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WORKSHOP ON TRANSPARENCY AND SOCIAL RESPONSIBILITY IN THE MANAGEMENT OF NATURAL RESOURCES IN FRANCOPHONE AFRICA

CENTRE OF RESEARCH AND DEVELOPEMNT (CRD) CASE STUDY: KINTINIAN

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Presentation outline

- 1. Definition/Objectives of LOGTAFAs (Improving Local Government Transparency and Accountability in Francophone Africa)**
 - 2. Process of Identification of villages**
 - 3. Selected locations**
 - 4. Tools used in the study**
 - 5. Justification for the Centre for Research and Development (CRD) choice of Kintinian**
 - 6. CRD good practices**
 - 7. Constraints of the CRD**
 - 8. Observations and lessons learned from the study**
 - 9. Difficulties and recommendations**
 - 10. Conclusion of the Study**
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Definition and objectives of LOGTAFAs

- LOGTAFAs: Improving the Transparency and Accountability in Francophone Africa
 - The first element of LOGTAFAs consists in research which aims to identify and study governance good practices implemented by local governments in Sub-Saharan Africa in the key phases of the programming process budgeting, service delivery, procurement and audit/follow-up evaluation and monitoring
 - In particular, the research is interested in practices which lead, in all these steps, to a greater participation of the people, and greater accountability with regard to citizens and more transparency
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Definition and objectives of LOGTAFAs (continued)

- The study is supported by documentary studies and case studies carried out in 18 local villages in Guinea in the regions of Kindia, Mamou and Kankan
- The identification and evaluation of good practices have been achieved through an analytical framework of indicators, quantitative and qualitative scores and interviews with representatives of local authorities, the administration and civil society.

Slide 5**CHOICE OF COMMUNITIES FOR THE STUDY**

- The study took place in 18 local communities in three administrative regions of Guinea: Kindia, Mamou and Kankan
- The regions and communities were selected on the basis of the following criteria
- Rural/urban variation
- Socio-cultural and economic variation
- Predominance of activities: farming or mining
- Degree of presence of support structures
- Degree of dynamism in local governance (the potential existence of good local management practice)
- Dynamism of the study results

Slide 6**CHOICE OF COMMUNITIES FOR THE STUDY (CONTINUED)**

- A first list of locations was proposed and prepared on the basis of information obtained during meetings with:
 - The Ministry in charge of local government, the NGOs, and donors interviewed on the criteria referred to above
- This list was checked and revised during a survey mission after talks with the authorities and organisations, including SERACCO (community support and coordination service for interventions by NGOs and co-operatives and the SPD (Prefectural Development Services)
- Thus, thanks to the application of the assessment framework, the administrative authorities and local NGOs were able to give their opinion on the existence of good practices in the seven areas listed.

Slide 7**Criteria for the selection of a good practice****Level 1: Criteria for good local governance**

1	<i>Contribution to the improvement of accountability in a key area of decision-making</i>	The practice contributes to the improvement of accountability in one or more key areas of decision-making in the local communities which are: internal organisation, planning, budgeting, a procurement transaction, service delivery, audit/follow-up evaluation and monitoring. Accountability involves the transparency of information, participation and allowing the people to have their say/receptivity
2	<i>Innovation</i>	A good practice goes beyond the implementation of the mechanisms provided for in the legislation i.e. it is innovative.
3	<i>Local initiative</i>	The practice is rooted in local initiative and is

	not initiated by external people.
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Level 2: Institutionalisation criteria

4	<i>Institutionalisation</i>	The practice is integrated in the local management system – i.e integrated in the PDL, (People’s Democratic League) the PAI, (?) in the operating budget or taken charge of by a structure of permanent management or formally recognised by its trustees
5	Feasibility	The practice does not require many resources or specific measures to be able to be implemented. On the contrary, it is applicable or able to be achieved without technical support or external funding. Nevertheless, there is a potential for upscaling it for more impact with or without external resources. The practice is being shared or has already been shared to inspire upscaling to other local communities.

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Criteria for the selection of a good practice

Level 3 Impact criteria

6	<i>Degree of sharing</i>	The results are concrete and visible. The practice contributes to a greater awareness of the importance of accountability at the level of the stakeholders involved or:
7	<i>Results in terms of strengthening local communities</i>	more legitimacy and credibility for the local community or more capacity for action: Following the practice, the community has been able to carry out development actions (increase or improve infrastructure or socio-economic services)
8	Results in terms of the socio-economic development of the area	Social inclusion: the practice contributes to the strengthening of the position or capacities of the marginalised sections of the population: women, the youth or vulnerable groups where the practice contributes to the reduction of conflicts (state-owned, social etc) or to peace in the communities

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Map of the administrative divisions of Guinea: the communities which are the objectives of the research are indicated in green

Legend

- Administrative region of Boké
- Administrative region of Faranah
- Administrative region of Kankan
- Administrative region of Kindia
- Administrative region of Labe
- Administrative region of Mamou
- Administrative region of N’Zérékoré

Scale 1cm = 32 km

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Good Practice Evaluation Tool

Domaine of decision-making >	Internal Organisation	Indicator	Level	Observations
Dimensions of Accountability V			1,2,3	
Transparency				
Participation				
Voice/receptivity				

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Example of tools used for the LOGTAFSA Study

Domaine of decision-making >	Performance of services Criteria for evaluation	Indicators
Dimensions of Accountability V		
Transparency	The public is informed of the objectives and expected results of a project/initiative of PDL (People’s Democratic League)	Number of times during the course of the past year that the council has communicated the start-up of a PDL project
	Existence of a evaluation and monitoring system of PDL, PAI and/or the budget	There is an evaluation committee of the PDL/PAI
Participation	The citizens participate in the follow-up evaluation of the quality of basic services	Number of times the citizens have participated in the evaluation of the quality of basic services (education, health) during the past year
	The citizens are informed of the completion of infrastructure	Number of times the community has presented the assessment (balance

		sheet) of achievements
Voice/Receptivity	Opportunities for the citizens to blow the whistle on badly executed projects or non-performing services	Number of times during the two years past that the citizens (citizen groups) have collectively blown the whistle on the quality of projects or the non-performance of services
	The complaints of citizens on the subject receive attention and are followed up	% of cases mentioned above which have been handled in a satisfactory manner by the council

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The Guinean Mining Sector

The foreign private sector dominates the mining of bauxite, gold and diamonds, notably in Lower and Upper Guinea. The companies deposit 0,4% of their turnover for the communities in the areas of intervention. The management of mining payments poses a problem of capacity in terms of using them to the benefit of the beneficiary communities.

Year	Gold Exports in US\$ billions	Total Exports of Assets	Percentage
2005	182.44	846.49	22%
2006	327.00	1032.68	32%
2007	327/05	1203.20	31%
2008	534/01	1417/47	38%

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Justification for the choice of Centre for Research and Development (CRD) (local government revenue)

Second most rich local government tax revenue of the Siguiiri Prefecture (local development programme (PDLG) evaluation Phase 11)

The 21 districts making up the local government revenue conceal goldfields

The gold which comes from its sub-soils is the most coveted of Guinea (generally its content is 24 carats)

There are two kinds of gold mining: artisanal and the commercial mining of the Ashanti Goldfield Company (SAG)

No incidents have been registered with the SAG during the year while all the other mining sites were in revolt.

The national and administrative authorities appreciate the transparency in the management of the Centre for Research and Development (CRD) (local government revenue)

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Good practices in the management of the CRD

- In Guinea taxes allocated for community development are negotiated separately for each mining contract.
- In the case of the Ashanti Goldfield Company (SAG), 0,4% of revenue is destined for development in the villages around the mining sites.
- Management of the 0,4% takes place by a committee: the Prefectural Committee for the Development of Siguiiri (CPDS) a restricted framework of management and planning.
- The equivalent of the sum is deposited each month into the Prefecture's bank account
- The distribution of the amount is made between the CRDs surrounding the gold mines. (To facilitate the procedures of accounting and methods of disbursement, the council discusses the amounts obtained and informs the members of the EITI initiative (Extractive Industries Transparency Initiative).

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Management of revenues at the level of the CRD

- Endogenous structures of resource and conflict management. Under the aegis of the CRD, two monitoring committees have been established:
- The monitoring committee at the sub-prefectural level:
- Although there is a prefectural development council at the prefectural level, the president of the CRD wanted to establish a framework for local consultation to defend the interests of the people of the CRD. In order to hear the people's voice, a monitoring committee was put in place.
- Roles of the monitoring committee:
 - To discuss the bilateral relationships of the partnership between the SAG and the mining areas
 - To discuss the relationship problems in the management of commercial gold mining in the area
 - Compensation for owners of fields and plantations
 - Compensation for villages
 - Destruction caused by explosions in the course of mining operations
 - Damage caused to livestock and to nature by chemical products

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Management of revenues at the level of the CRD (continued)

- Composition of the monitoring committee
- The secretary general responsible for decentralized communities in the prefecture ensures the chairmanship of the committee
- The sub-prefect of the CRD is the vice chairman
- The president of the CRD
- The vice president of the CRD, the treasurer of the CRD

- A representative of each of the 12 districts around the SAG
- The chairman of the Boure nationals resident at Siguiiri
- A representative of the SAG

This structure gets involved in specific with the process of the transfer of land to the SAG and the proceedings for compensation of the land owners. After consultation with the owners, the value of investments (land, plants, infrastructure) is calculated by the technical services and the SAG pays the compensation due. The monitoring committee intervenes to ensure the smooth running of the process and to take action in the case of conflict.

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Management of revenues at the level of the CRD (continued)

- The technical committee for the monitoring of compensation
- It must be noted that previously, if there was any compensation it took place between the landowners and the SAG and this created a lot of frustration.

1. COMPOSITION:

- The prefectoral director of rural and environmental development (DPDRE) of Siguiiri
- The SAG with representatives from several departments (geology, topography, the environment and community relations)
- The representative of the village monitoring committee (for the site concerned)
- The elected village representatives
- The CRD agricultural service
- The owner of the field or plantation

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Management of revenues at the level of the CRD (continued)

2. ROLE

- Once the need arises, the SAG asks for the grant of the parcel of land
- The demarcation of the targeted area is done by the SAG
- Identification of the fields and plantations (number of landowners) in the area concerned
- Identification and listing of farmers and field owners
- Listing and classification of plants
- Evaluation of plants by category by the Prefectoral Rural Development and Environmental Directorate (DPDRE)
- Case work by the DPDRE
- Proposal for a compensatory sum by the DPDRE and SAG
- Payment of the lump sum compensation

Consultation between the SAG and the landowner with the involvement of all the members of the technical council is organised. Landowners are made aware before the time so as to manage potential conflicts with the participation of the Community Relations department of the SAG.

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Results achieved by the Centre for Research and Development (CRD)

- Since 2007, all the landowners of fields have been compensated by the SAG for the loss of their land. Because the land belongs to the State, it is the value added to the land which is compensated. This constitutes a tangible acquisition which is not received in other localities. This experience has been shared with the prefectures of Kindia and Forékariah where diamond deposits have been discovered and have given rise to a poorly managed small scale artisanal mining giving resulting in the expropriations of properties without any compensation.
- At the prefecture, the President has made the CRD the beneficiary of 5 out of 50 projects financed by the spin-offs of the 0,4% tax in 2007, including the construction of two schools and three clinics

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Results achieved by the Centre for Research and Development (CRD)

The old CRD team was only able to make use of 800 million (no currency given) in seven years. The new team has been able to mobilize about 3 billion (no currency given) in barely two years through its participation in the CPD.

In addition, 5 districts have given a total sum of 31,000,000 Guinean francs (GNF) to the CRD to carry out community projects

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Observations and lessons learned from the Study

- The involvement of the CRD in the management of the land transfers and in the management of conflicts promotes a climate of confidence and peace. This trust is given to the elected members of the administration because of the transparency of the CRD through the regular reports they make on the management of the resources allocated to the CRD.
- Although there is no formal participative mechanism for monitoring, there are several examples of where the elected members give feedback on their achievements. The existence of development projects, such as the PACV (World Bank experimental evaluation of a local governance support programme in Guinea-Conakry) and the PDLG United Nations Local Development Project, has contributed to the emergence of a culture of monitoring. Not only does the follow-up apply to the achievements (infrastructure) but also to the gaps with regard to forecasting and unforeseen outcomes. At the “assessment workshop” that is organised in certain communities, the community council explains how the resources have been used, what the challenges were that had to be met and the reasons for the non-completion of certain actions. Debates are held to identify solutions to the problems encountered.

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Difficulties and recommendations

- Illiteracy and the lack of understanding of the roles and responsibilities of certain members of the committee (district representatives and members of the committee) is a handicap to the smooth running of the committee.
- The committee members' lack of understanding of the valuation process for the parcels of land to be compensated is also a real problem for transparency in the functioning of the committee.
- Although the EITI exists and attempts to bring about the publication of results by the mining companies, the lack of understanding of the process for setting the 0,4% allocated to the Centres for Research and development (CPDS) remains a problem.

Recommendations

- As in the participative planning process, development projects and programmes notably those which arise from local government should initiate and promote a participative budgetary and monitoring process in order to perpetuate their activities at the local level
- Replace the prefect by a CRD chairman in the CPDS to create value for local emulation.

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Thank you for your kind attention
