### Country: Guinea-Bissau

### **COUNTRY PROGRAMME PERFORMANCE SUMMARY[[1]](#footnote-1)**

### Reporting period: 2008-2014

### **I. EXECUTIVE SUMMARY**

The current CPD was initially developed for the period 2008-2012, but it was extended successively until 2015 due to the Coup d’état of April 2012 that resulted in the suspension of the 2013-2016 UNDAF and CPD.

UNDP positively contributed to the Guinea-Bissau development progress in three main areas. **The first is in the area of** **Democratic Governance**. The key area of support was towards the strengthening of democratic institutions and modernization of public administration. Achievements include: adoption of a new public administration policy alongside an action plan for public administration reform, leading to increased modernization of public administration. As part of the implementation of these instruments, the salaries of public servants are now paid through the banking system. In addition, the decentralization process was initiated with the establishment of pre-municipalities in 3 regions of the country (Gabu, Cacheu and Quinara). UNDP contributed to these achievements through the census of civil servants and the installation of a data center for the management of civil servants, including payroll. In the three pre-municipalities, UNDP supported the establishment of Regional Planning Offices that enabled the regions to develop their respective short and medium term development programs and improved the management of local collectivities.

UNDP supported access to justice improvements through an increased number of judges and judicial officials who are better prepared to perform their roles and responsibilities, as well as increasing the number of people receiving legal assistance and having knowledge of their basic human rights. UNDP has been a key contributor to these achievements through the establishment and technical support of the Judiciary Training Center, this unique facility in the country prepares law graduates to become magistrates or judicial officials and provides refresher training courses. UNDP also supported human rights organizations in the country to advocate for human rights and the ratification of important international conventions. More than 5,000 people (22% women) obtained better access to justice and approximately 30 young judges and court officials were trained and deployed throughout the country.

UNDP supported the electoral cycles, which included training key elections’ management personnel, continuous civic education, and technical assistance for specific elections processes. This contributed to the organization of free, transparent and fair elections with the highest voter turnout and outcomes accepted by all stakeholders, including international observers. The National Popular Assembly has effectively debated and approved important policies and progressive laws, including the implementation of international conventions on human rights. The National Assembly passed a law against domestic violence, a law banning female genital mutilation, and has ratified the convention on people with disabilities. UNDP was the parliament’s key partner, and provided training and technical assistance that enabled the achievement of these results.

**The second area is in poverty reduction and economic management.** UNDP supported the formulation of a sound poverty reduction strategy (DNARP I and II), which has been the basis for the country’s development planning and coordination. On the basis of DNARP, annual Public Investment Plans are prepared. UNDP supported the Government in developing DNARP and in monitoring its implementation through technical assistance and capacity development of key personnel. The training of key ministries’ personnel in Results Based Management contributed to the improvement in the quality of Government plans and reports, which are now more results oriented. Employment, and youth unemployment remain a major concern in the country, despite efforts made to address it. Initiatives put in place in that regard have contributed to improving the problem. UNDP contributed through its small and medium enterprises development program and through access to micro finance, which resulted in some employment generation for youth and women. In addition, UNDP’s program of intensive labor employment creation through rehabilitation of social infrastructure generated employment for the youth.

**The third area is through the adoption of production systems and resources management norms.** UNDP supported the government to strengthen its resilience to climate change. In that regard, communities in areas affected by desertification and rising sea levels have witnessed an increase in production and productivity through the use of appropriate techniques and methods of production adapted to climate change, including access to sustainable energy sources. Adaptation to climate change has also been supported by access to improved weather forecast information provided by the Meteorological Institute. The management of natural resources has improved and 15 percent of the country’s territory are protected areas for biodiversity preservation (5 national parks were created). UNDP has been the Government’s main partner in the achievement of these results through support in policies formulation and mainstreaming, resource mobilization, research capacities development, introduction of innovative technologies, and technical assistance. The Global Environment Facility was the main funding entity of UNDP interventions in this area. Furthermore, UNDP supported the adoption of forest and wildlife management plans, and the mobilization of $ 7,365,258 USD for the Bio-Guinea Trust Fund, in partnership with the GEF, EU, World Bank, and the private MAVA Foundation.

The country has registered notable progress in terms of gender integration, as witnessed by the increased participation of women in decision-making bodies (parliament and government), where women hold important positions, such as ministers of defense, justice, education and health. The protection of women’s rights has also improved with increased access to justice and in social awareness on issues such as domestic violence, and genital mutilation. UNDP contributed to these achievements through supporting the Government’s efforts to mainstream gender in policies, strategies and plans, as well as in ensuing gender balance in its interventions. UNDP contribution to the achievement of these results benefited from partnerships with various development partners, including the European Union, the African Development Bank, the Global Environment Facility and the Inter-parliamentary Union.

The European Union was an important partner in the modernization of public services, especially in the development of public administration policies and strategies. The EU was also key in supporting electoral cycles through the African Portuguese Speaking and Timor-Leste project, as well as by contributing to the elections basket fund, with South Africa, Nigeria, Japan, the UK and Brazil. The Inter-Parliamentary Union’s expertise in parliaments’ functions and management was key in developing The National Assembly’s capacities. The African Development Bank provided important financial contributions that enabled UNDP to support the achievement of results in developing planning systems. The Global Environment Facility has been the main financing entity of UNDP interventions in the area of climate change adaptation and natural resources management. South-South cooperation through collaborations with India, Brazil and South Africa in the area of access to energy and local economic development was applied successfully. Important partnerships with UN agencies were developed within the framework of UNDAF implementation, notably with UNICEF, FAO, UNFPA and the Peace-Building Integrated Mission for Guinea-Bissau.

### **II: Country Programme Performance Summary**

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| **Country information** | |  | | |
| **Country name: Guinea-Bissau** | | | | |
| **Current country programme period: 2008-2015** | | | | |
| **Outcomes** | | **Total Expenditure** | **Key Indicators of outcome (1-4 per outcome)** | **Progress made against key indicators** |
| **1. Outcome 33**: Democratic Institutions strengthened and public administration institutions modernized | | $28 912 613.24 | 1. Level of consolidation of democratic processes 2. Level of consolidation of public management at national and local levels | 1. During the CPD period 3 elections were held and the capacity to manage electoral processes improved. In 2014 elections, the voters’ turnout was 86%, of which 52% were women, against 60% (50% women) in 2012 elections. Access to justice by the vulnerable population increased, with more than 5,806 people benefiting from legal aid services, with22% being women. CSOs participation in national policy debates has significantly increased. 2. The quality of public policies management improved both at central and local level, despite the negative impact caused by political instability. The basis for decentralization was created with the establishment of pre-municipalities. |
| CP Outputs:  The UNDP’s CP identified five major outputs to support the Government in achieving this outcome: (a) Strengthened capacity of judiciary system to respect human rights, to improve quality of services and access to justice by the vulnerable population; (b) Strengthened capacity of civil servants and public administration modernized for an effective and transparent public administration management; (c) Management of local administration improved and decentralization legislation approved and enacted; (d) Capacity of electoral systems, the ANP and civil society reinforced for the consolidation of democratic institutions; and (e) implementation of actions related to humanitarian actions against mines and assured for the security of citizens.  Progress and Achievements:  UNDP supported the development of the National Policy on Justice and respective Strategic Plan, as well as a Justice Sector Integrated Program aiming at guiding the interventions to improve the quality and access to justice. As part of the policy and strategy implementation, 5,806 persons benefited from legal aid services through the centers of access to justice created and operated with UNDP technical and financial support. The quality of justice services improved with the training of new judges and justice officials, as well as by the provision of refresher training for those already active. Two District courts are under construction to expand access and quality of justice. An Action Plan for public administration modernization was developed, but its full implementation was interrupted due to the coups and is now under review. However, a data center for public administration human resources management was established, which includes the management of payroll that allows the payment of salaries through banks. Three regions have in place Planning Offices that coordinate regional development plans. The legislation on decentralization has been produced, but yet to be approved for implementation. In the meantime, pre-municipalities have been established in preparation for municipal elections to be held once the legislation on decentralization is approved. Technical and financial assistances was provided to ANP in the examination and approval of laws on human rights, including the law against Gender Based Violence and the law against Female Genital Mutilation, as well as for the ratification of international conventions on human rights. The National Elections Commission was strengthened and successfully organized 3 elections during the cycle and the last one in 2014 was considered the best ever organized election as a result of UNDP capacity development and technical assistance. A strategic and operational plan for the period 2009 to 2011 was implemented and allowed the destruction of more than 700 mines and 90,000 UXO, clearing nearly 3,150,000 m2 of mined land. Awareness campaigns on the risks associated with mines covered 37 500 persons of which 29% were women and 38% being children. Strengthening the management capacity and coordination of the Anti -Mines Coordination Centre and the mobilization of resources for mine action from national and international NGOs have enabled Guinea -Bissau to meet its obligations under Article 5 of the Ottawa Convention, becoming the 10th country on the African continent and the 20th of the 54 countries in the world affected by the presence of landmines that have completed clearance operations in December 2011. | | | | |
| **2. Outcome 34**: Effective Operationalization of DENARP (Poverty Reduction Strategy) | $7 835 612.52 | | 1. DENARP Operationalization Instruments available 2. Level of MDGs achievement | 1. DENARP has been operationalized through the annual preparation of Public Investment Plans (PIP) and respective monitoring activities. 2. The country did not meet the MDGs, but progress has been witnessed in some areas. During the CPD period, poverty increased from 64, 7% in 2002 to 69, 3%. |
| CP Outputs:  The UNDP’s CP identified two major outputs to support the Government in achieving this outcome: (a) Strengthened national capacity to monitor and evaluate the National Strategy for Poverty Reduction (DENARP); (b) Provision of quality and sustainable micro-finance services for the poor is assured.  Progress and Achievements:  The Ministry of Economy and Planning prepares on a yearly basis the Public Investment Plan (PIP) which is the tool for DENARP implementation and monitoring. The plans are prepared with financial and technical support provided by UNDP, which has placed an expert (Chief technical Adviser) in the Ministry. The PIPs have been demonstrating quality improvement as a result of the increased capacity of the Ministry of Economy and other key ministry personnel capacity to apply results based management, following a series of trainings offered by UNDP. The national institute of statistics was able to produce the Quick Social Basics Indicators with UNDP technical and financial support, and the MICS with UNICEF and UNDP joint support. The surveys produced important data for the MDGs monitoring. UNDP supported the development of microfinance policy and strategy in the country, built the capacity of microfinance services providers and provided funding for investment. UNDP further developed and initiated the implementation of a Labor Intensive Employment Promotion Program based on infrastructures rehabilitation. These two initiatives, contributed to the creation of employment, especially for youth and women. | | | | |

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| 3. **Outcome 35**: Production system and resources management norms adopted | $5 100 306.61 | 1. Level of populations production improvement 2. Level of population’s knowledge of natural resources management norms. 3. Level of consolidation and extension of protected areas | 1. The populations, especially those in climate change impact-prone areas, use production techniques and methods that are environmentally friendly. This contributed to make them more resilient to climate change impacts. 2. People have a better understanding of water management techniques and the fight against desertification. 3. The national protected areas cover 545,617 ha of land, which represent 15% of national territory. |
| **UNDP Contribution:**  CP Outputs;   1. For this outcome, the current CPD covered two outputs: (a) Capacities of populations and community-based organizations (CBOs) to adopt more productive systems in the agriculture, husbandry and artisanal fishery sectors strengthened; and (b) National capacities for surveillance and prevention of degradation of the environment and natural resources developed.   Progress and Achievements  UNDP introduced production techniques that are adapted to climate change impacts and trained local communities in their use, thus contributing to resilience and increased production and productivity. For example, productivity has increased in UNDP targeted areas and specific crops: from 1500kg to 2000 kg of Rice per ha; from 800kg to 1500 kg of Peanuts per ha; from 700 kg to 1250 kg of Sorghum per ha; and from 700 kg to -1500 kg of Corn per ha. UNDP implemented program of access to sustainable energy, benefiting 15,943 persons (51% women), contributed to environment preservation. UNDP supported the revision of the mining law and the law on oil to reflect environment protection needs awaiting Parliamentary approval. UNDP also provided financial and technical assistance for the formulation of the national action plan on sustainable land management. UNDP supported the studies for the selection of potential areas for establishment of protected areas and subsequently trained government officials and local community in natural resources management in the protected areas. | | | |
| Summary of evaluation findings (e.g. from outcome and project evaluations, UNDAF reviews, and other assessments)  **Summary findings:**   * The findings of UNDAF Outcome evaluations concluded that despite the difficult context in which the CPD was implemented, it achieved important results that contributed to the Outcomes. * Major achievements were noted in the area of development policies and strategies formulation in the sectors of justice, pubic administration and natural resources management and climate change. * The DENARP I and II is the main strategic planning instrument produced during this period with UNDP support. * The CPD also provided important contribution in capacity development for policies and strategies implementation, as well as for the use of innovative techniques and methods, especially in areas related to environment and climate change. * Another major achievement is in the area of access to justice and human rights protection where UNDP interventions under this CPD enabled access to justice by the vulnerable and poor population and increased awareness about basic human rights through ratification and dissemination of related international conventions and supporting the formulation and approval of human rights protection laws. * The strengthening of Elections Management Bodies was also highlighted as they were able to successfully organize 3 elections during the CPD period. * The declaration of Guinea-Bissau as the 10th African country free from mine actions (Ottawa convention article 5) is another achievement highlighted in the evaluation, despite the fact that the country still faces accidents related with UXOs. * The existence and recognition of Biodiversity Protected areas and their efficient management with active participation of local communities is another important achievement to be highlighted. * The surveys that allowed collection of statistics (MICS, IV Quick Basic Social Indicators) have enabled the country to have reliable socio-economic data for development planning and direction of policy choices.   Major Lessons Learnt:   1. The results obtained during CPD implementation have been affected by the political and institutional instability, weak institutional capacity and limited absorption capacity by the national partners; 2. Prioritization and focus is important for efficient achievement of results. For instance, the governance sector includes many areas of intervention that are not clearly prioritized. This made it difficult to choose priorities and allocate resources to the most important areas; 3. Lack of complete compliance with Paris Declaration and Accra Agenda for Action on Aid Effectiveness limited national partners ownership for planning, implementation and monitoring, evaluation of projects and programs; 4. Lack of a sound and trusted mechanism for aid coordination limited the capacity of resource mobilization and to efficiently manage aid; 5. Lack of mastering transformational change and strategic leadership concepts by the authorities and decision makers limits the achievement of more important development results; 6. Strengthening the capacity of local communities, particularly rural women in decision making at the grassroots level, catalyzed their commitment to the implementation of local projects and demonstrated immediate results. | | | |

III. Country Programme Resources

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| **Focus Area** | **Programme Expenditure ($)** | | | **% of Total** |
|  | Regular (TRAC) | Other | Total |  |
| Poverty and MDGs | 4,287,910,02 | 7,532,172,25 | 11,820,082.27 | 27.39 |
| Democratic Governance | 7,464,529,21 | 15,892,574,15 | 23,357,103.36 | 54.12 |
| Crisis Prevention and Recovery | 471,828,78 | 4,073,364,08 | 4,545,192.86 | 10.53 |
| Environment and Sustainable Development | 1,737,319,73 | 1,696,705,72 | 3,434,025.45 | 7.96 |
| Total | **13,961,587.74** | **29,194,816.20** | **43,156,403.94** | 100% |

**Data source:** ROAR 2012-2013 and Executive Snapshot (Fund Project Detail Report) 2014 and 2015. Expenditure for 2015 estimated at 85% delivery by-year-end.

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| **Data sources: (please indicate the main sources from which data were obtained for this report.)** |
| * CPD Outcomes Evaluation Report * Annual Work Plans Reports * Governance Program Review, 2010 * Rapport Sectorielle « Réduction de la Pauvreté et Gestion Durable des Ressources Naturelles », 2010 * Quarterly and Annual UNDAF Progress Reports * Project Final Evaluations (PACE, Mine-Actions, Micro-finance) * Climate Change Project Mid-Term Evaluation Report 2014 * ROAR 2012-2014 |

1. This assessment of results is to be prepared only in the absence of a completed Assessment of Development Results (ADR) for the cycle. [↑](#footnote-ref-1)