (especially in Conakry). Communities have engaged in well digging, latrine construction and water purification, although they claim they need support for the procurement of external supplies and technical knowledge.

The national government has intervened through borehole digging and the extension of the water network. The latter is considered to be minimally effective due to poor governance, corruption and insufficient technical capacity. However, this same intervention was undertaken by international organisations and valued as very effective by respondents in Kindia and Conakry. Both the national

government and international organisations have engaged in water source protection and management; however, respondents assessed both of these interventions as minimally effective given their insufficient funding and technical capacity. Furthermore, international organisations have identified water purification solutions that indirectly help to effectively reduce other issues.

### 2 POORLY BUILT BASIC INFRASTRUCTURE

According to respondents in Conakry and Kindia, poorly built infrastructure generates a reduction in the quality of services such as water provision and an increase in health vulnerability. Access to social services such as schooling and health facilities is also affected. In the event of a disaster, emergency and rescue services were not effective because of poor infrastructure conditions.

Families in Conakry have rehabilitated infrastructures with locally made building blocks 'terre cuite'; however, as there are limitations to these blocks, there is a need for longer-term and more sustainable solutions. In Kindia, the community constructed latrines and created a public infrastructure management committee to communicate concerns related to poor infrastructure to the designated authorities. Ultimately, in Conakry, some families have decided to move to safer places when they have the coping capacity.

The local and national governments have worked together to rehabilitate education and health infrastructures. The respondents had a negative opinion of these interventions as insufficient funding and technical capacity have led to an incomplete implementation of these interventions. Other interventions, which were criticised for the same reasons, were the Urban Planning Program in Conakry and the building of improved social infrastructure.

International organisations in Conakry collaborated with school renovation projects that have been viewed as effective due to their sufficient levels of funding and stakeholder inclusion.

### 3 POORLY BUILT HOUSING

Respondents in Conakry have acknowledged that the low quality of building materials and poorly planned housing structures have increased the risk of collapse and fire as well as families' exposure to diseases due to humidity and poor sanitation. Some families try to improve the conditions of their houses with locally available materials, such as building blocks made by community groups. Unfortunately, these solutions are only provisional due to the low quality of the materials. Other households receive support from the diaspora to improve their living conditions and those who have the opportunity move to safer places.

The national government has implemented housing programs (HLM, SOLOPRIM mentioned) that are recognised as effective measures. Additionally, the government has provided support with the provision of affordable construction materials; however, this is viewed as a minimally effective intervention because of the insufficient technical capacity allocated and the insufficient capacity of the private sector.

### 4 POOR DRAINAGE/ WATER DISPOSAL

As a consequence of the poor drainage systems there is high proliferation of disease vectors, such as mosquitoes leading to cholera and malaria outbreaks, acknowledged in the urban RTUs. Respondents from the rural RTU of Dabola have not ranked the issue as one of the most serious they face. The communities have themselves cleaned the water disposal system and the neighborhoods in both urban RTUs. In addition, a health committee has been set up in Conakry, and in Kindia the Hygiene and Cleaning committee is in place. Both committees organise the cleaning days and raise awareness of the use of latrines to discourage the use of the drainage system as a waste dump.

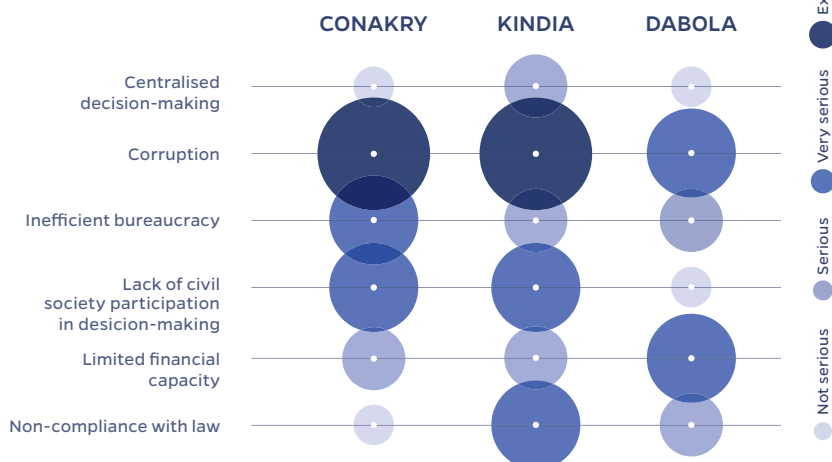
International organisations, in collaboration with the local authorities, have built water disposal and drainage systems that; however, have not achieved effective results according to respondents.

Furthermore, the national government has enacted a hygiene policy, which is positively viewed but criticised for its lack of awareness among communities. The Urban Infrastructure Program in Conakry was positively measured but criticised for not being fully implemented. In both RTUs as well, the government led a cleaning exercise of the water drainage system, but its implementation is also incomplete and currently there is no long term solution planned.

# Local Perceptions on Risk Driver 4

## Governance

GOVERNANCE CHALLENGES IN CONAKRY, KINDIA AND DABOLA



### 1 CENTRALISED DECISION-MAKING

Only Kindia perceived the centralisation of decision-making processes as a key issue. Respondents linked the issue with increased corruption and ineffectiveness of the administration. One example cited was the delayed response of the authorities during cholera outbreaks. Centralisation is believed to generate poor inclusion of the population in the decision-making process, resulting in a lack of citizen engagement in government decisions. The community has disseminated the decentralisation policy and set up community groups to advocate for their interests.

At the local level, the government has applied the decentralisation policy with a rating from respondents of very effective

since it is considered a 'vigorous action' that enables community members to be part of the decision-making process. On the side of the national government, decentralisation is being executed very effectively, although respondents pointed out that more capacity strengthening is needed in order to respond to people's requests.

### 2 CORRUPTION

Conakry respondents linked corruption with the increased destruction and overexploitation of natural resources due to ineffective controls related to the poor enforcement of the forestry code and other environmental laws, in which powerful individuals are granted cutting permits.

In Kindia, respondents affirm that the social services are ineffective and expensive and often not available for the poorest. This increases people's vulnerability to epidemics and other risks. In Dabola, as a consequence of corruption, people identify the impunity for poor governance, the embezzlement of funds and the lack of clarity and transparency in public services recruitment processes. All of these circumstances are a source of conflict causing youth demonstrations and the discouragement of potential investors.

In Conakry, community groups have been organised to advocate for community interests, law enforcement and to pursue fair and transparent justice. Similarly, communities in Dabola have reported their dissatisfaction to administrative authorities during prefectural meetings. In both Kindia and Dabola, community groups are raising awareness of corruption and, in Kindia, they have even created an audit committee. However, corruption generates tensions that drive people to denounce and protest from time to time.

At the national level, the government has created anti-corruption agencies with an average score slightly over 'not effective at all', which shows the lack of confidence that respondents have for the government. Through these agencies, the government has increased control over civil servants and audited public investments. Both interventions were assessed as minimally effective because of the need for increased technical capacity and political will. In coordination with international organisations, the government also carried out awareness raising activities that were viewed as minimally effective.

International organisations have implemented capacity building programs to support the control agencies. These initiatives received higher rates of effectiveness when the training is considered as a separate component. However, in general terms, there is a sense of a

lack of application of principles on the part of those in charge of decision-making, along with a lack of political engagement.

### 3 INEFFICIENT BUREAUCRACY

Inefficient bureaucracy is a serious concern identified in all three RTUs. As a consequence of corruption, inefficient bureaucracy is creating delays, increasing the costs of services and ultimately increasing people's vulnerability. Specifically in the event of a disaster, the effectiveness of the response is low, exposing the population's vulnerability to all major risks. All these conditions are feeding citizens' dissatisfaction and distrust of the government's responsibility and role in providing services, leading to riots and demonstrations.

In Dabola, the community has created Land Tenure Conflict Management Committees to mediate in conflicts between pastoralists and farmers. Some activities regarding the dissemination and popularisation of laws are being established so that communities are aware of their rights and duties as citizens and thus can advocate for themselves.

Local and regional authorities are building civil servants' capacity to increase their efficiency. At the national level the Public Sector Reform has generated very positive opinions amongst respondents.

### 4 LACK OF CIVIL SOCIETY PARTICIPATION IN DECISION-MAKING

Respondents acknowledge that there is limited citizen awareness and engagement leading to poor disaster response. They also highlight a lack of accountability towards the population and a lack of consultation, both important means for the inclusion of the population in decision-making. Community

# Local Perceptions on Risk Driver 4

## Governance

groups have been established to run civic education sessions and advocacy activities. In Conakry, citizens often participate in protests and demonstrations.

Respondents convey that in Conakry the local and regional governments have held District Assembly meetings and stakeholders' fora, which were assessed as very effective for their high amount of participation. In turn, the national government has held a public hearing for the communities along with stakeholder workshops. Both were very well received by respondents.

### NON-COMPLIANCE WITH THE LAW

As part of the lack of law compliance, respondents in Kindia affirm that corruption has increased and that there is impunity for increased fraud of funds, which affects the fact that poor security services do not respect citizens' rights. This situation creates tension and conflict. Furthermore, people are building their houses in dangerous areas and forest destruction has increased due to the lack of law enforcement and monitoring, which in turn affects populations' vulnerability.

Community groups have been established to raise awareness of corruption issues and civic education as well as to disseminate laws. The communities have also mobilized themselves to advocate for law enforcement and fair and transparent justice.

At the local level, several initiatives addressing non-compliance with the law have been carried out. This includes the re-arrangement of by-laws and, in collaboration with the national government, the strengthening of law enforcement agencies. This has received very effective ratings from respondents. Other initiatives that work in parallel are the designation of community volunteers for law enforcement, seen as somewhat effective by respondents, and at the national level, the strengthening of the judicial system, which was considered to be very effective.

### LIMITED FINANCIAL CAPACITY

Limited financial capacities have had negative effects across different sectors. These include the poor coverage of community needs by social services, the low level of activities, increased deforestation and over exploitation of natural resources, the discouragement of civil servants, the establishment of settlements in dangerous areas and ultimately the poor control over disaster risk reduction and management. This issue is crucial, especially in Dabola.

Local and regional governments have implemented the Internally Generated Funds Initiative that is seen as having improved over the years through "vigorous revenue mobilisation". The national government has provided people with loans and, although it is seen as somewhat effective, it is also acknowledged that most people do not pay the loans back. The government has also implemented the prompt payment of the District Assemblies common fund, which is viewed as very effective by respondents.







# Recommendations from

## DABOLA

1

### INCREASING KNOWLEDGE AND AWARENESS ON ENVIRONMENT AND NATURAL RESOURCES

- Establish a dialogue between relevant actors to **DEFINE A MONITORING MECHANISM** for the implementation of the **FOREST CODE**
- **REVITALISE** the **COMMUNITY FORESTRY MANAGEMENT COMMITTEES** (COGESF)
- Train farmers on **IMPROVED TECHNIQUES FOR MANAGING NATURAL RESOURCES**
- **TRAIN** government, NGOs, elected officials and private sectors on approaches to **ADAPTATION AND RISK MANAGEMENT**

2

### BUILDING SOCIOECONOMIC RESILIENCE

- Create a **DATABASE OF LITERACY PROGRAMMES**
- **HARMONISE LITERACY APPROACHES** within programmes
- Create **INCOME-GENERATING ACTIVITIES AND MICRO-ENTERPRISE** for **YOUTH AND WOMEN** who are most vulnerable to unemployment
- Create **MICRO-CREDITS**

3

### IMPROVING LAND USE AND THE BUILT ENVIRONMENT

- Construct **RAINWATER DRAINAGE** channels
- **CLEAR EXISTING** channels
- **CONSTRUCT** individual and public **LATRINES**
- **BUILD CAPACITY OF WASTE MANAGEMENT COMMITTEES** at village and household levels
- Develop **LAND USE PLANS**

4

### IMPROVING GOVERNANCE

- **TRAIN AND SENSITISE** community leaders and citizens on **GOOD GOVERNANCE**
- Establish **ACCOUNTABILITY MECHANISMS** (local audit committees, regular performance reviews, monitoring the public officials, etc.)
- Expand **OUTREACH OF THE CODE OF DECENTRALISATION** and the governance charter

# the RTUs

## KINDIA

- Train farmers in **IMPROVED TECHNIQUES FOR NATURAL RESOURCE MANAGEMENT**
- Distribute **IMPROVED COOK STOVES**
- Organise **TRAINING** for relevant actors on approaches to **ADAPTATION AND RISK MANAGEMENT**
- Construct **LATRINES**
- Ensure **CONTROL CONSTRUCTION ALONG THE BANKS**

- **ASSESS AND HARMONISE LITERACY APPROACHES USED** by different operators
- Support **JOINT COMMITTEES FOR THE EVALUATION** of youth in the informal sector
- Support youth certification for the development of **MICRO-ENTERPRISE**
- Promote training, supervision and review of **HEALTH WORKERS' PERFORMANCE**

- Construct rainwater **DRAINAGE CHANNELS**
- Construct individual and public **LATRINES**
- Build capacity of **WASTE MANAGEMENT COMMITTEES**
- Construct and rehabilitate **BASIC INFRASTRUCTURE**
- Provide help in **MAINTAINING WATER POINTS** in public places

- Implement **TRAINING AND SENSITISATION** on **GOOD GOVERNANCE**
- Pursue the establishment of **ACCOUNTABILITY MECHANISMS**
- Organise periodic **PERFORMANCE REVIEWS OF PREFECTURAL SERVICES**
- Define the **FRAMEWORK OF PARTNERSHIP** between governmental agencies, NGOs and collectivities

## CONAKRY

- Raise **AWARENESS** of the effects of **WOOD CUTTING IN THE MANGROUVES**
- **DEFEND SENSITIVE AREAS** (hillsides, mangroves, etc.)
- **REGULATE THE ILLEGAL OCCUPATION** of the maritime public domain
- Construct **LATRINES**

- **PRIORITISE** the construction of school infrastructure and extend literacy centers
- Develop **ENTREPRENEURSHIP** and **MICRO-ENTERPRISES**
- Promote a more **EQUITABLE ALLOCATION OF PUBLIC RESOURCES**
- Promote **TECHNOLOGY TRANSFER** initiatives for the processing of local products

- Construct **WATER TREATMENT CENTRES**
- Clean existing sewage channels
- Monitor, **MAINTAIN**, and extend **DRINKING WATER SYSTEM**
- Support the **CONSTRUCTION OF SOCIAL HOUSING**
- Set up **INDUSTRIAL WASTE REGULATION**

- Promote **TRAINING AND AWARENESS** of councilors and municipal administrators on approaches to **FIGHT AGAINST CORRUPTION**
- Establish **ACCOUNTABILITY MECHANISMS**
- Organise **PERIODIC PERFORMANCE REVIEWS** of municipal services
- Define the **PARTNERSHIP FRAMEWORK** between government agencies, NGOs and the community

# Key

## CHALLENGES

In general, respondents from the urban RTUs tended to align much more in their perceptions on each of the issues than the respondents from the rural RTU. The interventions implemented by international organisations were more highly regarded than those of the government, which received a higher level of criticism mainly due to lack of funds and lack of technical capacity.

Although Guinea has shown political will and made remarkable progress towards establishing effective disaster risk management and relevant DRR/CCA initiatives, some main challenges have been identified by the RRI stakeholders. These include:

- Problems with wastewater management in urban centers such as Conakry and Kindia.
- The impact of the power plant on the urban environment of Conakry.
- The effects and influences of climate change on coastal areas.
- How to fully convince decision makers to establish the conditions and capacities to manage disaster risk and adaptation to climate change.
- How to increase climate change knowledge of policy makers (national and local) and different sectors (Public, Private and Civil Society).

The following were perceived as the main achievements in the country in terms of DRR and CCA by the RRI stakeholders:

- The most effective interventions under Risk Driver 1 were natural regeneration, limited licenses to cut wood, and the dissemination of improved natural resource management practices. The national actors most acclaimed by their actions were the Rural Council of Bissikirim, ASED, ATC, RGTA and the Denkadi Federation.

- Under Risk Driver 2, the creation of literacy centers (such as the NAFA Centre), the development of micro-enterprises, and support to farmers were seen as the most effective initiatives. The actors that were mentioned for being best placed to help reduce the vulnerability of socio-economic risks are Concern Universal and ChildFund (international organisations), the Prefectural Departments of Literacy and Social Affairs (governmental actors) and FDD COPRAKAM, ASED (national NGOs).
- Important interventions for reducing risks from Risk Driver 3 (land use and built environment) included pre-winter cleaning of gutters and the implementation of an oversight committee for the process. Along with the establishment of safety committees in neighborhoods, notably by local authorities and the non-governmental organisations ASED, SRR, and FDD.
- In terms of improving governance (Risk Driver 4), the most valued initiatives included whistleblowing of corrupt practices, the training for and implementation of community-based organisations, the training of local elected officials and government agencies, and civic education activities. USAID's work on its local governance project has been recognised as extremely effective because of its inclusive approach and its use of monitoring & evaluation mechanisms in local languages. In addition to USAID, other players such as the Prefectural Development Department and the Rural Council of Bissikirim (FDD) are seen as very active in strengthening risk governance.

