



EXECUTIVE SUMMARY

Feasibility Study of the Implementation of the Extractive Industries Open Data Portal (EIDP)

GUINEA

by: Vanessa Baudin Sanchez
vsanchez@developmentgateway.org

Carmen Canas
ccanas@developmentgateway.org

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The Extractive Industry in Guinea

Guinea is abundant with natural resources and has one of the world's largest reserves of bauxite, as well as significant deposits of gold, diamond, and iron. However, due to continued instability and infrastructure challenges, Guinea remains unable to take full advantage of its bountiful natural resources. The country is one of the world's poorest – with a 2018 Gross Domestic Product (GDP) of just \$856.80 USD per capita¹, and a ranking of 175 out of 189 countries in the Human Development Index (HDI)². Its economy also relies heavily on agriculture and mineral resources.; In 2019, **resources from the mining sector made up 25% of the total national budget.**³

Since 2010, as Guinea has prioritized efforts to tap into its exceptional mining potential, the country has taken steps towards greater transparency in how mineral resources are managed. Following a voluntary suspension in 2009 and a period of non-compliance in 2011, Guinea was declared compliant with the Extractive Industries Transparency Initiative (EITI) in 2014. Guinea's mining code was revised in 2011 and once more in 2013, following a joint reform process between the government, the private sector and civil society organizations (CSOs) to integrate EITI requirements, new taxes and royalties for mining companies as well measures to protect the environment and to promote local development. To establish the mining sector as a catalyst for the structural transformation of the Guinean economy, good governance is emphasized in the National Economic and Social Development Plan (PNDES) that also encourages transparent use of mining revenues.

1. <https://tradingeconomics.com/guinea/gdp-per-capita>

2. http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/GIN.pdf

3. <http://africazine.com/guinee-le-secteur-minier-represente-25-du-budget-national/>

The Ministry of Mines and Geology (MMG) is the central public actor in the mining sector. The Guinea EITI Secretariat (ITIEG) is in charge of publishing data on payments made by mining companies as well as the revenue collected by the general government. ITIEG has forged a strategic partnership with civil society, which is very active and involved in the monitoring of mining activities and the dissemination of information at the community level. Mining companies contribute to local development through the financing, construction, or renovation of basic social infrastructure. Although their support is not always dictated by the needs articulated in communities local development plans, and the rehabilitation of sites at the end of their mining activities can be significantly improved. Development partners provide cross-cutting support to all actors (government, CSO, and communities).

The EITI standard brings together all stakeholders through its Steering Committee; it has given civil society and citizens the opportunity to demand institutions to be more transparent. Civil society believes that the efforts of the government have decreased since 2014, and hopes that these efforts will be translated into concrete and continuous actions to meet challenges including: i) **gaps in existing regulations**, which hinders the full implementation of the mining code; ii) **lack of harmonization of the legal framework governing mining operations** as some companies legally operate under the previous mining code; iii) **lack of local capacity** for relevant actors, including local elected officials and CSOs; and iv) **lack of comprehensive and reliable EI data** that could fuel CSO advocacy.

Development Gateway's Study

In November 2018, Development Gateway (DG) conducted a feasibility study in Guinea (Feasibility Study of the Implementation of the EIDP-GUINEA), to assess the feasibility of implementing an **Extractive Industries Data Portal (EIDP)** to address actors' expressed need for disaggregated, timely, comprehensive, and reliable data. The feasibility study includes ***an analysis of existing legal and institutional frameworks*** – to determine Guinea's readiness to open up EI data⁴, ***a review of activities of actors in the sector*** and their willingness to promote open data, ***a review of existing systems and data sources***, and ***a review of human and technical capacities*** for a sustainable EIDP implementation. The EIDP will be designed to respond to relevant actors' data needs while driving improved sector governance and citizen demand for accountability.

Methodology

The methodology used in the Feasibility Study consists of:

1. In-depth desk research;
2. Individual interviews; conducted directly between DG personnel and key Guinea EI sector stakeholders, including government, CSOs, private companies, and technical and financial partners;
3. Technical support from the EITI Executive Secretariat in Guinea.

The main findings of DG's study provide an overview of the national context and challenges at play in the Guinea EI sector. The findings also allow the research team to draw actionable implementation recommendations from the assessment, to enable EIDP-Guinea to improve data use in the extractive sector.

4. Extractive Industries

Demand for open data in the EI sector

Prior to the implementation of the EITI standard in Guinea, there was little or no public disclosure of EI information in terms of production and tax payments – a problem solved in part by the information contained in EITI reports, which are disseminated at community level. However, the data contained in the reports are outdated by the time it is published, as a result of the lengthy certification process. In addition, aggregated financial flows data are too incomplete to be useful for effective advocacy, which strives to implement strong accountability mechanisms for government institutions and the private sector.

For CSOs that disseminate data, having access to recent EITI reports would allow them to effectively gather the information needed to monitor community level mining activities and resource allocation. A lack of public data prevents stakeholders from using accurate statistics to promote good governance in mineral resource management.. This study finds two robust opportunities that can be leveraged to strengthen data use: through i) **improving data collection and validation processes**, to reduce delays and equip stakeholders with relevant information; and ii) **publishing disaggregated data to inform citizens and track financial flows across the EI sector**, to enable effective use of funds, address gender and environmental considerations, and encourage post-mining activities – each of which should also be included in the national strategies.

Sustainability of an EIDP Implementation

Institutional and Legal Context

In addition to the current mining code, other national laws support the government's efforts towards transparency, and encourage publication and access to EI data and other public information. These include the **anti-corruption law**⁵, which was signed and published in August 2017. In addition to defining mechanisms to fight public and private company corruption, the anti-corruption law also specifies that all senior officials must make a declaration of assets before and after being appointed to government or mining constituencies. Additionally, the June 2018 **Circular Letter of the Secretary General of the Minister of Mines and Geology**⁶ invites “all public mining bodies to publish or provide information to any person who requests it, with the exception of documents the consultation of which undermines the security of the State or national defense.”

EITI Guinea Open Data Policy

ITIEG has put in place the Open Data Policy⁷ which aims to be a one-stop shop for information on the mining sector. The EITI Data Policy takes into account the interoperability of different existing administrative systems and the definition and harmonization of the terms used to facilitate their understanding and use. Finally, the policy includes functionalities to download data in Excel and PDF and build capacity for stakeholders on the use of open data. **This data policy could frame the open data management of the mining sector but needs to be improved by including:**

- **Online declaration forms for each company** - accessible online with the possibility to pre-load all supporting documents (receipts, receipts, etc.) Online data collection will reduce delays in information collection, facilitate the certification process, and promote systematic disclosure of information.
- **Include other themes of the EI sector** - the need for disaggregated data goes beyond finance. Actors need statistics on employment, gender, environmental protection, income-generating activities, and so on. This information is needed to estimate the impact of mining activities on the national economy, expand advocacy, and put in place an effective accountability mechanism

The IETIG Open Data Policy should be updated to reflect the updated 2019 standard EITI requirements including beneficial ownership disclosure and gender and environmental information; and add new publication formats as well as an open data license authorizing data usage.

5. <http://www.itie-guinee.org/wp-content/uploads/2018/02/Loi-anti-corruption.pdf>

6. <https://www.itiedoc-guinee.org/document-archive/let-circulaire-pour-The-publication-of-materials-administrative-secretary-general-the-ministry-of-mines-and-the-geological-18-July-2018/>

7. <https://www.itie-guinee.org/wp-content/uploads/2018/06/POLITIQUE-ACTUALISEE-DES-DONNEES-OUVERTES-DU-CP-ITIE-GUINEE.pdf>

EITI Guinea Open Data Policy

The study identified other national data sources, which contain information that could be useful to non-government actors, including:

- **Quarterly and annual activity reports of mining companies** – outlining HR statistics, employee career plans, etc. to further align with the mining code's legal provisions;
- **BGEEE⁸ Environmental Reports** – building awareness of mining activities' anticipated environmental impact is essential for communities to monitor activities;
- **I-mining** – an internal data platform of the Ministry of Mines and Geology Bureau of Strategy and Development (BSD), which collects 40 indicators from mining companies, including production, exports, investments, and gender-related human resources data;
- **Flexicadastre⁹** – a data system that feeds the Promotion and Mining Development Center (CPDM)'s online mining portal, which collects information on the activity status of mining licenses and permit applications;
- **Fusion** – currently under development, Fusion is an online platform that harmonizes revenues collected by the various government institutions involved in the mining sector. Its data is shared by the Ministry of Economy and Finance, the Ministry of Budget, the Ministry of Mines and Geology, and the Central Bank.

General Recommendations

The lack of understanding of the documents and issues is the first challenge for establishment of a sustainable process of good governance. The implementation of an EI Open Data Portal is both a stated need and a recommendation from the project team. This is an achievable goal, given that some systematic tools are already implemented, showing an existing willingness to systematize data disclosure.

The added value of an EIDP will be the publication of disaggregated data for every aspect of the mining sector that can inform citizens, track financial flows to the actual use of funds, address gender issues, and respect environmental and local economic development. Guinea's EIDP could fully support ITIEG Open Data Policy that is based on interoperability of existing administrative systems to reduce data fragmentation in the mining sector.

The EIDP should be developed using **open-source software**, to avoid recurring licensing costs that are difficult to sustain in the long term. The development approach used will harmonize state-of-the-art tool functionality with actors' stated needs, and will be scalable and adaptive to new demands and requirements. The tool will be built with the understanding that data can be transformative, and that building local capacity in data analysis will enable sustainable, long-term EIDP implementation. With a user-centered, sustainable EIDP, **systematic use of evidence in administrative and citizen processes** will follow.

8. Bureau Guinéen d'Etude et d'Evaluations Environnementales

9. <http://guinee.cadastreminier.org/en/>