



[PEACEBUILDING FUND]  
FINAL PROGRAMME<sup>1</sup> NARRATIVE REPORT

<b>Programme Title &amp; Project Number</b> <ul style="list-style-type: none"><li>• Rehabilitation of selected prisons and training of penitentiary staff</li><li>• GNBT34</li><li>• PBF/GNB/B-1</li></ul>	<b>Country, Locality(s), Thematic Area(s)<sup>2</sup></b> <p><i>Guinea Bissau</i></p> <hr/> <p><i>Thematic/Priority</i></p>
<b>Participating Organization(s)</b> <ul style="list-style-type: none"><li>• UNODC</li></ul>	<b>Implementing Partners</b> <ul style="list-style-type: none"><li>• Ministry of Justice</li></ul>
<b>Programme/Project Cost (US\$)</b> <p>MDTF Fund Contribution: • <b>900.000,00</b></p> <p>Agency Contribution N/A</p> <p>Government Contribution N/A</p> <p>Other Contributions (donors) N/A</p> <hr/> <p><b>TOTAL: 900.000,00</b></p>	<b>Programme Duration (months)</b> <p>Overall Duration 12 months</p> <p>Start Date<sup>3</sup> July 2008</p> <p>End Date (or Revised End Date)<sup>4</sup> 31 August 2011</p> <p>Operational Closure Date<sup>5</sup> 31 August 2011</p> <p>Expected Financial Closure Date 30 June 2012</p>
<b>Final Programme/ Project Evaluation</b> <p>Evaluation Completed <input type="checkbox"/> Yes    <input checked="" type="checkbox"/> No    Date: _____</p> <p>Evaluation Report - Attached <input type="checkbox"/> Yes    <input checked="" type="checkbox"/> No</p>	<b>Submitted By</b> <ul style="list-style-type: none"><li>○ Name: Manuel de Almeida Pereira</li><li>○ Title: Legal Adviser and Chief of Project Office</li><li>○ Participating Organization (Lead): UNODC</li><li>○ Contact information: <a href="mailto:manuel.pereira@unodc.org">manuel.pereira@unodc.org</a></li></ul>

<sup>1</sup> The term “programme” is used for programmes, joint programmes and projects.

<sup>2</sup> Priority Area for the Peacebuilding Fund; Sector for the UNDG ITF.

<sup>3</sup> The start date is the date of the first transfer of the funds from the MPTF Office as Administrative Agent. Transfer date is available on the [MPTF Office GATEWAY](#).

<sup>4</sup> As per approval by the relevant decision-making body/Steering Committee.

<sup>5</sup> All activities for which a Participating Organization is responsible under an approved MPTF programme have been completed. Agencies to advise the MPTF Office.

## **FINAL PROGRAMME REPORT**

### **I. PURPOSE**

#### **a. Provide a brief introduction to the programme/ project.**

Under the peace building goal of supporting government efforts to reform its security sector in order to stabilize the peace process and protect the social development of the country against drug trafficking, organized and other forms of crime, the project's objective is to establish a fair, humane and efficient justice system for all by ensuring a strengthened capacity of the prison sector to respond to the needs of the criminal justice system as a whole.

The project will address the requirement for secure and adequate physical infrastructures able to host prisoners and detainees in compliance with international standards while focusing on capacity building of prison staff in order to ensure the effective management of prisoners' data files in line with international standards.

#### **b. Provide a list of the main outputs and outcomes of the programme as per the approved programmatic document.**

The project comprises a set of interrelated activities focused on the delivery of three key outputs as follows: (i) One prison in Bissau, one in Mansoa, one in Bafata and one in Canchungo (replacing the initially foreseen second prison in Bissau) refurbished in line with international standards; (ii) Data management system established for the two prisons in Bissau and the two provincial prisons; (iii) Prison managers and senior penitentiary staff trained with special focus on the management of the data files.

The Overall Objective is to support the efforts of the Government of Guinea-Bissau in reforming its security sector in order to stabilize the peace process and protect the social development of the country against drug trafficking, organized crime, and crime more generally. Such a programme constitutes an integral part of the Security Sector Reform of the Government of Guinea-Bissau.

The Specific Objective is to establish a fair, humane and efficient justice system for all by ensuring a strengthened capacity of the prison sector to respond to the needs of the criminal justice system as a whole.

The Outcomes of the project are:

By addressing the requirement for secure and adequate physical infrastructures able to host such prisoners and detainees in compliance with international standards on the treatment of prisoners, and by focusing on the development of an effective data management system in line with international standards, a greater belief in the criminal justice system will be promoted, putting an end to the pervasive feeling that impunity always prevails. Establishing effective rule of law institutions will restore faith in the justice system.

Modernized legal and administrative frameworks, in connection with an up-to-date Data Management System and adequately trained staff for the penitentiary administration permit Guinea-Bissau to possess prisons that comply with the UN Standard Minimum Rules for the Treatment of Prisoners and put an end to current prevailing lawlessness due to weak and corrupt penitentiary administrative capacity.

Complementary to this, the comprehensive refurbishment of the central prison in Bissau and three provincial detention centers in line with international standards leads to credible enforcement of sentences, particularly relevant to deter criminals by reversing the current lawlessness.

The Outputs of the project are:

Output 1:

Two prisons in Bissau, one in Mansoa and one in Bafata refurbished in line with international standards.

Output 2:

Data management system established for the two prisons in Bissau and the two provincial prisons.

Output 3:

Prison managers and senior penitentiary staff trained with special focus on the management of the data files.

**c. Explain how the Programme relates to the Strategic (UN) Planning Framework guiding the operations of the Fund.**

The strategic theme is Rule of Law, Criminal Justice Systems: more accessible, accountable and effective.

To establish a fair, humane and efficient justice system for all by ensuring a strengthened capacity of the prison sector to respond to the needs of the criminal justice system as a whole of the security Sector Reform. To assist in the rehabilitation of secure and adequate physical infrastructures able to host prisoners and detainees in compliance with international standards while focusing on capacity building of prison staff in order to ensure the effective management of prisoners' data files, also in line with international standards. It was initially foreseen the rehabilitation of two prisons in Bissau, one in Mansoa and one in Bafatá refurbished in line with international standards; the establishment of a proper Data Management System for the two prisons in Bissau and for the two provincial prisons; Assistance in the recruitment of prison managers and senior penitentiary staff trained with special focus on the management of the data files.

**d. List primary implementing partners and stakeholders including key beneficiaries.**

UNODC is the implementing agency of this specific project on the rehabilitation of selected prisons and training of penitentiary staff.

The current project benefited from important contributions from the Portuguese bilateral cooperation and from UNIOGBIS.

The former, gave an important contribution in terms of the human component of the project, in particular for the recruitment, training and equipment of the penitentiary guards and future prison directors. The training of the Penitentiary Guards and Directors, as well the delivery of some security equipment such as uniforms, batons and handcuffs was only possible due to an excellent cooperation between UNODC and the Portuguese authorities, in particular the Portuguese Institute for Development of the Ministry of Foreign Affairs, the Portuguese Ministry of Justice and the Embassy of Portugal in Guinea Bissau. The Portuguese contribution was in the amount of 151.100,00 US\$ (110.000 €)

The latter also mediated an important contribution from the UK through the UNIOGBIS MDTF which was object of an agreement signed on 23 December 2010 between UNODC and DPA with a total amount of 70.400,00 US\$ that was used in 2011 to complete the furnishing and the equipment of both rehabilitated prisons and to partly cover the cost of the Data

Management System.

Both contributions were very important for the effective implementation and completion of this project.

Important achievement and internal collaboration was also done with the ITS department of UNODC HQ in Vienna for the development of the Data Management System for both prisons, which is currently a unique software for the electronic management of the penitentiary facilities and of the Directorate General of the Prison Services.

The key beneficiaries of this project are the population of Guinea Bissau, its Governmental institutions and the criminal justice institutions of the country.

## II. ASSESSMENT OF PROGRAMME/ PROJECT RESULTS

The rehabilitation works at the prisons of Bafatá and Mansoa were finalized on 18 June 2010 and UNODC proceeded to a technical hand-over of both facilities to the Ministry of Justice on 28 June 2010. The procurement procedure started with an invitation for tender launched by the Ministry of Justice, with input from UNODC, in early 2009.

UNODC made sure that these new prisons in the country would be built in strict compliance with international standards, in particular human rights, minimum security rules and separation between male and female inmates. For a proper follow-up of the construction works, UNODC made regular visits on a monthly basis.

Following the finalization of the works, UNODC conducted the procurement of the furniture and equipment, which was launched already in August 2009 and will be finalized during the first quarter of 2011.

The Data Management System was developed by the IT Section of UNODC in November 2010. It is expected to be installed at Bafatá and Mansoa prisons, as well as at the Ministry of Justice, during the first quarter of 2011. This part of the project also includes the training of 12 supervisors (the best graded penitentiary guards at the training of November 2010 – see below).

The development of tailor-made software, called “*Go-DMS*”, was possible thanks to the good collaboration with the Ministry of Justice in assessing the needs of the prison system in terms of data registration. The assessment was made in April-May 2010.

The Ministry of Justice finalized in February 2010 the procedure for the recruitment of penitentiary guards and Directors of Prisons. Eighty penitentiary guards and five Directors passed the selection process, which was done - upon request of UNODC - in full cooperation with the Portuguese Institute for Development of the Portuguese Ministry of Foreign Affairs, and also in direct cooperation with the Directorate General of Prison Services of the Ministry of Justice of Portugal. The Penitentiary Guards and Directors were provisionally appointed after the completion of a training that lasted two and half months, starting in September and finishing on 10 November 2010.

The training sessions used a new programme developed in collaboration with UNODC and approved by both Guinea-Bissau and Portugal. Once the training was completed, Portugal provided, on the same date, 160 uniforms, 30 pairs of handcuffs and 80 batons.

This project is having an unanticipated, but very positive, result in terms of cooperation with Portugal, despite being a project fully funded by the Peace Building Fund. Indeed, the training of the Penitentiary Guards and Directors, as well the delivery of some security equipment to them (uniforms, batons and handcuffs) was only possible due to an excellent cooperation

between UNODC and the Portuguese authorities, in particular the Portuguese Institute for Development of the Ministry of Foreign Affairs, the Portuguese Ministry of Justice and the Embassy of Portugal in Guinea Bissau.

Only two prisons (Mansoa and Bafatá) could be refurbished due to the lack of resources linked to the capacity of the building companies in Guinea-Bissau and higher than expected costs of material (everything has to be imported). The budget was therefore too short to refurbish four sites, and a series of changes in the initial design of both architectural projects (Mansoa and Bafatá) had to be done by UNODC in order to have the rehabilitation in full compliance with International and Security Standards. This further increased the costs as additional works had to be performed in both prisons. As a result, it was decided to focus only on those two prisons and deliver quality results.

The political instability of the country in 2009 (assassination of the president, several coup d'état attempts, other assassinations of public figures), the weather conditions that did not allow any construction during the rainy season, delays in the delivery of construction material, and the need for conducting a prison assessment in 2010, did not make it possible to complete the project within the time frame initially foreseen. As a result, a request for extension addressed to the PBF was sent to be able to finish the remaining project's activities. This request was approved and the project extended until the end of April 2011.

The Minister of Justice and UNODC requested in 2010 a meeting of the Executive Directorate (DEP) and of the Programme Consultative Board of the project in order to inform all stakeholders of the latest developments. This meeting took place in July with the presence of all parties concerned. Achievements and issues related to the project were discussed. UNODC made all stakeholders aware of the difficulties encountered, but informed them that the objective foreseen would be reached by the end of the project. This action allowed UNODC to reinforce the trust and confidence bore by all partners and alternatives were discussed to overcome any outstanding difficulty.

The main beneficiaries of this project are the population of Guinea Bissau, its Governmental institutions and the criminal justice institutions of the country.

The key outputs achieved, nature of activities and percentage of completion are resumed in the table below:

<b>Outputs:</b>	<b>Progress:</b>	<b>Percentage of planned:</b>
<p><b>Output 1:</b> One prison in Bissau, one in Mansoa, one in Bafatá and one in Canchungo refurbished in line with international standards</p>	<p>All prison assets were purchased and main equipments, namely generators, fuel deposits, beds and appliances were delivered during the months of October, November and December 2010. Despite some delays both prisons were fully furnished during the first quarter of 2011.</p> <p>The rehabilitation works of the future prison and detention center in Bissau (former Judiciary Police headquarters) and the prison in Canchungo cannot take place due to lack of funding. The continuing of this project beyond the rehabilitation of the prisons in Mansoa and Bafatá will depend of further funding. UNODC confirms that the available budget is not enough to cover the remaining activities (i.e. rehabilitation of the two remaining prisons of Bissau and Canchungo). UNODC carried out a budget revision and requested a non-coast extension of the project to the National PBF Secretariat until 31 August 2011.</p>	<p>50% (due to the fact that only 2 prisons were rehabilitated instead of the 4 initially foreseen)</p>
<p><b>Output 2:</b> Data Management System established in selected prisons</p>	<p>The DMS was developed by the IT services of UNODC. The software named “GoDMS” was already released.</p> <p>After the already finalized basic training delivered to 78 penitentiary guards, the new prison supervisors (12), two Prison Directors and one official from the Ministry of Justice also received training on the DMS, delivered by UNODC IT services. The Data Management System software (“GoDMS”) was developed by the IT department of UNODC and it was installed in 2011.</p>	<p>100%</p>
<p><b>Output 3:</b> Penitentiary staff trained with special focus on file management, registration and human right standards</p>	<p>The 78 guards and a roster of 5 Directors selected by the Ministry of Justice received training by Portuguese trainers of the Directorate General of Prison Services of the Portuguese Ministry of Justice in cooperation with UNODC. The training course ended on November 2010 and included also the delivery of 160 uniforms, 30 handcuffs and 80 batons. The course had an intensive format (6 hours per day), duration of two and half months and included theoretical training as well physical training.</p> <p>Upon completion of the basic training, 12 selected guards were appointed as supervisors. Also the best graded Directors in this first training were definitely appointed as the first two Directors for Mansoa and Bafatá, being one of them a woman.</p>	<p>100%</p>

### III. EVALUATION & LESSONS LEARNED

UNODC Sub-Office in Bissau conducted, in cooperation with the IT department of UNODC HQ in Vienna, a study on the needs for the development of a Data Management System for the 2 rehabilitated prisons in Mansoa and Bafatá. In this regard, a needs assessment was done in cooperation also with the Ministry of Justice regarding the needs of a detainee file management and the establishment of a Data Management System taking into account national legal frameworks, hardware, software and training requirements.

UNODC decided, in cooperation with the Ministry of Justice, to conduct an international assessment on the penitentiary needs in the country. This assessment, chaired by the Minister of Justice, was conducted during the last week of April and the first week of May 2010, and included consultations with other institutions, such as the Ministries of Education, Health, Women and Social Affairs, Finance, and Defense, as well as the National League on Human Rights, the civil society, the General Public Prosecutor's Office, and other international counterparts such as UNIOGBIS, UNHCHR and UNICEF.

The assessment confirmed that prison reform in Guinea-Bissau is an absolute necessity. It was also noted that this reform should include the rehabilitation of two other prisons - Canchungo and the former Detention Centre of the Judiciary Police in Bissau. Still under the present project, there would be a need to built a Central Prison (not funded yet) in the city of Bissau in full compliance with international standards and taking into consideration aspects related to education, health services, juvenile delinquency and other social aspects of reintegration

Only two prisons (Mansoa and Bafatá) could be refurbished due to the lack of resources linked to the capacity of the building companies in Guinea-Bissau and higher than expected costs of material (everything has to be imported). The budget was therefore too short to refurbish four sites, and a series of changes in the initial design of both architectural projects (Mansoa and Bafatá) had to be done by UNODC in order to have the rehabilitation in full compliance with International and Security Standards. This further increased the costs as additional works had to be performed in both prisons. As a result, it was decided to focus only on those two prisons and deliver quality results.

As already mentioned above, the political instability of the country in 2009 (assassination of the president, several coup d'état attempts, other assassinations of public figures), the weather conditions that did not allow any construction during the rainy season, delays in the delivery of construction material, and the need for conducting a prison assessment in 2010, did not make it possible to complete the project within the time frame initially foreseen. As a result, a request for extension addressed to the PBF was sent to be able to finish the remaining project's activities. This request was approved and the project extended until the end of April 2011.

The Minister of Justice and UNODC requested in 2010 a meeting of the Executive Directorate (DEP) and of the Programme Consultative Board of the project in order to inform all stakeholders of the latest developments. This meeting took place in July with the presence of all parties concerned. Achievements and issues related to the project were discussed. UNODC made all stakeholders aware of the difficulties encountered, but informed them that the objective foreseen would be reached by the end of the project. This action allowed UNODC to reinforce the trust and confidence bore by all partners and alternatives were discussed to overcome any outstanding difficulty.

#### **Key Lessons learnt:**

The overall implementation of this project was very positive since, facing the inexistence of a prison service in the country and a total inefficient of the police services in terms of incarceration of prisoners, it managed to rehabilitate a system that was an absolute need for the State and for the fight against impunity.

In any case, some key points can be retrieved from the implementation of this project that needs to be taken into consideration in the future:

One important aspect is the fact that there was no assessment on the prison needs prior to the starting of the implementation phase; in fact, only in 2010, the current UNODC staff in the country in collaboration with its regional office realized that this was an essential preliminary activity that should have been done before. Once acknowledged that, such assessment was conducted with a very positive impact in the continuation of the project with a higher sense of the reality of the country in this particular subject.

In addition, it is important to emphasize that this project in terms of budget was not realistic for the rehabilitation of four prisons as it was mentioned in the terms of reference. The lack of the assessment prior to the implementation and even prior to the signature of the project document could anticipate this negative result. Therefore, it is essential that these factors should be taken into consideration in the future for a proper and realistic implementation of a project with such dimension.

#### IV. INDICATOR BASED PERFORMANCE ASSESSMENT

	Performance Indicators	Indicator Baselines	Planned Indicator Targets	Achieved Indicator Targets	Reasons for Variance (if any)	Source of Verification	Comments (if any)
<b>Outcome 1</b> <i>A new Prison Service is staffed, managed and possesses infrastructure allowing it to apply minimum international standards in penitentiary matters</i>							
<b>Output 1</b> Four prisons are refurbished in line with international standards	Indicator 1.1	Comprehensive refurbishment needs assessment produced that can subsequently be operationalized	1 assessment	Achieved	N/A	Monthly and quarterly reports; Experts' reports;	International assessment on the penitentiary needs for the country
	Indicator 1.2	List of prisons (or locations of the premises) available for refurbishment works	4 prisons in 4 different locations	4 prisons were identified but only 2 prisons were rehabilitated	Insufficiency of funds	List provided by the Ministry of Justice;	Only 2 regional prisons (Mansoa and Bafatá) were rehabilitated.
	Indicator 1.3	Invitation for tender(s) published by the Ministry of Justice subject to approval by project coordinator.	1 bidding procedure	Achieved	N/A	Official gazette (or newspapers) advertising for bidding procedure  Monthly and quarterly reports	The bidding procedure was conducted by the Ministry of Justice.
	Indicator 1.4	Weekly checking of progress on worksite.	Several reports on the rehabilitation works by the architectural	Achieved	N/A	Audit reports made by the architectural company	The architectural company was paying several visits to the sites in order to control the development

			company				of the works and to audit the work done vis-à-vis the payment requests.
	Indicator 1.5	List of equipment procured for each prison	Equipment needs for each prison in accordance with the respective size.	Partly Achieved	Only two regional prisons were rehabilitated because of insufficient funds available.	Lists provided by the Ministry of Justice	No comments
	Indicator 1.6	Application of minimum international standards and norms.	In 4 prisons	Partly Achieved	Only two regional prisons were rehabilitated because of insufficient funds available.	Evaluation reports Reports from Ministry of Justice and from the General-Direction of the Prison Services	The minimum international standards were verified in the 2 prisons that were rehabilitated.
<b>Output 2</b> File management system established at the four selected prisons	Indicator 2.1	Comprehensive review of detainee file management system carried out with recommendations for new system	1	Achieved	N/A	Experts reports and formal communication between UNODC Guinea-Bissau Field Office and UNODC Headquarters	The development of tailor-made software was made following needs assessment conducted in April-May 2010.
	Indicator 2.2	New data management system developed.	1	Achieved	N/A	UNODC ITS activity report.	The Data Management System, called "Go-DMS", was developed by UNODC IT Section and was installed in Bafatá and Mansoa

							prisons, as well as in the Ministry of Justice (Directorate General of Prison Services)
	Indicator 2.3	List of equipment for the new data management system procured and installed.	4 set of equipments for each of the foreseen prisons	2 sets installed	Only two regional prisons were rehabilitated because of insufficient funds available.	Reports from IT expert.	No comments
	Indicator 2.4	Data collection forms revised and printed.	Not applicable	Not applicable	N/A		Since there is an Electronic Data Management System, the forms were not addressed.
	Indicator 2.5	Number of staff successfully trained on the new data management system ( <i>including number of men and women;</i>	16 persons	16 persons (2 female and 14 male)	N/A	UNODC ITS activity report.	The training session on the system was conducted for 12 supervisors (the best graded penitentiary guards at the training of November 2010 – see below), two Prison Directors, one IT technician and the Director General of Prison Services of the Ministry of Justice.
<b>Output 3</b> Prison managers and senior	Indicator 3.1	Comprehensive training needs assessment	1	Achieved	80 penitentiary guards, 5 Directors passed the selection	Financial and narrative project reports.	No comments

penitentiary staff trained with special focus on the management of the data files.		produced that can subsequently be operationalized			process.		
	Indicator 3.2	Training plan elaborated.	1	Achieved	N/A	Experts' reports Monthly and Quarterly reports	The training plan was elaborated in full cooperation with the Portuguese Institute for Development of the Portuguese Ministry of Foreign Affairs, and also in direct cooperation with the Ministry of Justice of Portugal.
	Indicator 3.3	Number of staff successfully trained ( <i>including number of men and women</i> ).	85 persons	81 (8 female and 73 male)	Over 150 persons made the pre tests for the recruitment	Selection and training reports from Ministry of Justice and from the Prison Service.	From the 80 selected guards, 78 finalized the course; from the 5 Directors, 3 also finalized the course. Two of the women are the Directors of the Prisons of Mansoa and Bafatá (best performance in training evaluation)
Indicator 3.4	Number of training sessions successfully held.	50	Achieved	N/A	Schedule and training plan.	38 sessions for prison guards and 12 session for	

						Official correspondence between Portugal and UNODC.	Prisons Directors
	Indicator 3.5	Availability of training material in Portuguese language.	All documents, presentations and trainers	Achieved	N/A	Official documents provided to the trainees and correspondence between Portugal and UNODC.	No comments