

**FINAL DRAFT**

**Priority Plan for the  
United Nations  
Peacebuilding Fund  
(PBF)**

**GUINEA-BISSAU**

**June 2008**

## ***1. BACKGROUND AND INTRODUCTION***

### **1.1. The armed conflict of 1998/99 and aftermath**

1. Since the end of Guinea-Bissau's armed conflict of 1998/99, and in spite of efforts made over the years by the international community to help the country return to constitutional order after the 2005 presidential elections, it has remained in a state of continuing political instability and socio-economic disequilibrium. Though the frequent post-conflict political and social tensions in Guinea-Bissau have not degenerated into violent conflict, on balance, the overall picture is one of generalized pessimism. The successful conclusion of various electoral processes, since the end of the armed conflict about eight years ago, have nevertheless failed to produce the expected reforms towards sustainable political stability that could have resulted in irreversible post-conflict reconstruction and viable socio-economic development of Guinea-Bissau.

2. Consequently, over the years, there has been a continuous atmosphere of political polarization which has been marked by frequent turnovers of government. This atmosphere contributed to a decrease in the level of confidence in the State both internally and externally at various times over the years, with nationals increasingly disillusioned and international partners reluctant to commit to continued financial and technical support, so vital for urgently-needed economic recovery.

3. Further, since the end of the armed conflict, peacebuilding in Guinea-Bissau has involved a long, drawn-out and fragile process of political stabilization, characterized by a pace and momentum which make it difficult to advance steadily towards sustainable peace and stability. At the same time, the process of peacebuilding in Guinea-Bissau has highlighted the stark reality that the end of an armed conflict does not automatically yield expected short-term visible impacts for the population nor lead to medium to long-term political stability, without which there can be no stable social and economic development.

4. On 12 March 2007, a ten-year National Political Stability Pact, as well as a Parliamentary and Government Stability Agreement, were signed by the three main political parties, the African Party for the Independence of Guinea and Cape Verde (PAIGC), the Social Renewal Party (PRS) and the United Social Democratic Party (PUSD). This re-alignment of political forces has been underpinning political cohabitation among the main political forces since the current Government of Prime Minister Martinho Dafa Cabi assumed office in April 2007. Upon assuming office, the Government immediately went to work to tackle internal priorities and increase international confidence. Internally, the Government implemented measures to address the deteriorating economic crisis and improve the management of public finances, including the fight against corruption, and externally it has been successful in encouraging donors, led by the World Bank and IMF, to resume their support and reactivate cooperation agreements.

5. While the Armed Forces establishment has continued to be perceived as playing an active role in national politics, it has repeatedly publicly manifested its intention of staying out of the political arena. However, over the years since independence, the lack of a comprehensive security sector reform strategy, combined with the Government's inability to provide for the basic needs of the Armed Forces, resulted in several failed attempts at demobilization. This was a factor which prompted repeated mutinies and attempted coups d'état.

6. More recently, a finalized Security Sector Reform Programme (SSRP/October 2006), presented to the donor community at a round table conference in Geneva in November 2006, benefited from the support of the army. Through joint cooperation efforts of the Government and international partners, the SSR Programme was operationalized and

officially launched during a ceremony held in Parliament on 23 January 2008. Its successful implementation and conclusion are expected to contribute to political stability in the country.

7. The Government and international partners have been actively engaged to ensure that preparations stay on course for the holding of legislative elections in 2008. Respective missions in by September and November 2007 by the UN Electoral Affairs Division and the UNDP carried out assessments of political and technical needs, and a UNDP project document for electoral assistance was finalized in February 2008. The process was initially, however, not without differences of opinion among national political actors, particularly with respect to the electoral calendar. A contentious public debate on the issue was marked by support for holding these elections in March/April 2008 to coincide with the end of the four-year legislature, as stipulated in the Constitution, while there was a majority supporting a date in October/November 2008 as provided for in the Electoral Law. The Attorney-General issued a legal opinion at the end of last year recommending the holding of the legislative elections in October/November 2008. On 25 March 2008, a Presidential Decree announced 16 November 2008 as the date for the election.

8. Despite the progress made so far, particularly the setting of a date, preparations for legislative elections continue to be impacted by, among other things, bureaucratic procedures, slow mobilization of financial resources and lack of capacity by the national electoral organs. Although the manual voter registration exercise and civic education campaigns are scheduled to start on 3 July 2008, and on 23 June the UNDP and the National Institute for Statistics and Censuses signed a Memorandum of Understanding for the latter to conduct recruitment and training for electoral staff as well as procure requisite equipment and material, it is still uncertain whether all logistical and human resources needs will be ready for the time-line to be efficiently respected in compliance with all requirements stipulated in the electoral law.

9. Further, mobilization of all financial and technical resources for holding legislative elections has not been completed. The total budget for the elections amount to US\$8,564,098 and so far, with contributions currently at US\$960,000 from the European Union, US\$600,00 from UNDP, about US\$1.4m from the Peacebuilding Fund (See Section 3.1.4 at Paragraph 36), US\$500,000 from ECOWAS, US\$430,000 from Brazil, electoral material from Portugal (valued at US\$300,000) and other equipment from Italy and Switzerland, the budget gap stands at US\$4.2m or US\$3m, depending on the addition or subtraction of Government sovereignty costs – including electoral administrative management costs, previous electoral arrears and the Diaspora vote. It is hoped that the international community would continue to come forward with assistance so that the electoral budget gap can be fully covered.

10. The successful holding of legislative elections in 2008 would constitute a positive development towards peace consolidation efforts. However, the electoral process itself is not without risks as it will also be a time of increased vulnerability for the country and its stability. Furthermore, depending on outcomes and the acceptance of results, party elections, such as the PAIGC congress and leadership contest scheduled for 26 to 29 June, could have the potential to derail the electoral agenda, which in turn could have consequences for the calendar of the Peacebuilding Commission's engagement in Guinea Bissau.

11. The use of Guinea-Bissau as a transit point for drug-trafficking activities, principally between South America and Europe, is a factor hampering the efforts of Government and international partners towards political stabilization and effective peace consolidation. Institutional weaknesses, in particular with regard to the anti-crime and law enforcement capacity of the police and judiciary, pose additional challenges in addressing this problem. Furthermore, efforts of courageous law-enforcement personnel and public officials at the

forefront of the combat against drug trafficking are being undermined by an atmosphere of threats and intimidations on the part of individuals or groups suspected of involvement in drug trafficking. There is also the growing fear that money from drug trafficking may infiltrate and compromise the fairness and transparency required of the legislative elections in 2008. The combination of increased incidences of trafficking in drugs, arms and illegal immigration suggests that the weakness of state institutions is allowing a worrying surge in activities related to organized crime.

12. In addition to drug trafficking, Guinea-Bissau is now facing emerging risks related to the use of its territory as refuge for terrorists. Following threats of reprisals against the country by two Mauritanian nationals who were arrested in January 2008 in Bissau in connection with the murder of four French tourists in Mauritania, a special committee on national defence and security was set up to oversee the reinforcement of Guinea-Bissau's crime prevention capacity and strategy. The authorities have requested assistance from their external partners in view, in particular, of the weak capacity of the Government to control its national borders.

13. Civil society actors continue to play an important role in the shaping of public opinion in efforts to address Guinea-Bissau's peacebuilding challenges, and also particularly with regards to constructive dialogue initiatives and the national reconciliation process. A number of facilitation platforms for national dialogue have been created by diverse international partners working with civil society groups. These include initiatives such as the "*Estados Gerais*" dialogue; INTERPEACE/Voz di Paz; Parliamentary Commission for National Reconciliation; and the National Reconciliation for the Armed Forces. As an example, the "*Estados Gerais*" dialogue initiative was launched in March 2006 and is designed to bring together social, political and religious stakeholders to engage in a series of interactive socio-political dialogues aimed at creating a space for consensus-building on the sources of instability, root causes of conflict and development priorities. In this connection, it would be pertinent for gender issues to be taken into consideration in the formulation not only of short-term measures but also medium to long-term strategies for peacebuilding in the country.

## **1.2. A novel two-step PBC/PBF approach for Guinea-Bissau**

14. Guinea Bissau was referred to the Peacebuilding Commission in December 2007 by the Security Council with request for advice on how to address challenges confronting the country. The PBC accepted the referral in December and in January 2008 established a country-specific configuration (CSM) on Guinea-Bissau, comprising members of the commission as well as relevant regional and international partners. Through regular consultations and missions undertaken to Guinea-Bissau, the CSM has been working actively and plans to achieve the development of an Integrated Peacebuilding Strategy (IPBS) jointly with the Government within the first months of engagement. At a meeting of the CSM on Guinea-Bissau on 20 February in New York with the participation of Prime Minister Cabi and other Government officials, the CSM recommended to the Secretary-General that Guinea Bissau be declared eligible for access to the Peacebuilding Fund. This was confirmed by the Secretary General on 11 March 2008.

15. On account of the ongoing preparations between the Government and PBC to finalize the IPBS for Guinea-Bissau, as well as lessons learned from other PBC/PBF countries, it was decided to apply a two-step approach for Guinea Bissau:

**(i) The development of an interim priority plan** which reflects a select number of quick win initiatives (short-term projects) that could be quickly implemented, yield early results

or visible positive impacts and help address some of the key priorities and challenges identified by the Government; and

**(ii) The development of the comprehensive priority plan** once the integrated peacebuilding strategy (IPBS) has been adopted. The final version of the priority plan will be derived from the IPBS but provide a more narrow and immediate peacebuilding emphasis, with a focus on addressing the root causes of conflict, while the PBC, within the framework of a Strategic Framework for Peacebuilding in Guinea-Bissau, will undertake a broader resource mobilization effort and offer a continuous advocacy platform to ensure sustained support aimed at addressing the challenges and areas of need identified in the IPBS.

## **2. GUINEA-BISSAU'S PEACEBUILDING CHALLENGES**

16. The peacebuilding challenges faced by Guinea-Bissau, and the peacebuilding priorities that derive from them, are interconnected. In Guinea-Bissau, political instability has had a direct and negative effect on the economic situation in the country, which in turn has severely undermined the Government's ability to tackle the huge problems in social sectors such as education and health. There is also a clear link between the lack of reforms in the security and defence sector (SSR) and the reactivation of the economy, bearing in mind that a successful reform of the security and defence sector hinges on an effective reintegration of the demobilized military into society. Effectively addressing both issues will have a positive effect on the fight against socio-economic threats such as drug trafficking and organized crime.

17. Securing an atmosphere of peace and stability is crucial for concerted and sustained efforts to alleviate poverty. In order to alleviate poverty, there has to be economic growth; in order to have economic growth there has to be well-functioning and adequate infrastructure, most notably in energy, which is essential to the transformation and processing industry and increased production of goods and services.

18. The lack of diversification in the economy and the country's poor economic performance over the years, compounded by high unemployment rates, has led to a fragile fiscal condition marked by low revenue and high public expenditure. This, in turn, has prevented the government from providing basic services critical for the maintenance of sustainable and long-lasting peace. Breaking such a vicious circle in which recurrent economic, institutional and political instabilities are intricately linked, is crucial to addressing peacebuilding challenges in the country.

19. Guinea Bissau's history of conflict largely defines the challenges faced by Government, citizens and development partners in post-conflict reconstruction and sustainable socio-economic development today. Existing national strategy and action plan documents prepared by the Government and international partners, such as the Poverty Reduction Strategy Paper (DENARP/2006), Security Sector Reform Programme (SSRP/2006), the anti-narcotics operational plan (2007), as well as strategy documents of international partners (UNDAF, among others) have helped to identify a number of interrelated challenges which constitute weaknesses or challenges directly impacting on peace consolidation efforts in Guinea-Bissau. **These challenges include weaknesses in democratic governance at both central and local government levels; persistent political instability; the need for urgent reforms in the security and defence sector (SSR); the need for reforms in public administration; a weak national economy and stagnation in the pace of socio-economic development; weaknesses in the rule of law and administration of justice; drug trafficking and organized crime, including arms and human trafficking.**

## **2.1 PRIORITY INTERVENTIONS PRESENTED BY THE GOVERNMENT**

20. Based on consultations with the representatives of the Government and other stakeholders held during the exploratory mission to Guinea-Bissau from 23 to 28 January 2008 by the Chair of the CSM, the following peacebuilding priorities were identified and subsequently presented by the Government as fundamental in addressing the many peacebuilding challenges confronting Guinea-Bissau:

- (i) Reform of the Public Administration;**
- (ii) Consolidation of the Rule of Law and Security Sector Reforms;**
  - (a) support for the electoral system
  - (b) support to the justice system
  - (c) demobilization, reintegration and reinsertion of military and police
  - (d) combating Small Arms and Light Weapons
  - (e) Mine action
- (iii) Promotion of professional technical training and youth employment; and**
- (iv) Support for vulnerable groups**
  - (a) Access by vulnerable groups to social services
  - (b) Development of human capital in the education sector
  - (c) Strengthening of human capital and improvements in the functioning of health centres

## **3. SUMMARY OF INITIAL PROPOSED SHORT-TERM PROJECTS (QUICK WINS) AIMED AT ADDRESSING PRIORITY AREAS**

### **3.1 Existing national strategy frameworks and action plans: an entry point for implementation of Quick Wins projects under the Peacebuilding Fund**

21. In order to create complementarities and avoid duplication, as well as enhance coordination, linkages and continuity in assistance to be provided to Guinea-Bissau under the overall Integrated Peacebuilding Strategy (IPBS) for Guinea-Bissau, it is vital for the Peacebuilding Fund to tap into ongoing cooperation efforts by the Government and international partners in assisting with funding for short-term projects. These efforts are being carried out within existing strategic national frameworks and action plans, particularly the National Poverty Reduction Strategy Paper (DENARP/2006), the Security Sector Reform Plan (SSRP/2006), and the Government Anti-narcotics Operational Plan (2007), among others.

### 3.1.1 IMPROVING THE SECURITY AND DEFENCE SECTOR

22. The Security Sector Reform Programme is the Government's comprehensive framework for the restructuring of the armed forces and reforming the security and justice sectors. The reform of the security and defence sector is articulated around three major sectors, subdivided as follows: (a) *Defence*: focusing on the defence sector restructuring and resizing programme; the defence forces modernization programme; the reinsertion programme for demobilized personnel; and the programme to build sub-regional peacekeeping and security capacities; (b) *Security and crime control*: with emphasis on the security sector restructuring programme; security forces modernization programme; the capacity-building programme to control organized crime; and the security and citizenship programme; (c) *Strengthening the reforms*: with special attention to the justice and security programme; the programme to improve the living conditions of the national freedom fighters; the peacebuilding and national reconciliation programme; and the reform implementation capacity-building programme.

23. The SSRP envisages a reduction in size of the armed forces and the setting up of a National Guard and new police and security forces. These forces will focus on stemming the increasing influx of drugs transiting the national territory and other goods smuggled into the country, as well as on combating general criminality and ensuring security for the national population. Despite previous unsuccessful demobilization efforts, on its part the Armed Forces seems committed to the latest plan, as demonstrated through its participation at the launching ceremony for the SSR Programme in Parliament on 22 January 2008.

24. In mid-2007, a pilot project was conceived to help pave the way for effective SSR and as a viable forerunner for pioneering SSR programmes that would not end up with demobilized personnel re-joining the Armed Forces. As part of the larger framework of the recently-launched SSR Programme, ECOWAS has received a US\$2 million financial assistance package from the Government of Nigeria for a project aimed at providing training in vocational skills in Brazil for selected senior officers of the Guinea-Bissau Armed Forces. This project has been conceived within a DDR mechanism under the Government's SSR Programme, to provide income-generating activities and a livelihood to demobilized Armed Forces personnel. It will be implemented under a partnership between the Government of Guinea-Bissau, ECOWAS, UNOGBIS and UNOPS and is expected to start soon.

25. The overall cost of the Government's SSR Programme is US\$184 million. Resource-mobilization is still underway. So far, only about a third of the total budget has been pledged. The European Union has been instrumental as the leading partner providing both financial and technical support for SSR. A Census exercise of the Armed Forces, acknowledged by international partners as a necessary condition for the further mobilization of resources to fund the various projects under the SSRP, was completed in March this year. The results published show that the current Guinea-Bissau Armed Forces comprises 4,493 staff (1,869 officers; 604 under-officers; 1,108 sergeants; and 867 other lower ranks). The conclusion is that the Armed Forces is an inverted pyramid in terms of hierarchical structure, giving an average of 2.73 soldier(s) per 1000 inhabitants, compared to the sub-region's average of 1.23 soldier(s) per 1000 inhabitants. This conclusion emphasizes the need for SSR, in particular a properly conducted DDR component.

26. The Government submitted, for consideration by the PBF for short-term funding, two quick win projects in the Defence sector, designed to fit within the framework of the recently-launched SSR Programme. One of the projects is related to the rehabilitation of military barracks, which was selected for submission to Guinea-Bissau PBF National Steering Committee:

<b>Up to US\$ 2 million</b>	
<b>Providing Support for the Defence Sector (as part of SSR)</b>	
<b>US\$2m</b>  <b>Implementa tion (UN / Partner)</b>  UNOPS / Ministry of Defense	<ul style="list-style-type: none"> <li>• <b>Rehabilitation of 33 military barracks located across the country, as part of infrastructural rehabilitation within the framework of the Government’s SSR Programme:</b></li> <li>• The underlying rationale of the project is the need to build confidence and motivate the Armed Forces as part of the ongoing implementation of the Government’s SSR Programme;</li> <li>• The project’s link with peace consolidation is based on the need to address one of the underlying socio-economic factors accounting for discontentment within the Armed Forces, expressed in the recent past through mutinies and rebellions, such as persistent grievances about poor living conditions and exposure of military personnel to health and safety hazards;</li> <li>• This project will rehabilitate existing military living quarters to provide a decent living environment for members of the armed forces; reduce the precarious living standards prevailing in the barracks; reduce the health and safety risks; and build confidence among the personnel of the Armed Forces.</li> <li>• Target areas include dilapidated dormitories, kitchen units, eating halls, latrines, bathrooms and other sanitation units, building of wells and repair of electrical installations in the 33 military barracks.</li> <li>•</li> </ul> <p><b>NOTE: The Concept Note and full Project Proposals for the Project to Rehabilitate Military Barracks were approved by the Guinea-Bissau Peacebuilding Fund National Steering Committee on 24 April and 29 May respectively. All related documentation has been processed and sent to the Multi-Donor Trust Fund for the transfer of allocated funding for project implementation to commence soon.</b></p>

### **3.1.2 IMPROVING THE JUSTICE SECTOR (WITHIN WIDER FRAMEWORK OF SSR)**

27. In its quarterly briefings in 2007 on the situation in Guinea-Bissau, the Security Council stressed the need for support by the international community to enable Guinea-Bissau combat the phenomenon of drug trafficking and stressed that support for SSR would also provide an overall long-term framework for an effective anti-narcotics combat. In collaboration with the United Nations Office for Drugs and Crime (UNODC), in November 2007, the Government developed an operational plan for combating and preventing drug-trafficking to and from Guinea-Bissau.

28. The operational plan has a three year life span (2007-2010) and envisages: (1) posting of a UNODC International Anti-Narcotic Organized Crime Adviser in Bissau; (2) establishment of a specialized unit within the Judiciary police to investigate and combat drug trafficking and organized crime; (3) strengthening of judicial capability in prosecuting and sentencing drug-related and organized crime; (4) reform of the penitentiary administration; (5) availability of proper prison and detention centres in Guinea-Bissau; (6)

improved access to justice in selected pilot sites; (7) improved detection and interdiction capabilities through the development of training curricula; (8) improved control of borders through increased mobility, communication and intelligence capabilities; (9) enhanced control over economic and financial activities taking place in Guinea-Bissau by both improved knowledge of unreported financial flows and economic activities and the setting up of an effective anti-money-laundering operational system; (10) an efficient system controlling and stamping out corrupt practices in Guinea-Bissau; (11) increased capacity of the Public Order Police (POP) to provide enforcement of law and order to the citizens of Guinea-Bissau; (12) improved protection and access to justice by ordinary citizens through support to a Houses of Justice programme in all eight provinces; (13) improved access to justice through a focus on children in the justice system; and (14) continued restructuring and enhancement of the prison administration.

29. As part of support for the justice sector to combat criminality, including drug trafficking and organized crime, within the wider framework of SSR, the Government submitted one quick win project for assistance in the administration of justice, specifically aimed at rehabilitating selected prisons in Guinea-Bissau:

<b>Up to US\$ 0.9 million</b>	
<b>Providing Support for the Administration of Justice (as part of SSR)</b>	
<b>US\$0.9m</b>	<ul style="list-style-type: none"> <li>• Rehabilitation of two prisons in Bissau, one in Mansoa and one in Bafata:</li> <li>• This project will rehabilitate the existing prison facilities, provide capacity building to prison administration staff and provide basic equipment needed to run the prison in line with international standards for the detention of prisoners.</li> <li>• The projects also has a capacity-building component which envisages the training of a cadre of prison staff on issues of prison management, the securing of fundamental rights of prisoners; prison security administration and crisis management.</li> <li>• The project will combine the need for a secure and adequate physical infrastructure able to host prisoners and detainees in compliance with international standards on the treatment of prisoners.</li> <li>• The project will also provide necessary basic equipment for prison management, such as relevant surveillance equipment, computers for appropriate administrative and prisoner-management statistics, basic detention and prisoner-restraint gear (e.g. handcuffs), among others.</li> <li>• The project will be sustained by follow-up activities planned within the framework of the Government's anti-narcotics operational plan 2007-2010.</li> </ul>
<b>Implementation (UN / Partner)</b>	
UNODC / Ministry of Justice	
<p><b>NOTE: The Concept Note and full Project Proposals for the Project to Rehabilitate Selected Prisons were approved by the Guinea-Bissau Peacebuilding Fund National Steering Committee on 24 April (revised 10 June) and 16 June respectively. All related documentation has been processed and sent to the Multi-Donor Trust Fund for the transfer of allocated funding for project implementation to commence soon.</b></p>	

### 3.1.3 CREATING CONDITIONS AND A CONDUCTIVE ENVIRONMENT FOR POLITICAL STABILITY AND SOCIO-ECONOMIC DEVELOPMENT

30. The Government's PRSP (DENARP) for 2007-2010 is structured around four pillars, which include: (1) Strengthening of governance, modernization of the public administration and ensuring macroeconomic stability; (2) Promotion of economic growth and job creation; (3) Increasing access to basic social services and social infrastructures; and (4) Improving the living conditions of vulnerable groups. Some key peacebuilding aspects under each of the four broad priority areas are crucial for the PBC's anticipated advocacy for resource mobilization and coordination of existing and expected bilateral and multilateral efforts.

31. The fourth pillar of the DENARP focuses on the improvement of the living conditions of vulnerable groups, which in this case refers to specific social categories which include children, women, disabled persons, youth, veterans of the national liberation struggle and idle persons. Their vulnerability is symptomatic of factors deriving from structural and capacity problems confronting the State, caused largely by the distracting and debilitating impact of repeated conflicts. The measures envisaged in this strategic domain are: (i) improvement in the social protection of vulnerable groups; (ii) promoting income-generating activities; (iii) promoting centres for addressing problems of illiteracy among women; and (iv) promoting sports and regenerating residential living spaces.

32. The Government submitted a number of quick win projects for funding from the PBF, one of which is designed to promote training, employment and income-generating activities in agriculture and vocational skills for Guinea-Bissau's youth. Other projects submitted are a quick win project to carry out a census of the population, as well as a project to build the capacity of Guinea-Bissau Mass Media. The concept notes on the projects have specified both the links to addressing peacebuilding challenges and how the projects fit within existing national strategies. The project for youth training and employment was selected for submission to the Guinea-Bissau PBF National Steering Committee:

<b>up to US\$1.5 million</b>	
<b>Providing Support for Vulnerable Groups – Youth Training and Employment</b>	
<b>US\$1.5m</b>  <b>Implementation (UN / Partner)</b>  UNDP / Ministry of Youth, Culture and Sport, Ministry of	<ul style="list-style-type: none"> <li>• Development of the national capacity of the National Youth Institute to improve management and follow-up related to professional and vocational training and employment-generation for Bissau-Guinean youth;</li> <li>• The establishment of a national youth policy and provision of professional training for targeted youth;</li> <li>• Information and sensitization of youth on training and employment generation; Provision of support and technical assistance to targeted youth in project formulation and development, including assistance through micro-finance schemes;</li> <li>• This project to develop national capacities for training and employment-generation for youth will contribute to the implementation of the aspect of the Government's DENARP focusing on poverty alleviation through the stimulation of a currently untapped potential of youth to contribute to economic growth;</li> <li>• The project envisages an impact on peace consolidation by way of reducing the vulnerability of youth to precarious activities (illegal</li> </ul>

Education, National Council of Youth	<p>immigration and criminality) and at the same time reducing the possibility of idle and unemployed youth becoming the target of recruitment by armed groups and conflict-prone factions. This will enhance peacebuilding initiatives;</p> <ul style="list-style-type: none"> <li>• The immediate youth groups targeted for this project are those (initial group of 500 vetted youths) in Bissau, the outskirts of the capital and outlying regions), and the focus areas for professional training and employment include agriculture, livestock farming, fishing and other relevant vocations. Such a project can be replicated through follow-up funding to expand the targeted number of youth and focus areas for assistance in youth training and employment-generation.</li> <li>• Criteria for the selection of youths will be gender, with particular emphasis on women candidates who will be assisted with specially-designed programmes in capacity-building and orientation.</li> </ul> <p><b>NOTE: The Concept Note and full Project Proposals for the Project for Youth Training and Employment were approved by the Guinea-Bissau Peacebuilding Fund National Steering Committee on 24 April and 29 May respectively. All related documentation has been processed and sent to the Multi-Donor Trust Fund for the transfer of allocated funding for project implementation to commence soon.</b></p>
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### 3.1.4 IMPROVING DEMOCRATIC GOVERNANCE AND PARTICIPATION

33. When it assumed office in April 2007, the Government announced that one of its priorities was the holding of credible and transparent legislative elections in 2008. Since multiparty elections started in 1994, Guinea-Bissau has yet to complete a full electoral cycle, free of delays, postponements, legal challenges or interruptions related to military interventions. The last legislative elections were held in March 2008, following a period of turbulence and political transition. Though constitutional order was seen to have been restored through the holding of presidential elections in 2005, it is evident that democratic governance and participation could be further enhanced by the holding of legislative elections in 2008.

34. A major constraint to the organization and conduct of credible and transparent legislative elections this year is financing. This constraint is particularly acute with respect to delays in the conduct of a voter registration exercise, which by stipulation in the electoral law, should have taken place in January / February this year; as well as in a civic education exercise involving the general population. These two are vital for the exercise of democratic governance and participation.

35. The Government and international partners have been actively engaged to ensure that preparations stay on course for the holding of legislative elections in 2008. One of the pillars of assistance under the United Nations Development Assistance Framework (UNDAF) 2008-2012 is governance, under which the UN system focuses on assisting to strengthen State capacity to govern with due consideration to a guarantee of democratic participation, Human Rights, the Rule of Law and principles of transparent and efficient management of national resources.

36. In this connection, the Government has submitted a quick win project to request support towards voter registration and civic education for the electoral cycle 2008-2010 in Guinea-Bissau for the consideration by the Guinea-Bissau PBF National Steering Committee:

<b>(Up to US\$1.4million sought)</b>	
<b>Providing Support for Guinea-Bissau's Electoral Cycle: Phase 1 - Legislative Elections in 2008</b>	
<b><u>Voter registration and civic education</u></b>	
<p><b>US\$1.4m</b></p> <p><b>Implementation (UN / Partner)</b></p> <p>UNDP / Prime Minister's Office, Ministry of Foreign Affairs; National Electoral Commission (CNE), Ministry of Interior</p>	<ul style="list-style-type: none"> <li>• Supporting the national electoral authorities to establish a list of registered voters (not updated since the 2005 presidential elections) as part of preparations for the forthcoming national legislative elections, as part of efforts to create basic conditions for ensuring a proper, efficient and peaceful organization of these elections, scheduled for 16 November 2008. This may also include the planning and carrying out of civic education campaigns, including manual or biometric voter registration, while ensuring middle-term technical assistance to the core national electoral authorities and in close collaboration with all other stakeholders to ensure durable capacity development.</li> <li>• The project aims to assist national electoral authorities or electoral management bodies develop a reliable and credible database of voters, to help ensure accountability and inclusive participation of eligible voters in the exercise of democratic governance;</li> <li>• The project will thus help implement urgent and imperative short-term activities to ensure a well organized and peaceful electoral process in 2008, while opening the way to the establishment of a more solid ground for capacity development activities related to the electoral cycle in 2010 (presidential elections)</li> <li>• The project's overall goal is to help consolidate democracy and democratic participation by ensuring that the people of Guinea-Bissau exercise their democratic rights and are given a fair opportunity to participate in national democratic governance.</li> <li>• The project is linked to the Government's DENARP and the UNDAF through the strengthening of mechanisms of responsiveness and public accountability in addressing the concerns and interests of ordinary citizens, including women and other vulnerable groups; the establishment of effective public policy processes where the public sector develops the capacity and acquires the resources to manage programmes in the national interest; and the enhancement of the capacity of governing institutions to help create a facilitating environment for addressing the goals of poverty alleviation and crisis prevention and management.</li> </ul> <p><b>NOTE: The Concept Note and full Project Proposals for the Project of Support for Guinea-Bissau's Electoral Cycle: Phase 1 – Legislative Elections in 2008 were approved by the Guinea-Bissau Peacebuilding Fund National Steering Committee on 24 April and 29 May respectively. All related documentation has been processed and sent to the Multi-Donor Trust Fund for the transfer of allocated funding for project implementation to commence soon.</b></p>

#### **4. COORDINATION, PROJECT SELECTION AND IMPLEMENTATION**

37. In Guinea Bissau, the Representative of the Secretary-General in Guinea-Bissau will be the overall focal point for liaison with the Peacebuilding Support Office and the Commission (PBSO/PBC).

38. The mechanisms for coordination, project selection and implementation have been clearly set out in the Terms of Reference and Rules of Procedure of the National Steering Committee (NSC) set up in early April, composed of representatives of Government, United Nations and other partners. It is co-chaired on the part of the Government by the Minister at the Presidency of the Council of Ministers and on the part of the UN and partners by the Representative of the Secretary-General in Guinea-Bissau. Other Government representatives include members of Government, civil society, women's groups and the private sector. Representatives of the international community include bilateral and multilateral partners.

39. Supported by a PBF Secretariat made up of PBF-funded staff, the NSC is responsible for providing political orientation to the process, as well as oversight, approval and monitoring of projects. Thematic review committees of the NSC, with membership from national and international experts in areas related to projects to be implemented, will evaluate project proposals prior to their submission to the NSC for approval.

40. Project review will take the form of group reviews of applications for funding for projects submitted. Decisions will be made against a series of criteria including:

- Relevance of project to addressing the areas of concern as detailed in this priority plan.
- Time-frame, costs (including net costs and a cost-benefit ratio analysis for the proposed population to be covered).
- Proven programme delivery (track record) of the proposed implementation partners.
- A clear demonstration of good-practice in conflict-sensitive understanding and ability to effectively undertake projects on these terms.
- Joint UN approach demonstrating linkages to related on-going efforts.

##### **4.1 Monitoring and Evaluation**

41. Existing mechanisms within national programmes and action plans, such as the Government's PRSP (DENARP) strategy, contain processes for monitoring and evaluating the implementation of projects and wider policy and outcome aims and objectives. Building upon this, assessment tools will be refined to ensure a deeper analysis of peacebuilding efforts and related dividends associated with the projects – and their effectiveness and sustainability in the longer-term.

42. The NSC will call for, after 12 months of implementation, a full evaluation of the impact of the Peacebuilding Fund in Guinea Bissau. The formulation of measurable indicators of impact - beyond pure 'output / delivery indicators' will be a key task of the programme participants (including communities) during the initial stages of application of the fund in Guinea Bissau.

43. In terms of monitoring and evaluation, it is important to highlight potential issues related to the level of national capacity, particularly absorptive capacity, in terms of any assistance, technical or financial that would be provided for implementing projects under the short-term PBF calendar, not to mention the medium to long-term calendar under the PBC strategic framework. Consideration has to be given, in the finalization of Guinea-Bissau's Priority Plan, to an overview

and proposals regarding national capacity constraints and how to address them.

44. The degree to which a commitment to a conflict-sensitive analysis is taken up within the DENARP process will be a determining factor. Indicators will take the shape of key principles that the UN has adopted on the premise that they underscore peace and human development globally. These are: inclusion and tolerance; transparency and accountability; equality and access to opportunity; and protection under the law. They will also need to reflect the context-specific conflict factors in Guinea Bissau. Success in peacebuilding will be illustrated by the ways in which Bissau-Guineans develop skills and mechanisms to manage and prevent future conflicts.