

Country: Guinea -Bissau

Programme Title : Strengthening Justice and Security Sector Reform in Guinea -Bissau¹

Joint Programme Outcome (s):

- (a) Judicial and security sector democratic governance improved and citizen's rights better protected through legislative and normative reform.
- (b) Access to justice services for the poor improved, with special focus on women

Programme Duration: 3 years

Anticipated Start/end dates: June 2009 – June 2012*

Fund Management Option(s): pass-through

Managing or Administrative Agent: UNDP

Total estimated budget*: **\$3,854,817**

Out of which:

UNDP: 2,551,546 USD

UNFPA: 226,305 USD

UNIFEM: 584,220 USD

UNODC: 492,746

1. Funded Budget: **\$3,854,817**

2. Unfunded budget: \$0

* Total estimated budget includes both programme costs and indirect support costs

United Nations System in Guinea-Bissau	National Coordinating Authorities
<p><i>Giuseppina Mazza</i> Resident Coordinator United Nations System</p> <p>Date:</p>	<p><i>Maria Adiatu Djaló Nandigna</i> Minister of Foreign Affairs, Cooperation and Communities</p> <p>Date:</p>
<p><i>Lalao Ramanarivo Raharisoa</i> Deputy Representative (Programme) UNDP</p> <p>Date:</p>	
<p><i>Guy de Araujo</i> Resident Representative Guinea-Bissau UNFPA</p> <p>Date:</p>	

¹ Please note that the schedule of the programme and thus the formulation of targets for outputs and outcomes has been readapted to a hypothetical June 2009 -June 2012. This will be readapted if funds are approved and received on a different date.

United Nations System in Guinea-Bissau	National Coordinating Authorities
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2. Executive Summary

The Joint Programme is a concerted effort by UNDP, UNFPA, UNODC and UNIFEM to strengthen the national justice and security sector reform process, including by introducing conflict and gender-sensitive approaches, thereby contributing to the development of a justice and security sector which operates according to the rule of law, reducing the risk that the country will relapse into conflict, and providing fair and effective justice and security services to the people of Guinea-Bissau.

More specifically, the Joint Programme expects to achieve the revision and development of new legislation and regulatory measures in support of justice and security sector reform, to strengthen parliament oversight of justice and security sector reform, to increase the capacity of relevant ministries to implement the National Strategy for the Restructuring and the Modernization of the Security Sector, and to enhance access to justice services, particularly for vulnerable populations including women.

At the end of the 3-year programme, judicial and security sector governance and citizens' rights, through legislative and normative reform, and access to justice services for the poor will have improved, with a special focus on women.

The Joint Programme, Strengthening Justice and Security Sector Reform in Guinea-Bissau, will support national priorities and international commitments. The UNDAF 2008-2012 for Guinea-Bissau aims to strengthen governance, modernize public administrations and guarantee macroeconomic stability. In 2006, the government of Guinea-Bissau developed a comprehensive strategy for security sector reform. This strategy was developed in coordination with key strategy documents, including the National Poverty Reduction Strategy, which lists justice and security sector reform as the first of the government's priorities. Longer term support is detailed in the Strategic Framework for Peace-building in Guinea-Bissau which priorities include the security sector reform, the strengthening of the justice sector, the consolidation of the rule of law and the fighting against drug trafficking.

The Joint Programme will facilitate national ownership over the reform process and make positive contributions to capacity building, allowing for the necessary support of implementing partners, principally relevant line ministries, the National Assembly, the EU European Security & Defence Policy (ESDP) mission, the University, the civil society organizations and women's organizations in Guinea-Bissau.

3. Situation Analysis

Guinea-Bissau is a small state located on the West coast of Africa with approximately 1,597,000 inhabitants.² Since its independence from Portugal in 1974, the country has been marred by post-war social divisions, political instability and frequent changes in government. In 1998 a militia mutiny resulted in a protracted armed conflict which largely destroyed the country's economic and social infrastructure. In response to this violence, in April 1999, the UN Security Council established a UN Peace-Support Office in Guinea-Bissau (UNOGBIS). Despite recurrent bouts of political volatility, in

² *Combating and Preventing Drug Trafficking to and from Guinea-Bissau: Promoting the Rule of Law and the Effective Administration of Justice 2007-2010* (UNODC, November 2007), p.1.

July 2005, presidential elections returned former president João Bernardo Vieira to power.³ This paved the way for increased international development assistance, culminating in March 2008 with the UN declaring Guinea-Bissau eligible for support from Peace-building Fund.

Despite such progress, the government of Guinea-Bissau faces a myriad of structural development challenges. Guinea-Bissau ranks 175 out of 177 countries on the 2007/2008 UNDP Human Development Index; life expectancy in 45.8 years (with 20% dying before the age of 5 years), 39% of the population is malnourished, and two thirds of the population lives below the poverty line (Gross Domestic Product is US\$827/capita).⁴ In addition to these serious issues of poverty, corruption and impunity, poor access to justice and increasing rates of organized crime continue to threaten Guinea-Bissau's political and social stability. This socio-political crisis is rooted in the following structural conditions:

- Weakened state institutions;
- Poor and inefficient governance;
- Fractured political elite;
- Historically interventionist military;
- High levels of poverty disproportionately affecting women and children.

The weakness and dysfunction of Guinea-Bissau's justice and security sectors are key obstacles to overcoming these challenges.

(i) Administration of Justice

The formal justice system of Guinea-Bissau lacks the capacity to provide adequate, timely or cost-effective judicial services to its population or combat the serious issues affecting the state such as impunity and organized crime.⁵ Principal impediments are the absence of correctional facilities and the low and irregularly disbursed salaries to judges, prosecutors and court support staff. This situation has contributed to poor motivation and commitment levels on the part of justice sector employees at all levels of the hierarchy. Compounding these structural obstacles, law enforcement agencies and prosecution services lack the capacity to construct cases efficiently and according to due legal procedures. Key issues include lack of cooperation or coordination between law enforcement and judicial institutions, inadequate numbers of trained and skilled employees,⁶ and insufficient levels of basic supplies and equipment such as computers, telecommunications equipment, vehicles and office supplies.⁷

³ *id*, *Combating and Preventing Drug Trafficking to and from Guinea-Bissau: Promoting the Rule of Law and the Effective Administration of Justice 2007-2010* (UNODC, November 2007), p.1.

⁴ UNDP Human Development Report 2007-2008 available at http://hdrstats.undp.org/countries/data_sheets/cty_ds_GNB.html.

⁵ *Background Paper on the Rule of Law in Guinea-Bissau* (Peace-building Commission Country-Specific Configuration on Guinea-Bissau (18 June 2008) p.1. The court system in Guinea-Bissau comprises the following jurisdictions: criminal, civil/ administrative, military, family and juvenile and audit/accounts. The court structure is overseen by the Supreme Court of Justice which has nation-wide jurisdiction. Specialist judges and prosecutors are assigned to each of these courts in Bissau, however, in regional courts judges and prosecutors deal with all types of cases. There are currently 79 public prosecutors (15 stationed in regions and 64 in Bissau), approximately 80 judges and an estimated 100 private lawyers (65 in exercise). The majority of the criminal caseload (approximately 80%) involves cases of maltreatment (assault, domestic violence and murder). Drug trafficking cases account for approximately 20% of the caseload, however, it should be noted that many cases do not proceed past the investigation stage due to political, capacity or other reasons. There is a law faculty within the national University of Bissau which provides a high standard of education to the 20-30 law students who graduate per year.

⁶ Draft Strategic Framework for Peace-building in Guinea-Bissau (31 July 2008 Doc.PBC/3/GNB/L.1) [37]; see also *Combating and Preventing Drug Trafficking to and from Guinea-Bissau: Promoting the Rule of Law and the Effective Administration of Justice 2007-2010* (UNODC, November 2007), p.2.

⁷ *Background Paper on the Rule of Law in Guinea-Bissau* (Peace-building Commission Country-Specific Configuration on Guinea-Bissau (18 June 2008) p.1, 3; interview with S Pontes, EU SSR Mission to Guinea-Bissau (22 October 2008); *Combating and Preventing Drug*

One consequence of these impediments is that courts in both Bissau and the regions function sporadically and inefficiently^{8 9} and the population, particularly in rural areas, has limited access to justice including access to legal representation and legal aid services.¹⁰¹¹ Further barriers include costly, cultural and linguistics discrepancies (the courts operate in Portuguese however the majority of the population speaks a Creole language). Due to a patriarchal social system, placing women in a disadvantaged position, translated into high illiteracy rates, low income, low participation at decision making structures, and a high incidence of women victims of sexual and gender -based violence, as well as traditional harmful practices, women face particular difficulty accessing justice.¹² The result is that the majority of disputes are resolved through customary law and practices involving decision -making which can be unfair, exclusionary and discriminatory, especially against women, ‘strangers’¹³ and minors in matters such as land, inheritance and family -related issues.¹⁴ Given this situation, any efforts to strengthen the justice system must be balanced and take into account the important roles played by both formal justice sector officials¹⁵ and community leaders. A further pivotal issue is Guinea -Bissau’s weak rule of law culture whereby neither the general public nor the justice sector actors demand or embrace basic rule of law values. Institutional strengthening should therefore be accompanied by measures to enhance confidence in the law through capacity building, a awareness raising and community legal empowerment.¹⁶

(ii) Law Enforcement Capacity

Law enforcement and policing capacity in Guinea -Bissau consists of nine separate bodies, each charged with undefined jurisdictions and overlapping roles conducive to conflict. Control over these bodies is split between the Ministries of Interior, Justice, Defence, Fisheries , Forestry, Treasury, Maritime and Transportation, creating coordination and management challenges in a small country such as Guinea-Bissau. Additional problems include:

- § The police force lacks of legal framework, trainings, and equipment , as well as aged due to the absence of a pension scheme or any mechanism to compulsorily retirement system.¹⁷
- § Law enforcement capacity is poorly distributed across the country with a concentration in terms of volume and quality in Bissau.

Trafficking to and from Guinea-Bissau: Promoting the Rule of Law and the Effective Administration of Justice 2007-2010 (UNODC, November 2007), p.2.

⁸ *Background Paper on the Rule of Law in Guinea-Bissau* (Peace-building Commission Country-Specific Configuration on Guinea-Bissau (18 June 2008) pp.1-2

⁹ The PAOSD study on the state of Regional and Sector Courts in Guinea Bissau covers various aspects: the physical conditions of the dwellings, the property issues (most of these courts are set in private dwelling rather than state owned) and the lack of equipment and poor functioning of the courts

¹⁰ The law provides all persons who do not have the means to free legal representation through “abogados officiosos”; however this guarantee is rarely upheld in practice due to lack of funds, and because only the Head of the Supreme Court can authorize and release the payment .

Combating and Preventing Drug Trafficking to and from Guinea-Bissau: Promoting the Rule of Law and the Effective Administration of Justice 2007-2010 (UNODC, November 2007), pp. 2-4; *Briefing Note: The Rule of Law in Guinea-Bissau* (UNDP Support to Guinea-Bissau on Rule of Law) p.1.

¹¹ The European Commission PAOSD Justice programme , aimed at the overall revision of legal frameworks and the creation of a database, envisages the making of a new State law on legal aid provision.

¹² *Draft Strategic Framework for Peace-building in Guinea-Bissau* (31 July 2008 Doc.PBC/3/GNB/L.1) [36].

¹³ Persons who cannot trace origins back to a determinate area.

¹⁴ *Briefing Note: The Rule of Law in Guinea-Bissau* (UNDP Support to Guinea-Bissau on Rule of Law) p.1; *Programme Document: Building National Capacities for Dialogue and Collaborative Decision-making in Guinea-Bissau* (UNDP, September 2008) p.4.

¹⁵ Although in the Regions even Judges applies a mix between State Law and traditional law at trial.

¹⁶ *Programme Document: Building National Capacities for Dialogue and Collaborative Decision-making in Guinea-Bissau* pp. 5-6.

¹⁷ *Background Paper on the Rule of Law in Guinea-Bissau* (Peace -building Commission Country-Specific Configuration on Guinea-Bissau (18 June 2008) p.1; *Assessment of Guinea-Bissau’s Criminal Justice System Response to the Smuggling of Migrants* (UNODC-EUROPOL) p.13.

- § The average level of skills, education and knowledge of officers is poor and exacerbated by low literacy which limits investigatory cooperation and the sharing of evidence.¹⁸ The Police Academy was destroyed in the 1998 violence and has not reopened. As such, there is no formal system to provide training both to general police and to specialised law enforcement bodies.¹⁹ Training assistance has been provided by donors including Spain, Portugal and Brazil. However such bilateral cooperation programs have been mainly on *ad hoc* basis, poorly coordinated and focused on a small number of agents rather than increasing overall force skills levels more generally.²⁰
- § Law enforcement is hindered by a lack of analytical capacity and equipment including office supplies, computers, handcuffs, light weapons and vehicles.²¹ Poor working conditions, coupled with low and irregular salary payments, are thought to explain the high incidence of corruption within law enforcement bodies.
- § A lack of cooperation and coordination both within the law enforcement bodies and between law enforcement, and other arms of the justice sector including courts and the Office of the Public Prosecutor.²²
- § Women are underrepresented in the security forces, especially at the decision making level and their specific needs are not met in the institutions regulatory frameworks. Existing mechanisms for dealing with the protection of victims of sexual and gender based violence are not sufficiently staffed and resourced.

(iii) Correctional Facility Management

There are no functioning prisons in Guinea -Bissau. This limits the state's capacity to execute sentences and judges regularly refrain ing from passing custodial sentences. In the absence of correction facilities, sentenced and arrested suspects are kept in detention centres of the Public Order Police or Judiciary Police which do not comply with international standards including the *UN Standard Minimum Rules for the Treatment of Prisoners* (1977), Basic Principles for Treatment of the Prisoners, (14 December 1990), Body of Principles for the Protection of All Persons under Any Form of Detention or Imprisonment (9 December 1998). Specific areas of concern include that facilities do not allow for the segregation of men, women and children, or between sentenced and accused persons; personnel administering detention facilities have no training and are irregularly paid; there is no reliable prison register heightening the risk of escapes and the vulnerability of detainees to abuse; and detainees are held in overcrowded facilities which do not meet international standards. In many cases, authorities resort to family, community and Catholic Church support to ensure that detainees receive food and overcrowding means that convicted persons are regularly released to make room for more violent criminals.²³

(iv) Security Force Management

¹⁸ *ibid* p.13; *Briefing Note: The Rule of Law in Guinea-Bissau* (UNDP Support to Guinea-Bissau on Rule of Law) p.1; *Combating and Preventing Drug Trafficking to and from Guinea-Bissau: Promoting the Rule of Law and the Effective Administration of Justice 2007 -2010* (UNODC, November 2007), p.4.

¹⁹ *Background Paper on the Rule of Law in Guinea-Bissau* (Peace-building Commission Country-Specific Configuration on Guinea-Bissau (18 June 2008) p.1; *Assessment of Guinea-Bissau's Criminal Justice System Response to the Smuggling of Migrants* (UNODC-EUROPOL) p.13

²⁰ *ibid*. Note that longer-term in-country training is provided by Spain and Portugal and there are also programs run by UNOGBIS: *Report of the Secretary-General on Developments in Guinea-Bissau and on the Activities of the United Nations Peace-building Support Office in that Country* (17 June 2008 Doc.S/2008/395) [26].

²¹ *Assessment of Guinea-Bissau's Criminal Justice System Response to the Smuggling of Migrants* (UNODC-EUROPOL) p. 13.

²² *id*; see also *Background Paper on the Rule of Law in Guinea-Bissau* (Peace-building Commission Country-Specific Configuration on Guinea-Bissau (18 June 2008) p.4.

²³ *Combating and Preventing Drug Trafficking to and from Guinea-Bissau: Promoting the Rule of Law and the Effective Administration of Justice 2007-2010* (UNODC, November 2007), pp.2-4; *Briefing Note: The Rule of Law in Guinea-Bissau* (UNDP Support to Guinea-Bissau on Rule of Law).

The security sector is marred by a variety of factors including the absence of a modern legal framework that delineates roles and responsibilities of the various defense and public security forces, institutionalized interference by the military in internal security and law enforcement, and recurrent tension between the military and police. Each of these issues represents a potential source of political instability. Specific impediments to reform include generational conflict due to varied composition of veterans, freedom fighters and regular recruits, militia and other paramilitary elements (largely a legacy of the war of independence). Second, the absence of a pension plan and inadequate and disorganized turnover means that the sector is oversized and top heavy with salaries absorbing 25% of the national budget. Third, the force lacks the capacity to uphold law and order — a consequence of weak training, resistance to innovation and reform, and poor living and working conditions.²⁴

(v) Organized Crime

Recent years have seen a marked increase in organized crime in Guinea-Bissau, particularly drug trafficking but also trafficking in small arms, contraband of goods and trafficking in persons. The country's porous borders and weak law enforcement capacity mean that such forms of crime may increase and/or diversify. The government, recognizing that organized crime represents a threat to Guinea-Bissau's peace, stability, and economic and social development, adopted an Emergency Plan to Combat Drug Trafficking and Organized Crime in 2007.²⁵

4. Strategies including Lessons Learned and the Proposed Joint Programme

(i) Background:

The UNDAF for Guinea-Bissau aims to strengthen governance, modernize public administration, ensure macroeconomic stability, contribute to economic growth and poverty reduction and improving the social conditions of the populations. Given the widely recognized links between the rule of law and the concomitant goals of sustained growth, sustainable development and the eradication of poverty and hunger,²⁶ it is clear that strengthening Guinea-Bissau's justice and security sectors is a precursor to realizing this goal. In acknowledgment of this, in 2006 the Guinea-Bissau government developed a comprehensive strategy for security sector reform.²⁷ This strategy was developed in coordination with key strategy documents, including the National Poverty Reduction Strategy (which lists JSSR as the first of the government's priorities) the UNDAF and the Common Country Assessment. In November 2006 the Security and Defence Sector Reform Program was launched,²⁸ supported by a number of international and bilateral donors including the European Union, ECOWAS, Spain, Portugal, France,

²⁴ Briefing Note: The Rule of Law in Guinea-Bissau (UNDP Support to Guinea-Bissau on Rule of Law) pp.1-2; Report of the Secretary-General on Developments in Guinea-Bissau and on the Activities of the United Nations Peace-building Support Office in that Country (17 June 2008 Doc.S/2008/395) [24]; Background Paper on the Rule of Law in Guinea-Bissau (Peace-building Commission Country-Specific Configuration on Guinea-Bissau (18 June 2008) pp.4-5, Programme Document: Building National Capacities for Dialogue and Collaborative Decision-making in Guinea-Bissau (UNDP, September 2008) p.3

²⁵ Draft Strategic Framework for Peacebuilding in Guinea-Bissau (31 July 2008 Doc.PBC/3/GNB/L.1) [41]; Background Paper on the Rule of Law in Guinea-Bissau (Peace-building Commission Country-Specific Configuration on Guinea-Bissau (18 June 2008) p.2; Combating and Preventing Drug Trafficking to and from Guinea-Bissau: Promoting the Rule of Law and the Effective Administration of Justice 2007-2010 (UNODC, November 2007), p.3.

²⁶ Report of the Secretary-General 'Uniting Our Strengths: Enhancing United Nations Support for the Rule of Law' (14 December 2006) UN A/61/636-S/2006/980 [5].

²⁷ Ibid The three key documents are the Security Sector Reform Strategy (October 2006), 2007-2009 Three Year Investment Plan for Security Sector Reform (October 2006) and the Security Sector Reform Plan of Action for the Restructuring and Modernization of the Security and Defense Sector (September 2007) See also Strategic Framework for Peacebuilding in Guinea Bissau, (31 July 2008 Doc. PBC/3/GNB/L.1)

²⁸ Briefing Note: The Rule of Law in Guinea-Bissau (UNDP Support to Guinea-Bissau on Rule of Law) p.2, 5.

Brazil, Angola, UK and China.²⁹ The government's main international partners are the European Commission (operating on justice and security sector-related projects) and the European Union (which established a European Security & Defence Policy (ESDP) mission in April 2008). Guinea-Bissau is also receiving support from the Peace-building Commission. In April 2008, a Peace-Building Fund of US\$6,000,000 was allocated for short-term catalytic peace-building activities including improvements to the governance and justice as well as the defence/ Disarmament, Demobilisation and Reintegration sectors.³⁰ Longer-term support is detailed in the Strategic Framework for Peace-building in Guinea-Bissau and priorities include security sector reform including strengthening of the justice sector, consolidation of the rule of law and fighting against drug trafficking.³¹

Although a positive step forward, the justice component of the Government's Justice and Security Sector Reform strategy is deemed weak vis-à-vis other sectors, principally the military and the police. It is also weighted heavily towards institutional and legislative reform to the exclusion of day-to-day service provision,³² and fails to integrate gender issues into objectives and programming. The proposed UN joint programme responds to these concerns by adopting a dialogue-based, gender-oriented and culturally and conflict-sensitive approach to justice sector development. It will also facilitate the implementation of a more comprehensive peace-building strategy, and by aligning programs with the work of the government and other international stakeholders, will ensure that synergies are maximized and duplication eliminated. In this way, the program is fully consistent with the Declaration of the Millennium Development Goals. As discussed above, two thirds of the population of Guinea-Bissau lives below the poverty line. Reversing this alarming trend requires strong and efficient governance, as well as the elimination of corruption, impunity and organized crime. Such reform is dependent upon improvements to the administration of justice, consolidation of the rule of law and heightened access to justice. Finally, the strategy outlined in the current proposal will contribute to Millennium Development Goal 3: promoting gender equality and women's empowerment — an issue which is not explicitly addressed in the Government's JSSR program. Women in Guinea-Bissau suffer from disproportionate income inequality, discrimination within the formal and customary justice systems, sexual and gender-based violence and limited access to justice. The mainstreaming of gender perspectives into JSSR through consultation and dialogue will contribute to local ownership by enhancing the legitimacy and sustainability of reform. It will increase overall effectiveness by better responding to the felt needs of Guinea-Bissau's majority female population and by capitalizing on the important contributions women can make to peace-building through their unique skills, perspectives and life experiences and in line with UN SCR 1325 on Women, Peace and Security³³, as well as the BCPR³⁴ Eight Points Agenda on Women and Girl in Crisis .

(ii) Lessons Learned:

²⁹ The European Union is the largest donor to SSR and is planning to provide Guinea Bissau with Euro34.7 million in material and technical assistance for security sector reform and DDR, with a further Euro6.6 million going to support of the justice sector. In addition, the European Commission is the main contributor to the UNODC program. Spain has made a commitment of 15 million Euros for the next three years.

³⁰ Draft Strategic Framework for Peacebuilding in Guinea-Bissau (31 July 2008 Doc.PBC/3/GNB/L.1) [12]; specific projects include the rehabilitation of military barracks and the Bissau prison.

³¹ *Idem*

³² Legislative reform (particularly of laws retained from the colonial period) and drafting (particularly of organic laws for key justice sector institutions) has been prioritized under the government reform strategy. Institutions which lack organic law include the Offices of the Courts, Judicial Civil Servants, Office of the Public Prosecutor, Public Order Police and Frontier Guard; *Restructuring and Modernization of the Defense and Security Sector Strategy Document*, Republic of Guinea-Bissau Inter-ministerial Committee for the Restructuring and Modernization of the Security Sector (October 2006) pp.10, 13-16, 21-22; Draft Strategic Framework for Peace-building in Guinea-Bissau (31 July 2008 Doc.PBC/3/GNB/L.1) [38]; interview with Dr. M. Pires Director General of Legislative Policies of the Ministry of Justice (24 October 2008).

³³ The UN SCR 1325 of 31 October 2000 recalling previous resolutions as well as the Beijing Declaration Platform for Action (A/52/231) as well as the 23rd Special Session of the UN GA "women 2000: Gender Equality, Development and Peace for 21st Century" (A/-23/10/Rev.1).

³⁴ BCPR Bureau of Crisis Prevention and Recovery.

1. The development of comprehensive and coherent conflict prevention and peace-building activities will be preceded by thorough needs assessments jointly conducted by key stakeholders with full and meaningful participation of national stakeholders, including women's organizations. Where such assessments have already been conducted by national entities or international partners to the reform process, development activities will draw upon such information.
2. Conflict prevention and peace-building activities must be based upon the principle of national *ownership* (particularly by women stakeholders) with the objective of responding to local needs and aspirations, as opposed to externally-driven mandates or priorities. The primary lesson learned in this regard is that only nationals have the intimate knowledge of the domestic legal framework, customs, and social realities necessary to ensure that reforms will be workable, sustainable and accepted by the population. Experience also demonstrates that approaches based on the principles of inclusion, participation and transparency are more likely to be perceived as legitimate and facilitate a sense of national *ownership*. In Guinea-Bissau, national *ownership* will be promoted, *inter alia*, by building upon the National Strategy for the Restructuring and Modernization of the Security Sector and existing national coordination mechanisms, such as the Permanent Secretariat to the Steering Committee of the National Security Sector Reform (SSC)³⁵. It is also important to highlight the need for cooperation and complementarities between donors, particularly the EU and EC justice and security sector reform activities, with a view to maximizing synergies and avoiding duplication.
3. Conflict prevention and peace-building activities should be context-specific, taking into account that justice needs will vary between societies and be influenced by a diverse range of factors including legal cultures, political history, socio-economics and religion. In Guinea-Bissau, it is particularly important to factor in capacity constraints, both with respect to government institutions and civil society, political and social context and the needs of vulnerable groups, particularly women. All activities must be developed in furtherance of and with a view to contributing to the National Strategy for the Restructuring and Modernization of the Security Sector, and responding to key gaps. Such gaps include the provision of services to the population (particularly services to women which address gender-specific forms of discrimination and violence) and the need to focus on the needs of population groups inhabiting regional areas.
4. Recognizing the mutually dependant and reinforcing nature of the different elements of the justice chain, conflict prevention and peace-building activities must contribute to complementary development and a balanced strengthening of the component elements of the justice sector including government institutions, courts, customary legal mechanism, civil society and women's organizations, and legislative and oversight bodies. Activity development must also recognize that justice and security sector development forms as part of the wider peace-building process, that is integrally related to and must be undertaken in tandem with security, economic, civil society and governance reform.

³⁵ Please note that in this re-submitted version of the joint programme references to the Technical Coordination Committee have been replaced by reference to the Permanent Secretariat to the Steering Committee of the National Security Sector Reform (SSC). The reason for this is a decision by the new government issued from the national legislative election in November 2008, to replace the former Technical Coordination Committee as main coordination organ at a technical working level by the this new Permanent Secretariat to the Steering Committee.

5. In context such as Guinea-Bissau, where institutional capacity is underdeveloped and the country has a legacy of frequent changes in government, it is important that programmes be results-orientated and contribute directly to reform that is sustainable. In this regard, it is particularly important that manageable and realistic goals shall be established. There is growing policy support for such approaches, the Report of the Secretary -General on Strengthening and Coordinating United National Rule of Law Activities (2008) noting that past programming had been too ambitious and with unrealistic timeframes.³⁶
6. In Guinea-Bissau, women face particular challenges accessing justice. Within the justice system, women face discrimination, detention facilities do not provide separate holding areas for women, and cultural taboos discourage certain crimes such as domestic violence, rape and female genital mutilation from being resolved through formal or customary legal framework. A draft law against female genital mutilation has been delivered to the Parliament, but its discussion has been postponed several times.

(iii) The Proposed Joint Programme:

The overarching goal of the joint programme is to strengthen the national JSSR process, including by introducing conflict and gender-sensitive approaches, thereby contributing to the development of a justice and security sector which operates according to the rule of law, and reducing the risk that the country will relapse into conflict and provides fair and effective justice and security services to the people. In this regard, the programme was designed to complement and reinforce the work being undertaken in furtherance of the National Strategy for the Restructuring and Modernization of the Security Sector and to respond to critical gaps in this process. These gaps include the need for gender issues to be mainstreamed into the reform process, targeted institutional capacity -building, a strengthening of civil society's capacity to contribute to justice and an increase in the level and quality of justice services available to the population. The diverse nature of these programming needs made the inputs and cooperation of several specialist agencies indispensable. These agencies were identified as UNDP (rule of law, judicial reform and security sector reform), UNFPA (SGBV and reinforcement of women's civil society organizations), UNIFEM (gender mainstreaming) and UNODC (security sector reform and organized crime).

Each agency has capacities and added value that are highly complementary. For example, UNDP has very comprehensive programs in the areas of Rule of Law, Security and Justice Sector Reform and Conflict Management. To implement these programs, UNDP has a Rule of Law Programme Manager and a Peace and Development Advisor. While each is responsible for the implementation of two different programs, they collaborate on those issues where their programs can bring added value to the overall UNDP programming. Specifically, they will collaborate on assistance to the parliament and the strengthening of dialogue and decision-making capabilities of Parliamentarians and key institutions of the security and justice sector. Collaboration is also envisioned with regard to the institutionalisation of appropriate mechanism for addressing land-related disputes.

It is expected that the relationships with UNFPA and UNIFEM will function with similar nature. Both UNFPA and UNIFEM have substantive knowledge when it comes to gender issues. UNIFEM will provide technical expertise to ensure that the rights of women are protected and that the program implementers have the kinds of technical knowledge that are tailored to the tasks. UNIFEM will bring technical assistance for the draft of gender regulatory measures and for the training of various national

³⁶ UNdoc A/63/226 [16].

actors in women's legal rights. UNIFEM will support the work of two national consultants who will be able to provide consistent accompaniment to local groups involved in implementing GBV advocacy strategies. Conversely, UNFPA capacities are more hands on, this entity will strengthen the capacity of women civil society organizations with input from UNIFEM and facilitate the formulation of a GBV strategy. UNFPA will also ensure that local efforts in this respect are integrated into regional and sub-regional approaches as well as benefit from the lessons learned from other sub-regional experiences.

Like UNDP's Rule of Law program, UNODC is also working in the rule of law, security and justice sector reform focusing more in the field of strengthening the government's capacity to respond to drug trafficking and organised crime and the correctional system. In order to deliver effective training, UNODC seeks to benefit from the training assessments that will be conducted in conjunction with this program. UNDP and UNODC are working closely to capitalize on the synergies between their programs, in the same manner that the Rule of Law program is working closely wherever is necessary with the Peace and Development Advisor. The participation of UNFPA and UNIFEM ensures that both UNDP and UNODC activities are gender-sensitive without having to expend the resources to develop in-house capabilities and create unnecessary duplication. The Peace and Development advisor serves the similar purpose – providing technical assistance on matters related to process design and capacity building in decision-making across agency lines.

As such, the joint programme approach was considered the most effective implementation methodology. The joint approach will also allow for the necessary support of implementing partners, principally relevant line ministries, the National Assembly, civil society organizations and women's organizations in Guinea-Bissau. Although the capacity of these partners is currently underdeveloped, it is critical that national ownership over the reform process is promoted. The Joint Programme not only facilitates this but will also make positive contributions to capacity-building. It should be highlighted that the Joint Programme draws upon key lessons learned from the UN experience in rule of law programming; in particular that the different elements of the judicial process are mutually dependant and reinforcing. As such, justice and security sector development should take place in an integrated manner whereby each link in the justice chain is strengthened concurrently. In Guinea-Bissau, a particularly pressing concern is that reform of justice and security sectors takes place in concert with a strengthening of the population's capacity to access and the justice sector's capacity to deliver fair, timely and affordable judicial services. Similarly, reform needs to be accompanied by a complementary strengthening of the capacity of key oversight bodies to monitor the process. The Joint Programme is designed to be implemented over a three-year period. The three years are divided into three phases: Phase I (Inception phase), Phase II, during which the bulk of the project will be implemented and Phase III, during which the focus will be on ensuring sustainability and replication of the programme. A launching workshop will be organized at the beginning of the implementation of the joint programme during which a detailed work plan for each implementing UN agency will be elaborated in collaboration with the national and international stakeholders.

As the Office of the Representative of the Secretary General of the United Nations, UNOGBIS, has a mandate from the Security Council to support the consolidation of peace in Guinea-Bissau, enhance cooperation with international partners to ensure the implementation of the security sector reform, contribute to mobilizing international support for the eradication of drug trafficking, promote respect for the rule of law and human rights and mainstream a gender perspective into peacebuilding. The program manager will work in close coordination with UNOGBIS staff for the effective implementation of the program. UNOGBIS has the convening power and the influence to ensure that political hurdles can be transcended. UNOGBIS has supported the development of this programme particularly in the framework of its gender mandate in monitoring SCR 1325 and SCR 1840.

In addition to interagency partnerships, the program envisions partnerships with local non-governmental organizations to help with the implementation of various initiatives. Most NGO organizations in Guinea Bissau are weak and fractionalized. Therefore, the goal of these partnerships is not merely the conclusion of implementation agreements but also to foster national capacities and to contribute to national appropriation. Consequently, it is envisioned that local partners be instrumentally involved in the implementation of consultative process, the eliciting of public input into legislative reforms and regulatory change, the implementation of participatory assessments, the provision of training and the contextualization and delivery of awareness campaigns. It is an essential element of this program to facilitate the involvement of civil society in the security sector reform, because that inclusion is imperative to the success of the reform. The selection of local counterparts to help implement specific initiatives will be based on a competitive bidding process.

Outcome 1: Judicial and security sector governance improved and citizen's rights better protected through legislative and normative reform.

A key challenge to the successful reform of Guinea-Bissau's justice and security sector is the absence of a sound legal framework including organic and procedural laws for key ministries. A further obstacle is that judicial actors, law enforcement officers and the staff of key ministries lack the capacity, resources and knowledge to implement the reform process in an effective and efficient manner especially on the gender aspects of legal framework. The activities listed below respond to these gaps by supporting legislative reform processes and citizen participation in law-making, and by strengthening the capacity of key institutions through targeted training and technical support. The activities also support the development of effective oversight mechanisms to monitor the security sector. Such checks and balances are critical to any democratic system of government, but are particularly necessary in an environment such as Guinea-Bissau where there is a history of frequent *coups d'état* and institutionalized interference in internal security and law enforcement.

JP Output 1.1 The revision and development of new legislation and regulatory measures in support of justice and security sector reform.

Specific activities will include:

- Undertake consultations with key stakeholders (Ministries of Defence, Justice, Solidarity and Interior, law enforcement agencies, political parties, civil society organizations and women's organizations) to gather input for the development of organic and procedural laws and internal policies on gender issues of relevant justice and security sector institutions.
- Assist the National Assembly conduct an open public debate to discuss progress on the national security sector reform agenda and make required adjustments.
- Support the establishment of new legislation/regulatory measures relating to organic and procedural laws and internal gender policies (including quotas for women representation in senior and managerial position) for security and justice sector institutions or relevant ministries.

JP Output 1.2: Parliamentary oversight of justice and security sector reform strengthened.

Specific activities will include:

- Support the Parliamentary Commission on Security and Justice Issues, conduct an assessment of issues relevant to their oversight role, including their gender aspects, through consultations

with key stakeholders (law enforcement agencies, Ministries of Justice, Interior and Defense, Institute of Women and Children, women's organizations and civil society); public hearings on security sector oversight and studies into specific security issues, with a view to developing a strategy and modalities on security sector oversight

- Conduct assessment of training needs of parliamentarians. Provide training to parliamentarians on the functioning of the security sector, how to exercise effective parliamentary control over the security sector and gender-sensitive budgeting

JP Output 1.3: Increased capacity of relevant ministries to implement the National Strategy for the Restructuring and Modernization of the Security Sector.

Specific activities will include:

- Provide technical support to the Government through the Permanent Secretariat to the Steering Committee of the National Security Sector Reform and the Ministries of Justice, Interior and Defense in the implementation of the National Strategy for the Restructuring and Modernization of the Security Sector (SSC). Note that the specific nature of technical support is to be determined by reference to the findings of a UNDP-led needs assessment to be conducted by September 2009 under the UNDP Rule of Law Programme.
- Conduct assessment of skills gaps and training needs within law enforcement agencies and Ministries of Justice, Interior and Defense through consultations with senior staff and staff representatives, a review of past training conducted and cross-checked with training initiatives being implemented by other SSR donors.
- Provide training to law enforcement agencies and Ministries of Justice, Interior and Defense on topics which may include but are not limited to administration reform, strategic planning, human resources management, crime management, prosecution, GBV issues, conflict resolution, human rights and regional as well as international laws.
- Support the Ministry of the Interior develop and implement a strategy regarding the management of public security, crime and violence including , gender based crimes and sexual and gender-based violence (taking specific account of gender issues) and a public awareness campaign on the strategy covering Bissau and 4 regions.
- Provide training to Ministries of Interior and Justice on planning and management .
- Support the SSC conduct public awareness-raising activities, with a specific focus on gender issues, regarding the National Strategy for the Restructuring and Modernization of the Security Sector covering beneficiaries in Bissau and 4 regions. Campaign should include information material (pamphlets, posters and frequently asked questions); radio broadcasts (including interviews with experts; print media; mobile theatre; and information dissemination workshops involving representatives from civil society and women's organizations, political parties, media organizations and security personnel.
- Support the Ministries of Interior, Justice, Defense, Health and Solidarity jointly develop a national strategy on the elimination of SGBV and other forms of violence against women in consultation with relevant civil society and women's organizations.

Outcome 2: Access to justice services for the poor improved, with special focus on women

Successful justice sector reform requires specific measures aimed at bolstering both the population's confidence in and utilization of formal justice sector institutions. At present, courts in both Bissau and the regions function sporadically and inefficiently and the population, particularly in rural areas, has limited access to the formal justice system, including to legal representation and legal aid services.

Women, who are vulnerable to sexual and gender-based violence, face particular difficulty accessing justice. The result is that the majority of disputes are resolved through customary mechanisms involving decision-making which can be unfair, exclusionary and discriminatory, especially in matters such as land, inheritance and family-related issues. The activities envisaged under outcome 2 of the joint program are designed to respond to these deficiencies. Through heightened awareness of legal rights and the availability of legal counseling and representation, the programme will increase the population's ability to access justice. At the same time, by providing training to justice sector actors in key legal issues of relevance to the population (including land and SGBV) the program will enhance the quality of services provided. This joint focus on both the demand and supply ends of judicial service delivery is crucial in the development of a rule of law culture, and in turn the sustainability of the broader justice and security sector reform process.

JP Output 2.1: Enhanced access to justice services, particularly for vulnerable populations including women.

Specific activities will include:

- Conduct participatory assessment of existing legislation, customary justice mechanisms, court and law enforcement practices and capabilities with respect to the legal needs and availability of legal services for vulnerable populations, particularly women through consultations with representatives of relevant ministries, law enforcement, judges, lawyers, civil society and women's organizations and communities in Bissau and four regions.
- Strengthen 5 women's and civil society organizations in Bissau and regional areas in their capacity to provide legal counseling and conflict resolution services to vulnerable populations particularly the poor and women through technical and financial support, provision of equipment (office, supplies, telecommunications equipment, legal resources etc) and training on SGBV, women's legal rights, family law, land, criminal matters.
- Provide training to civil society and women's organizations, journalist/reporters, legal authorities (judges, lawyers and police officers), customary leaders and paralegals on topics including SGBV, women's legal rights including the CEDAW, family law, land, criminal matters, conflict resolution, mediation, negotiation and human rights.
- Establishment of legal aid offices in 4 district pilot courts³⁷ chosen in view to represent an equitable geographic repartition, and located in public owned dwellings, and a legal Clinic at the Faculty of Law of Bissau to provide legal counseling and representation to poor and other vulnerable groups (especially women) on issues including SGBV, women's legal rights, family law, land, criminal matters.
- Support a community legal awareness campaign covering beneficiaries in Bissau and 4 regions focusing on citizens rights and how to access legal aid services through information material (including pamphlets, posters and frequently asked questions), radio broadcasts (including interviews with experts and print media).

(iv) *Ex ante Assessment and Cross-Cutting Issues*

- *Human rights:* Guinea-Bissau's long-term political instability, frequent changes in government and protracted armed conflicts have meant that human rights have been inadequately protected

³⁷ UNDP in its ROLS programme of "Support to the Rule of Law through the reform of the Justice and security sector" would rehabilitate 4 regional Pilot Courts. The choice of these courts would be targeting a balanced geographical representation (north, south, east and west) as indicated by the Ministry of Justice. Reference is also made to the European Commission PAOSD Regional Courts assessment of 2008. Amongst the criteria those pilot courts should be located in public owned dwelling and not in private ones (as it is most of the case in Guinea-Bissau); therefore the Ministry of Justice has already identified some public buildings that can be rehabilitated for this purpose.

by the government. Institutionalized interference by the military in internal security and law enforcement, recurrent tension between security forces and the absence of correctional facilities constitute particular and immediate risks to human rights. There is also widespread lack of confidence in the capacity of justice and security institutions to uphold human rights with the consequence that engagement with law enforcement and formal justice institutions is avoided. The joint programme seeks to increase the knowledge and capacity of the key duty bearers including law enforcement agencies, judges, lawyers, government ministries and customary law actors to promote, protect and uphold human rights. Particular institutional deficiencies the programme seeks to address include the poor representation of women in judicial and defence sectors, inadequate access to justice, particularly in rural areas and the difficulty of resolving legal disputes, particularly cases involving sexual and gender-based violence in accordance with the rule of law and principles of equality. The programme also seeks to promote cross-the-board knowledge augmentation in this area by adopting a rights-based approach and by mainstreaming human rights issues throughout training initiatives.

- Gender equality:* The vulnerability of women in Guinea-Bissau is extremely high with illiteracy rates of 76.2% (compared to 47% for men), high rates of maternal mortality and harmful traditional practices such as forced marriage and female genital mutilation and cutting.³⁸ Women in Guinea-Bissau also suffer from disproportionate income inequality, discrimination within the formal and customary justice systems, sexual and gender-based violence and poor access to justice. Despite such vulnerability, promoting gender equality and empowerment of women is not explicitly addressed in the Government's JSSR strategy. The joint programme aims to incorporate gender perspectives into the JSSR process through consultation, dialogue and specific programmatic initiatives. Such gender mainstreaming will contribute to local ownership by enhancing the legitimacy and sustainability of reform. It will also increase the overall effectiveness of the JSSR process by better responding to the felt needs of Guinea-Bissau's majority female population and capitalizing on the important contributions women make to peace-building through their unique skills, perspectives and life experiences. Key goals of the joint programme in this regard include facilitating equitable gender representation in the male dominated sectors of justice and security, promoting gender equality in dispute resolution processes (both formal and customary); and increasing the representation of women within public security forces as a means of combating sexual abuse and other forms of violence against women.
- Capacity-building:* Formal justice institutions in Guinea-Bissau lack the capacity to administer justice in accordance with the rule of law and key principles such as due process and non-discrimination. Key factors include lack of coordination (both intra-governmental and with external stakeholders, particularly civil society and women's organizations), poor education and training of justice sector actors (many officers within the law enforcement and defence sectors have received no professional training and there is no police academy or judicial training institute) and inadequate material and financial resources to provide justice services to the population (low and irregular payment of civil servant salaries; lack of equipment, office supplies and telecommunications; and lack of legal resources including legal texts, legislation and precedents). The joint programme seeks to reinforce institutional capacity through the provision of technical assistance to key ministries, undertaking legal awareness-raising campaigns and by providing financial and resource assistance to civil society and women's

³⁸ However it should be noted that women occupy positions of power within the government including Minister of Justice, President of the Supreme Court of Justice and Director of the Judicial Police.

organizations. The programme also seeks to reinforce human resource capacity through training of civil society and women's organizations, local legal actors, staff of key ministries, customary legal authorities, paralegals, law enforcement actors in topics including gender, sexual and gender-based violence, women's legal rights, human rights, family law, land law and criminal matters.

(v) *Sustainability of Results*

As the joint programme aims to contribute to the building of national capacities, sustainability is a key factor. The project team has developed various strategies in this regard.

- *Promoting partner ownership:* The project team will work closely with local implementing partners in all aspects of the project development and management process. Such partners will be encouraged to steer the direction of activities and develop strategies for sustaining its operations over the long-term. In this regard, the JSSR Coordinator and Senior Implementing Officers will assist partners develop relationships with donors with a view to securing longer-term funding, and provide training in project development.
- *Building National Capacity:* The joint programme seeks to increase capacity within justice sector institutions, government ministries, civil society organizations and customary legal mechanism through technical assistance and training. Interventions will be preceded by needs assessments aimed at identifying knowledge gaps, the needs of vulnerable groups and the factors inhibiting the delivery of higher quality justice services. Training and technical assistance will then be tapered accordingly to ensure that skills acquired can be translated into practice, hence maximizing impact.
- *Creating sustainable institutions:* The joint programme seeks to strengthen existing and create new locally staffed institutions which will deliver justice services to the population's most vulnerable groups. The project team will ensure that strategies for capacity building and technical assistance only introduce systems, managerial processes and information management systems that are affordable and sustainable over the long-term, after the withdrawal of international assistance. The project team will also ensure local staffing structures and provide management training, increasing the capacity of such institutions to operate indefinitely.

5. Results Framework

The overarching goal of the proposed MDG-F Joint Programme is to strengthen the national JSSR process, including by introducing conflict and gender-sensitive approaches, thereby contributing to the development of a justice and security sector which operates according to the rule of law, and reducing the risk that the country will relapse into conflict. It will contribute to Millennium Development Goals 8 (the development of global partnership for development), and 3 (promoting gender equality and women's empowerment).

The main outcomes of the Joint Program will be to (1) improve judicial and security sector democratic governance and better protect citizen's rights through legislative and normative reform and (2) improve access to justice services for the poor, with a special focus on women.

Under outcome 1, a series of activities will be undertaken aimed at supporting legislative reform processes and citizen participation in law-making, strengthening the capacity of key institutions through targeted training and technical support and support the development of effective oversight mechanisms to monitor the security sector. Under outcome 2, activities are aimed at increasing the

population's access to judicial services through enhanced population awareness of legal rights and the availability of legal counselling and representation, and increasing the quality of such services. The outcomes will be achieved through mutually reinforcing and interlinked activities. Although these activities will have a lead UN agency, each relies upon local support for programmatic implementation – a feature of the programme deemed crucial for local ownership and sustainability of results. The lead agencies will provide sufficient support and capacity -building to national actors to ensure effective implementation and achievement of targets in a timely manner. With regard to the outcomes, the following outputs will be achieved:

- 1.1 The review and development - within the drafting process exercise – of new legislation and regulatory measures in support of justice and security sector reform , taking into account the gender perspective and in line with International Law standards protecting women and against gender discrimination such as CEDAW³⁹ and its Optional Protocol, as well as the Declaration of the Elimination of violence against Women.
- 1.2 Parliamentary oversight of justice and security sector reform strengthened .
- 1.3 Increased capacity of relevant ministries to implement the National Strategy for the Restructuring and Modernization of the Security Sector.
- 2.1 Enhanced access to justice services, particularly for vulnerable populations including women.

³⁹ CEDAW (Convention Against the Elimination of All Forms of Discrimination against Women); Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against women (CEDAW -Op); Declaration of Violence against Women (GA 20 December 1993).

UNDAF Outcome: Strengthen governance, modernize public administrations and guarantee macroeconomic stability									
Joint Programme Outcome 1: Judicial and security sector democratic governance improved and citizen's rights better protected through legislative and normative reform.									
Indicator (a) # of laws/regulatory measures drafted in line with women's rights and internal gender policies finalized									
(b) Laws would reflect international standards particularly relating to gender, transparency and accountability.									
(c) Level of public participation and open discussion on justice and security matters									
(d) # of women's organizations included in consultation									
(e) Input from dialogue processes, particularly on gender issues, impacts finalized legislation									
(f) Parliament exercises its oversight function without interference.									
(g) Demonstrated increase in knowledge by parliamentarians trained and gender quota achieved.									
(h) Progress in implementation of the JSSR strategy as per time schedule									
(i) Representation of women at senior and management levels in law enforcement, defence and judicial sectors increases by 15%									
(j) Broader public awareness regarding the national SSR strategy.									
(k) National SGBV strategy finalized									
JP Outputs	Participating UN Organization specific outputs (SMART outputs)	Participating UN Organization	Participating UN organization corporate priority	Implementing partner	Indicative Activities for Each Output	Resource allocation and indicative time frame			
						Y1	Y2	Y3	Total

<p>1. The revision and development of new legislation and regulatory measures in support of justice and security sector reform inline with CEDAW and other women' right International Law and regional law framework.</p> <p><u>Indicators:</u> § 3 laws/regulatory measures reviewed and 4 internal gender policies finalized. Baseline data: number and adequacy of pre-programme laws relating to organic and procedural law and internal gender policies of relevant ministries.</p>	<p>1. By June 2010, consensus on a legal framework and internal policies for the security sector obtained through 3 national and regional consultations and information/findings disseminated through 3 conferences (Bissau) and a findings report distributed to stakeholders (500 copies)</p>	<p>UNDP</p>	<p>Increased capacity of the justice system for the respect of human rights & enhanced access to justice services, particularly for vulnerable populations including women Support to justice and security sector reform</p>	<p>SSC, NGOs, National Assembly</p>	<p>1. Undertake consultations with key stakeholders (Ministries of Defence, Justice, Solidarity and Interior, law enforcement agencies, political parties, civil society organizations and women's organizations) to gather input for the development of organic and procedural laws and internal policies on gender issues of relevant justice and security sector institutions.</p>	<p>103 000</p>	<p>43537,5</p>	<p>43538,5</p>	<p>190 076</p>
<p>organic and procedural law and internal gender policies of relevant ministries. § State Laws reflect international standards particularly relating to gender, transparency and accountability. Baseline data: few intl. Conventions ratified by the</p>	<p>o 2. By June 2012 the National Assembly holds 3 annual open debates according to established protocols to review progress on national security sector reform.</p>	<p>UNDP</p>	<p>Increased capacity of the justice system for the respect of human rights & enhanced access to justice services, particularly for vulnerable populations including women Support to justice and security sector reform</p>	<p>National Assembly</p>	<p>2. Assist the National Assembly conduct an open public debate to discuss progress on the national security sector reform agenda and make required adjustments.</p>	<p>53 500</p>	<p>52 037,5</p>	<p>52 037,5</p>	<p>157 075</p>

<p>Government. Lack of knowledge, application and reporting mechanisms of existing ratified International Conventions.</p> <p>§ Level of public participation and open discussion on justice and security matters. Baseline data: GVT assessment, and UN interagency mission, led by the DPA of October 2008 assessment on lack of knowledge from the public on SSR Reform process; lack of media coverage.</p> <p>§ # of women's organizations included in consultation. Baseline data: about 20 women organisations active and 6 women organisation/ resources persons available.</p> <p>§ Input from dialogue processes, particularly on gender issues, impacts finalized legislation. Baseline data: Proven Electoral debate participation from 3 women' parliamentarian organisations.</p>	<p>o 3. By June 2012 a minimum of 3 laws promulgated and 4 internal gender policies (Ministries of Interior, Justice, Defense and Solidarity) are finalized.</p>	<p>UNIFEM</p>	<p>Gender equality advocates and their organizations enhance their capacity and influence to ensure strong gender equality dimensions in national laws, policies and strategies, including in peacebuilding and post-conflict reconstruction processes.</p>	<p>National Assembly, relevant ministry</p>	<p>3. Support the establishment of new legislation/regulatory measures relating to organic and procedural laws and internal gender policies (including quotas for women representation in senior and managerial position) for security and justice sector institutions or relevant ministries.</p>	<p>46 000</p>	<p>92 000</p>	<p>46 000</p>	<p>184 000</p>
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<p>2. Parliamentary oversight of justice and security sector reform strengthened.</p> <p><u>Indicators:</u></p> <p>§ Parliament exercises its independent oversight function without interference.</p> <p><u>Baseline data:</u></p> <p>§ Pre-programme interviews with key stakeholders regarding exercise of current oversight function.</p> <p>§ Demonstrated increase in knowledge by parliamentarians trained and gender quota achieved. Baseline data: results of pre-training testing.</p>	<p>o 4. By June 2010 Parliamentary Commission on Security and Justice has developed a strategy and modalities on security sector oversight and responsibilities.</p>	<p>UNDP</p>	<p>Increased capacity of the justice system for the respect of human rights & enhanced access to justice services, particularly for vulnerable populations including women Support to justice and security sector reform</p>	<p>National Assembly, NGOs, relevant line-Ministry</p>	<p>Support the Parliamentary Commission on Security and Justice Issues conduct an assessment of issues relevant to their oversight role, including their gender aspects, through consultations with key stakeholders (law enforcement agencies, Ministries of Justice, Interior and Defense, Institute of Women and Children, women's organizations and civil society); public hearings on security sector oversight and studies into specific security issues, with a view to developing a strategy and modalities on security sector oversight.</p>	<p>65 500</p>	<p>61 537.5</p>	<p>61 537.5</p>	<p>188 575</p>
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	<p>o 5. By June 2011 , 50 parliamentarians (30% of women) have benefited from increased knowledge in the areas of security sector function, how to exercise effective parliamentary control over the security sector and gender-sensitive budgeting through 12 training sessions.</p>	UNDP	<p>Increased capacity of the justice system for the respect of human rights & enhanced access to justice services, particularly for vulnerable populations including women Support to justice and security sector reform</p>	<p>National Assembly</p>	<p>2. Conduct assessment of training needs of parliamentarians. Provide training to parliamentarians on the functioning of the security sector, how to exercise effective parliamentary control over the security sector and gender-sensitive budgeting.</p>	81 000	56 537,5	56 537,5	194 075
<p>3. Increased capacity of relevant ministries to implement the National Strategy for the Restructuring and Modernization of the Security Sector.</p> <p><u>Indicators:</u> § Progress in implementation of the JSSR strategy as per time schedule.</p> <p><u>Baseline data:</u> § Assessment of pre-programme activities undertaken and adjustments to implementation schedule anticipated</p>	<p>o 6. By June 2012 key stakeholders have strengthened capacity to implement the national SSR strategy through provision of technical consultants, operational support, equipment, training and publications.</p>	UNDP	<p>Increased capacity of the justice system for the respect of human rights & enhanced access to justice services, particularly for vulnerable populations including women Support to justice and security sector reform</p>	<p>SSC relevant Ministries</p>	<p>1. Provide technical support to the Government through the SSC and the Ministries of Justice, Interior and Defence in the implementation of the National Strategy for the Restructuring and Modernization of the Security Sector. Note that the specific nature of technical support is to be determined by reference to the findings of a UNDP-led needs assessment to be conducted by September 2009.</p>	115 500	89 200	89 200	293 900

<p>through interviews with key stakeholders.</p> <p>§ Representation of women at senior and management levels in law enforcement, defence and judicial sectors increases by 15%. Baseline data: pre-programme employment statistics relating to employment of women in relevant sectors.</p>	<p>○ 7. By January 2010 training and capacity building needs of various ministries are identified and findings report (200 copies) disseminated to stakeholders.</p>	<p>UNODC</p>	<p>Increased capacity of the justice system for the respect of human rights & enhanced access to justice services, particularly for vulnerable populations including women</p> <p>Support to justice and security sector reform</p>	<p>SSC, relevant line Ministry</p>	<p>2. Conduct assessment of skills gaps and training needs within law enforcement agencies and Ministries of Justice, Interior and Defense through consultations with senior staff and staff representatives, a review of past training conducted and cross-checked with training initiatives being implemented by other SSR donors.</p>	<p>59 500</p>	<p>0</p>	<p>0</p>	<p>59 500</p>
<p>§ Demonstrated increase in knowledge of beneficiaries trained and gender quota achieved. Baseline data: results of pre-training testing.</p> <p>§ Broader public awareness regarding the national SSR strategy. Baseline data: results of pre-programme legal awareness survey.</p> <p>§ National SGBV strategy finalized.</p>	<p>○ 8. By June 2012, staff from the Ministries of Justice (50% of staff), Interior (50% of staff), Defense (20% of staff) and law enforcement officers (50% of staff) (aimed at reaching 30% of women quota) have increased their knowledge in the areas of administration reform, strategic planning, human resources management, crime management, prosecution, GBV issues, conflict resolution, human rights and international law.</p>	<p>UNODC</p>	<p>Increased capacity of the justice system for the respect of human rights & enhanced access to justice services, particularly for vulnerable populations including women</p> <p>Support to justice and security sector reform</p>	<p>SSC, relevant line-ministry, EU ESPD mission</p>	<p>3. Provide training to law enforcement agencies and Ministries of Justice, Interior and Defense on topics which may include but are not be limited to administration reform, strategic planning, human resources management, crime management, prosecution, GBV issues, conflict resolution, human rights and international law.</p>	<p>60 750</p>	<p>96 510</p>	<p>60 750</p>	<p>218 010</p>

	<p>o 9. o By June 2010, capacity of the Ministry of Interior to develop and implement strategy strengthened through provision of equipment and international (60 days) and national (400 days) consultancies o By June 2012, 100 penitentiary officers (aimed at reaching 30% of women quota) have increased their knowledge in the finalized strategy and its implementation through 5 training sessions delivered. o By June 2012 at least 10,000 persons in Bissau and 4 regions have benefited from print material disseminated, 5 radio broadcasts and 2 newspaper publications</p>	UNODC	<p>Increased capacity of the justice system for the respect of human rights & enhanced access to justice services, particularly for vulnerable populations including women Support to justice and security sector reform</p>	Ministry of Interior, SSC	<p>4. Support the Ministry of the Interior develop and implement a strategy regarding the management of public security, crime and violence including sexual and gender-based violence (taking specific account of gender issues) and a public awareness campaign on the strategy covering Bissau and 4 regions.</p>	61 000	61 000	61 000	183 000
	<p>o 10. By June 2012, 400 persons (aimed at reaching 30% of women quota) have increased their knowledge in the area of management and planning through 16 training sessions delivered.</p>	UNDP	<p>Increased capacity of the justice system for the respect of human rights & enhanced access to justice services, particularly for vulnerable populations including women Support to justice and security sector reform</p>	Ministry of Interior, Ministry of Justice, SSC	<p>5. Provide training to Ministries of Interior and Justice on planning and management.</p>	86 000	127037,5	84487,5	297 525

	<p>o 11. By June 2012 at least 10,000 persons in Bissau and 4 regions have benefited from print material disseminated, 24 radio broadcasts, 10 newspaper publications, 12 mobile theatre performances and 12 information dissemination workshops.</p>	UNDP	<p>Increased capacity of the justice system for the respect of human rights & enhanced access to justice services, particularly for vulnerable populations including women Support to justice and security sector reform</p>	SSC / women's organizations / NGOs	<p>6. Support the SSC conduct public awareness-raising activities, with a specific focus on gender issues, regarding the National Strategy for the Restructuring and Modernization of the Security Sector covering beneficiaries in Bissau and 4 regions. Campaign should include information material (pamphlets, posters and frequently asked questions); radio broadcasts (including interviews with experts; print media; mobile theatre; and information dissemination workshops involving representatives from civil society and women's organizations, political parties, media organizations and security personnel.</p>	85 500	125 000	84 883	295 383
	<p>o 12. By June 2010 SGBV strategy finalized.</p>	UNFPA	<p>Effective application of the instruments of legal, social, political protection,</p>	Relevant line Ministry, women's organizations	<p>7. Support the Ministries of Interior, Justice, Defence, Health and Solidarity jointly develop a national strategy on the</p>	48 000	0	0	48 000

			including the fight against gender based violence and the promotion of gender equity and equality and human rights		elimination of SGBV in consultation with relevant civil society and women's organizations.				
Joint Programme Outcome 2: Access to justice services for the poor improved, with special focus on women.									
Indicator (a) Increase in # of organizations providing legal services ⁴⁰									
(b) # of vulnerable people provided with legal services (disaggregated by age, gender and geographic location)									
(c) # of women's legal issues resolved through courts and customary mechanism and quality of case handling									
(d) Demonstrated increased knowledge on the part of beneficiaries trained and quota for women representation met									
(e) Increase in legal awareness among beneficiary population									
JP Outputs	SMART Outputs	Participating UN Organization	Participating UN organization corporate priority	Implementing Partner	Indicative Activities	Resource allocation and indicative time frame			
						Y1	Y2	Y3	Total

⁴⁰ The law indicates that people without economic means should be defended by a public attorney at the expenses of the state. However, this law has never been implemented and Civil Society and Professional organizations are not able to fill the gap. Therefore, in Guinea Bissau there is actually no free legal aid service provided.

<p>Enhanced access to justice services, particularly for vulnerable populations including women.</p> <p><u>Indicators:</u></p> <p>§ Increase in # of organizations providing legal services. Baseline data: number of organizations providing legal aid services pre-programme (June 2009-June 2012).</p> <p>§ # of persons provided with legal services (disaggregated by service, beneficiary and gender). Baseline data: socio-anthropologic studies indicate that in the regions most of the population uses mechanism of vigilante justice and traditional justice and in regard to each ethnic group.</p> <p>§ # of women's legal issues resolved through courts and customary mechanism and quality of case</p>	<p>o 13. By June 2010 a comprehensive understanding of the legal needs of vulnerable groups obtained through a legislative review and 5 consultation and validation workshops. The findings are made available in a report distributed to participating parties by March 2010.</p>	<p>UNDP</p>	<p>Increased capacity of the justice system for the respect of human rights & enhanced access to justice services, particularly for vulnerable populations including women Support to justice and security sector reform</p>	<p>Ministry of Justice / SSC / civil society</p>	<p>1. Conduct participatory assessment of existing legislation, customary justice mechanisms, court and law enforcement practices and capabilities with respect to the legal needs and availability of legal services for vulnerable populations, particularly women through consultations with representatives of relevant ministries, law enforcement, judges, lawyers, civil society and women's organizations and communities in Bissau and four regions.</p>	<p>76 000</p>	<p>74 430</p>	<p>0</p>	<p>150 430</p>
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<p>handling. § Demonstrated increased knowledge on the part of beneficiaries trained and quota for women representation met. Baseline data: results of pre-training testing.</p> <p><u>Baseline data:</u></p> <p>§ Pre-programme inspection of court registers, interviews with judges, customary leaders, legal aid centre staff and clients. PAOSED programme assessment study on state of regional courts.</p> <p>§ Increase in legal awareness among beneficiary population. Baseline data: results of pre-programme legal awareness survey.</p>	<p>o 14. By June 2012, 5 women's and civil society organizations are strengthened through financial support, equipment support and the delivery of 5 training sessions covering all staff members.</p>	<p>UNFPA</p>	<p>Effective application of the instruments of legal, social, political protection, including the fight against gender based violence and the promotion of gender equity and equality and human rights (UNFPA)</p>	<p>Women's organizations</p>	<p>2. Strengthen 5 women's and civil society organizations in Bissau and regional areas in their capacity to provide legal counselling and conflict resolution services to vulnerable populations particularly the poor and women through financial support, provision of equipment (office, supplies, telecommunications equipment, legal resources etc) and training on SGBV, women's legal rights, family law, land, criminal matters.</p>	<p>163 500</p>	<p>0</p>	<p>0</p>	<p>163 500</p>
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	<p>o 15. By June 2012, 200 persons (aimed at reaching 30% of women quota) have increased their knowledge in the areas of SGBV, women's legal rights including the CEDAW, family law, land, criminal matters, conflict resolution, mediation, negotiation and human rights through 5 training sessions delivered.</p>	UNIFEM	<p>Gender equality advocates and their organizations enhance their capacity and influence to ensure strong gender equality dimensions in national laws, policies and strategies, including in peace-building and post-conflict reconstruction processes.</p>	<p>Women's organizations, Ministry of Justice</p>	<p>3. Provide training to civil society and women's organizations, journalist/reporters, legal authorities (judges, lawyers and police officers), customary leaders and paralegals on topics including SGBV, women's legal rights including the CEDAW, family law, land, criminal matters, conflict resolution, mediation, negotiation and human rights.</p>	61 500	123 000	61 550	246 050
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	<p>o 16. By June 2012 4 legal aid offices have commenced operation staffed by a minimum of 2 full -time national legal officers, and approximately 8 10 people have directly benefited from the provided services ⁴¹</p>	<p>UNDP</p>	<p>Increased capacity of the justice system for the respect of human rights & enhanced access to justice services, particularly for vulnerable populations including women Support to justice and security sector reform</p>	<p>University, Ministry of Justice, NGOs</p>	<p>4. Establishment of legal aid offices in 4 district courts and 1 legal Clinic at the Faculty of Law (Bissau) to provide legal counselling and representation to poor and other vulnerable groups (especially women) on issues including SGBV, women's legal rights, family law, land, criminal matters.</p>	<p>140 940</p>	<p>140 940</p>	<p>140 873</p>	<p>422 753</p>
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⁴¹ It is estimated that one full functioning legal aid office with 2 full time staff would be able to provide legal aid to around 150-200 persons per year. The provided target of approx 800 consultations provided for the three years is based on the assumption that legal aid offices (including the legal aid clinic in Bissau) will function at 15% of their capacities in the first year (25 consultations per office per year), at 70% of its capacity in the second year (more than 90 consultations per office per year) and at 100% of its capacity in the third year (an average of 200 consultations per office per year). However, since this kind of aid is very new in Guinea Bissau, the target could change depending on the lessons learnt during the first year of this joint program. No baseline data are available to determine the percentage of women who could benefit of these services (given the innovative character of this legal aid in Guinea Bissau). After the first year of activities baseline will be established/increased percentage of benefitting women settled and the strategy of intervention adjusted as needed.

	o 17. By June 2012 at least 10,000 persons have benefited from print material disseminated, 6 radio broadcasts and 3 newspaper publications.	UNIFEM	Gender equality advocates and their organizations enhance their capacity and influence to ensure strong gender equality dimensions in national laws, policies and strategies, including in peacebuilding and post-conflict reconstruction processes.	NGOs, Ministry of Justice, SSC	5. Support a community legal awareness campaign covering beneficiaries in Bissau and 4 regions focusing on citizens rights and how to access legal aid services through information material (including pamphlets, posters and frequently asked questions), radio broadcasts (including interviews with experts and print media.	29 000	58 000	28 950	115 950
M&E (UNDP)						48 110	48 110	98 110	194 330
UNDP	Programme Cost					855 050	818 367	711 205	2 384 622
	Total With Indirect support cost					914 903	875 653	760 989	2 551 545
UNFPA	Programme Cost					211 500	0	0	211 500
	Total with In direct support cost					226 305	0	0	226 305
UNIFEM	Programme Cost					136 500	273 000	136 500	546 000

	Total with Indirect support cost	146 055	292 110	146 055	584 220
UNODC	Programme Cost	181 250	157 510	121 750	460 510
	Total with Indirect support cost	193 938	168 536	130 272	492 746
TOTAL	Programme Cost	1 384 300	1 248 877	969 455	3 602 632
	Total with Indirect support cost	1 481 201	1 336 299	1 037 316	3 854 817⁴²

⁴² Minor discrepancies of +/- 1 dollar could arise, because decimals have been rounded, in order to facilitate presentation.

	UNDP	UNFPA	UNIFEM	UNODC	TOTAL
1.1. Supplies, commodities equipment and transport	235 705	37 000	48 000	87 010	407 715
1.2. Personnel	1 279 920	74 000	242 000	180 000	1 775 921
1.3. Training of counterparts	317 000	45 000	120 000	115 000	597 000
1.4. Contracts	315 000	47 500	114 000	60 000	536 500
1.5. Other direct costs	236 997	8000	22000	18500	285 497
Total Direct Costs	2 384 622	211500	546000	460510	3 602 632
2.0. UN Agency Indirect cost (7%)	166 923	14 805	38 220	32 236	252 184
Grand Total	2 551 545	226 305	584 220	492 746	3 854 817

6. Management and Coordination Arrangements

The United Nations Country Team in Guinea Bissau is comprised of representatives of all resident UN Agencies. Those UN organizations with no country representation are linked to the Country Team through the Resident Coordinator (also the UN Country Team Leader). The role of the UN Country Team is to facilitate information exchange and strategic decision-making. It also aims to enhance substantive collaboration among UN agencies by strengthening opportunities for joint programming and operations, hence facilitating an integrated system-wide approach. This joint program was conceived by UNDP, UNODC, UNFPA and UNIFEM with the support by UNOGBIS.

In accordance with the MDG -F Guidelines, the Fund will rely on UN Resident Coordinator to facilitate collaboration between participating UN organizations and to ensure that the programme is on track and that promised results are being delivered. The Resident Coordinator will ensure the establishment of a National Steering Committee (NSC) and a Programme Management Committee (PMC). The NSC will provide oversight and strategic guidance to the programme. It will be chaired by the RC, and composed by a representative of the Spanish Embassy and a representative of the Ministry of Foreign Affairs. The NSC will operate by consensus decision making and will meet at least twice a year. The responsibilities of the NSC will include:

- § Reviewing and adopting the Terms of Reference and Rules of Procedures of the NSC and/or modify them, as necessary
- § Approving the Joint Programme Document before submission to the Fund Steering Committee. Minutes of meeting to be sent to MDG -F Secretariat with final programme submission.
- § Approving the strategic direction for the implementation of the Joint Programme within the operational framework authorized by the MDG -F Steering Committee.
- § aligning MDG-F funded activities with the UN Strategic Framework or UNDAF approved strategic priorities;
- § Approving the documented arrangements for management and coordination
- § establishing programme baselines to enable sound monitoring and evaluation

- § Approving the annual work plans and budgets as well as making necessary adjustments to attain the anticipated outcomes.
- § Reviewing the Consolidated Joint Programme Report from the Administrative Agent and provide strategic comments and decisions and communicate this to the Participating UN Organizations.
- § Suggesting corrective action to emerging strategic and implementation problems.
- § Creating synergies and seeking agreement on similar programmes and projects by other donors.
- § Approving the communication and public information plans prepared by the PMCs.

The **PMC** will provide operational coordination to the Joint Programme, as well as the inputs for the preparation of implementation plans and the monitoring and evaluation of activities. The RC will design the Conflict Prevention and Recovery (CPR) Coordinator (see next paragraph) to chair the PMC. Its membership will consist of representatives of implementing UN agencies (UNDP, UNFPA, UNIFEM, UNODC) as well as the UNOGBIS office, representatives from relevant government agencies (Ministry of Justice, the Ministry of Interior, the Ministry of Defence, the Ministry of Women, Family, and the Social Cohesion and Fight against Poverty, and the director of the Cabinet of the), the Permanent Secretary for Security and Justice Sector Reform in Guinea -Bissau, and a representative of the European Union's ESPD mission and European Commission funded Programmes on JSSR⁴³. The PMC can decide to invite civil society organizations, including particularly women organizations and female parliamentarian associations to enhance national ownership and build public confidence in the reform process. The specific functions of the PMC are:

- § ensuring operational coordination
- § appointing a Programme Manager or equivalent thereof;
- § managing programme resources to achieve the outcomes and output defined in the programme;
- § establishing adequate reporting mechanisms in the programme;
- § integrating work plans, budgets, reports and other programme related documents; and ensures that budget overlaps or gaps are addressed;
- § providing technical and substantive leadership regarding the activities envisaged in the Annual Work Plan;
- § agreeing on re-allocations and budget revisions and make recommendations to the NSC as appropriate;
- § addressing management and implementation problems;
- § identifying emerging lessons learned; and
- § establishing communication and public information plans.

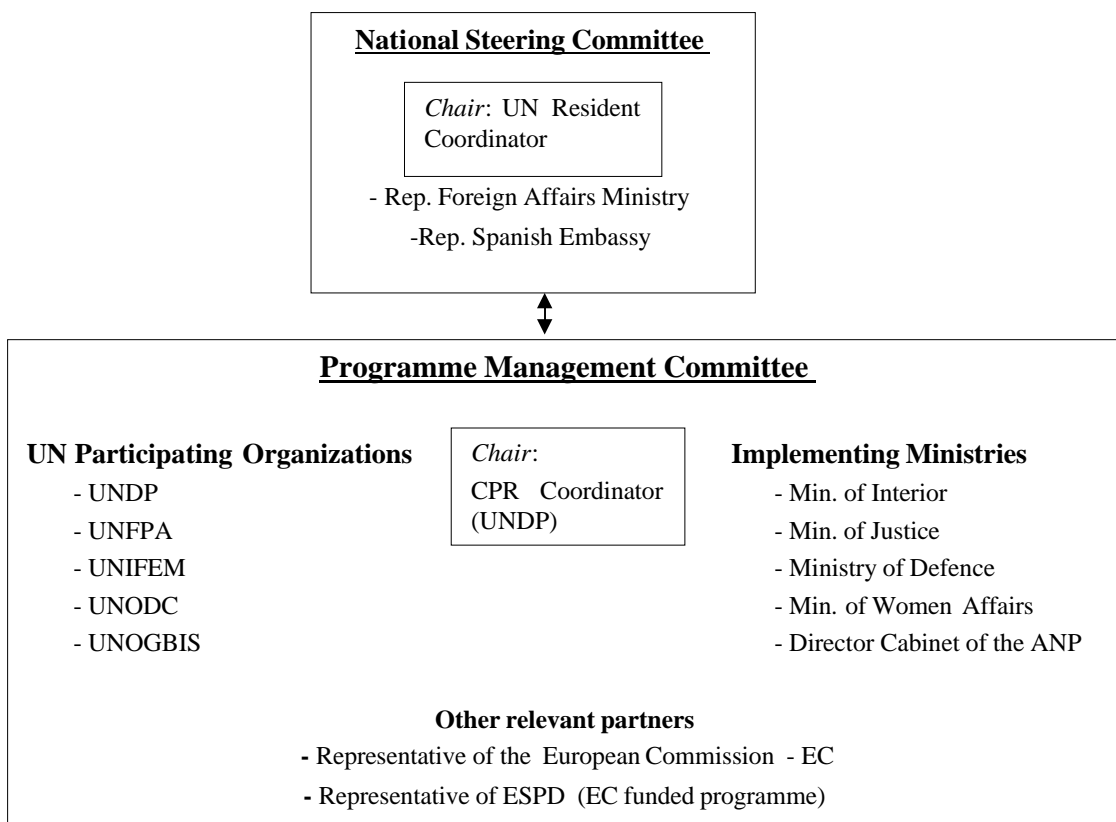
To ensure effective coordination, a position of CPR Coordinator will be created in UNDP to manage the wider justice and security portfolio under the direct supervision of the /Resident Coordinator (Terms of Reference of this post are attached). Given the strong gender component of the programme the CPR Coordinator would have a strong background in gender, as well as experience in capacity building of

⁴³ The European Union's ESPD mission and European Commission funded Programs on JSSR are major players in the rule of law arena and collaboration is critical to success; The joint programme envisions close partnerships with international donors and organizations, such as the European Union (EU) and the European Commission. Their participation in the PMC will enhance partnerships, maximize synergies and eliminate duplication between projects.

local institutions and in high-level coordination. The CPR Coordinator will represent the RR/RC in all justice and security matters. It is capital for the success of the programme that the CPR Coordinator will be invested with a prominent convening and facilitating role vis -à-vis the rest of implementing partners. He/she will also coordinate the inputs by implementing partners for the production of the work plans, and the reporting of the overall Spanish MDG-F programme, ensure that the programme adheres to international standards, UN texts and national laws. The CPR Coordinator will work with the UNDP Deputy Resident Representative – Programme who will exercise a technical coordination function, instrumental to harmonizing the implementation of activities envisaged under the joint programme with other UNDP programming, and ensure proper support from finance and administration departments of UNDP. He/She will receive advice according to expertise by the UNDP Peace Development advisor, on dialogue process and participatory approaches and will work closely with the UNDP Rule of Law Program Manager to ensure effective alignment and collaboration between the joint programmes. The CPR must also maintain effective communication between the political, policy and high level coordination bodies and the program implementation overall team.

UN agencies residing in the country (UNFPA, UNDP) and participating in the joint programme will have direct responsibility to implement activities that fall under their leadership according to the project results and resources framework. In this connection, the Programme Managers of the respective implementing UN organisations will be responsible for developing terms of reference for project activities, preparing procurement plans in accordance with relevant rules and regulations, providing technical advice relating to project implementation, processing invoices and maintaining records and control systems. UNODC counts on an advisor deployed in the country that will ensure implementation of activities. UNIFEM, will provide for up to 2 national consultants who will be responsible for the implementation of relevant activities related to women's empowerment in conformity with annual work plan. Otherwise, UNIFEM will provide advice to the Inter-agency implementation team through its regional office in Dakar. The Conflict Prevention Team of the UNDP Bureau for Conflict Prevention and Recovery of UNDP and the Peacebuilding Support Office and the Community of Practice network of the UN will provide financial and technical support as required.

IMPLEMENTATION STRUCTURE



7. Fund Management Arrangements

The allocated funds from MDG -F for executing agencies will be transferred through UNDP as the Administrative Agent to the participating UN agencies in line with provisions of the Joint Programme Guidance.

The fund management option for the joint programmes is pass -through, with the UNDP serving as the Administrative Agent. The Administrative Agent will release funds to the participating UN organisations to finance the activities in annual allocations, subject to meeting performance and delivery benchmarks. The programmatic and financial accountability for the joint programme rests with the participating organisations and national partners managing the respective components of the programme.

Each organisation assumes complete programmatic and financial responsibility for the funds disbursed to it by the administrative agent and can decide on the execution process with its partners and counterparts following the organisation's own regulations.

Each Participating UN Organisation establishes a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent. Participating UN Organisations are requested to provide certified financial reporting according to the budget template. Participating UN Organisations are entitled to deduct their indirect costs on contributions received according to their own regulations and rules, taking into account the size and complexity of the particular programme.

The work plan will be developed through a technical workshop gathering the experts / partners supporting activities in the areas of justice (or Rule of Law) and security sector reform. Subsequent instalments will be released in accordance with annual work plans approved by the National Steering Committee. The release of funds is subject to meeting a minimum commitment threshold of 70% of the previous fund release to the Participating UN Organisations combined commitments (commitments are defined as legally binding contracts signed, including multi-year commitments which may be disbursed in future years). If the 70% threshold is not met for the programme as a whole, funds will not be released to any organisation, regardless of the individual organisation's performance. On the other hand, the following year's advance can be requested at any point after the combined disbursement against the current advance has exceeded 70% and the work plan requirements have been met. If the overall expenditure of the programme reaches 70% before the end of the twelve-month period, the Participating UN Organisations may upon endorsement by the National Steering Committee request the MDG-F release the next instalment ahead of schedule. The Resident Coordinator will make the request to the Spanish MDG-F Office on the National Steering Committee's behalf. Any fund transfer is subject to submission of an approved annual work plan and budget to the MDTF Office.

The duration of the project will be 3 years, corresponding to the June 2009-June 2012 period for which the UNDP/Spain MDG Achievement Fund allocation is USD 3,854,816

The level and type of inputs required from each UN Agency are:

From the implementing and backstopping units of UNDP:

- Agency Contribution (through the MDG Fund): USD 2,551,545
- Inputs and cooperation in the areas of rule of law, judicial reform and security sector reform.

From the implementing and backstopping units of UNFPA:

- Agency Contribution (through the MDG Fund): USD 226,305
- Inputs and cooperation in the areas of gender mainstreaming, women's issues and SGBV.

From the implementing and backstopping units of UNIFEM:

- Agency Contribution (through the MDG Fund): USD 584,220
- Inputs and cooperation in the areas of gender mainstreaming, women's issues and SGBV.

From the implementing and backstopping units of UNODC:

- Agency Contribution (through the MDG Fund): USD 492,746
- Inputs and cooperation in the areas of security sector reform and organized crime.

Transfer of cash to national Implementing Partners: At the country level, the UN agencies will transfer funds to their national counterparts reflecting agreed harmonized approaches to cash transfers, as detailed in their Country Programme Action Plans (CPAP) or other agreements, which includes direct cash transfer, direct payment, reimbursement of cash advance and direct agency implementation.

8. Monitoring, Evaluation and Reporting

Expected Results	Indicators	Means of Verification	Collection Methods	Responsibilities	Risks and Assumptions
Outcome 1: Judicial and security sector democratic governance improved and citizen's rights better protected through legislative and normative reform					
<p><u>JP Output 1:</u> The revision and development of new legislation and regulatory measures in support of justice and security sector reform inline with CEDAW and other women' right International Law and regional law framework.</p> <p><u>SMART outputs</u></p> <p>1. By June 2010, consensus on a legal framework and internal policies for the security sector obtained through 3 national and regional consultations and information/findings disseminated through 3 conferences (Bissau) and a findings report distributed to stakeholders (500 copies)</p> <p>2. By mid-2012 the National Assembly holds 3 annual open debates according to established protocols to review progress on national security sector reform. 3.</p>	<p>3 laws/regulatory measures promulgated and 4 internal gender policies finalized (June 2012). Baseline data: number and adequacy of pre-programme laws relating to organic and procedural law and internal gender policies of relevant ministries</p>	<p>Inspection of congressional records and internal policies of relevant ministries</p>	<p>On site Records inspection (following promulgation)</p>	<p>UNDP</p>	<p>Risk: political instability places impediments on the legislative process Assumption: relevant ministries are willing to adopt gender policies which protect the rights of women</p>
	<p>Laws drafted to be presented to the National Assembly reflect international standards particularly relating to gender, transparency and accountability (June 2012). Baseline data: pre-programme laws and regulations adopted</p>	<p>Review of legislation vis-à-vis international and regional laws and conventions</p>	<p>Analysis of legislation (following promulgation)</p>	<p>UNDP</p>	<p>Risk: Decision-makers lack the required will/knowledge to incorporate international standards and regional law into legislation</p>
	<p>Level of public participation and open discussion on justice and security matters (June 2010). Baseline data: Women Parliamentarians leading the gender into SSR debate</p>	<p>Observation of dialogue processes, interviews with participating stakeholders</p>	<p>Observation and interviews (upon completion of event)</p>	<p>UNDP</p>	<p>Assumption: sufficient number of civil society organizations willing and able to participate</p>
	<p>20 women's organizations included in consultation December 2010). Baseline data: low participation/ awareness of civil society organisations particularly women' organisations.</p>	<p>Findings Report on consultations/dialogue processes</p>	<p>Analysis of report and consultations with stakeholders (upon completion of event)</p>	<p>UNDP</p>	<p>Assumption: sufficient number of women's organizations with capacity to participate</p>

<p>By June 2012 a minimum of 3 laws promulgated and 4 internal gender policies (Ministries of Interior, Justice, Defense and Solidarity) are finalized.</p>	<p>Input from dialogue processes, particularly on gender issues, impacts on finalized legislation (June 2012). Baseline data: current legislation does not refer to gender empowerment and quotas and do not reflect particular needs of women.</p>	<p>Review of legislation vis-à-vis findings reports on dialogue processes Interviews with key stakeholders</p>	<p>Analysis of legislation (following promulgation) Interviews (following promulgation)</p>	<p>UNDP</p>	<p>Risk: dialogue processes fail to influence decision-makers Risk: decision-makers lack capacity to implement</p>
<p><u>JP Output 2:</u> Parliamentary oversight of justice and security sector reform strengthened. <u>SMART outputs</u> 4. By June 2010 Parliamentary Commission on Security and Justice has developed a strategy and modalities on security sector oversight and responsibilities. 5. By June 2011, 50 parliamentarians (30% of women) have benefited from increased knowledge in the areas of security sector function, how to exercise effective parliamentary control over the security sector and gender-sensitive budgeting through 12 training sessions.</p>	<p>Parliament exercises its independent oversight function without interference (June 2009-June 2012). Baseline data: pre-programme interviews with key stakeholders regarding exercise of current oversight function and SNV/NDI study of training needs.</p>	<p>Observation of parliamentary processes, interviews with key stakeholders</p>	<p>Observation and interviews (upon completion of event)</p>	<p>UNDP</p>	<p>Risk: interference by executive/military prevents parliament from exercising its oversight function</p>
	<p>Demonstrated increase in knowledge by parliamentarians trained and gender quota achieved (June 2009). Baseline data: results of pre-training testing and SNV/NDI study of training needs.</p>	<p>Pre- and post-training testing conducted, training reports submitted.</p>	<p>Testing administered (baseline and upon completion of event)</p>	<p>UNDP</p>	<p>Assumption: there are sufficient women employed in the relevant sector to meet the 30% training participation requirement and management facilitates such participation.</p>

<p><u>JP Output 3:</u> Increased capacity of relevant ministries to implement the National Strategy for the Restructuring and Modernization of the Security Sector.</p> <p><u>SMART Outputs</u></p> <p>6. By June 2012 key stakeholders have strengthened capacity to implement the national SSR strategy through provision of technical consultants, operational support, equipment, training and publications.</p> <p>7. By January 2010 training and capacity building needs of various ministries are identified and findings report (200 copies) disseminated to stakeholders.</p> <p>8. By June 2012, staff from the Ministries of Justice (50% of staff), Interior (50% of staff), Defense (20% of staff) and law enforcement officers (50% of staff) (aimed at reaching 30% of women quota) have increased their knowledge in the areas of administration reform, strategic planning, human resources management, crime management, prosecution, GBV issues, conflict resolution, human rights and international law.</p> <p>9. By June 2010, capacity of the Ministry of Interior to develop and implement strategy</p> <p>10. By June 2012, 400 persons (aimed at reaching 30% of women</p>	<p>Progress in implementation of the JSSR strategy as per time schedule (June 2009-June 2012)</p> <p>Baseline data: Assessment of pre-programme activities undertaken and adjustments to implementation schedule anticipated through interviews with key stakeholders.</p>	<p>Observation of public debates held by the National Assembly,</p> <p>Interviews with key stakeholders,</p> <p>Review of activities vis-à-vis strategy implementation plan.</p>	<p>Observation (upon completion of event)</p> <p>Interviews (upon completion of event)</p> <p>Records inspection (every three month)</p>	<p>UNDP</p>	<p>Risk: factionalism, disagreement or insufficient capacity within any of the key implementing agencies obstructs progress.</p>
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<p>quota) have increased their knowledge in the area of management and planning through 16 training sessions delivered. strengthened through provision of equipment and international (60 days) and national (400 days) consultancies</p> <p>11. By June 2012, 100 penitentiary officers (aimed at reaching 30% of women quota) have increased their knowledge in the finalized strategy and its implementation through 5 training sessions delivered. o By June 2012 at least 10,000 persons in Bissau and 4 regions have benefited from print material disseminated, 5 radio broadcasts and 2 newspaper publications</p> <p>12. By June 2010 SGBV strategy finalized.</p>	<p>Representation of women at senior and management levels in law enforcement, defence and judicial sectors increases by 15% (June 2012). Baseline data: pre-programme employment statistics relating to employment of women in relevant sectors (UNDP census of armed forces and future EC census on law enforcement personnel).</p>	<p>Inspection of employment records at relevant ministries</p> <p>Interviews with key stakeholders.</p>	<p>Records inspection (bi-annual)</p> <p>Interviews (bi-annual)</p>	UNDP	<p>Assumption: there are a sufficient number of women with the required skills and willingness to take up managerial positions. Risk: senior management within relevant sectors resists the empowerment of women.</p>
	<p>Demonstrated increase in knowledge of beneficiaries trained and gender quota achieved (June 2012). Baseline data: results of pre-training testing, UNOGBIS gender officer information provided about weak capacity on women's rights and gender.</p>	<p>Pre- and post-training testing conducted, training reports submitted.</p>	<p>Testing administered (baseline and upon completion of event)</p>	UNDP	<p>Assumption: there are sufficient women employed in the relevant sector to meet the 30% training participation requirement and management facilitates such participation.</p>
	<p>Broader public awareness regarding the national SSR strategy (June 2012). Baseline data: results of pre-programme awareness survey, focus groups survey with medias.</p>	<p>SSR awareness survey</p> <p>Interviews with key stakeholders</p>	<p>Survey administered (baseline and upon completion of activity)</p> <p>Interviews (upon completion of activity)</p>	UNDP	<p>Assumption: the security situation remains stable hence allowing travel and programme implementation in regional areas</p>
	<p>National SGBV strategy finalized</p>	<p>Inspection of finalized and released strategy</p>	<p>Records inspection (at conclusion of activity)</p>	UNDP	
Outcome 2: Access to justice services for the poor improved, with special focus on women					
<p><u>JP Output 1:</u> Enhanced access to justice services, particularly for vulnerable populations including women. <u>SMART outputs</u> o 13. By June 2010 a comprehensive understanding of</p>	<p>Increase in # of organizations providing legal services Baseline data: survey of number of organizations providing legal aid services pre-programme (June 2009-June 2012) to confirm lack of provision of legal services. Bar Association.</p>	<p>Situation reports</p>	<p>Analysis of reports (3-monthly)</p>	UNDP	<p>Assumption: there are a sufficient number of civil society and women's organizations willing and capable of providing legal aid services to strengthen. Assumption: the security situation remains stable hence allowing travel and programme implementation in regional areas</p>

<p>the legal needs of vulnerable groups obtained through a legislative review and 5 consultation and validation workshops. The findings are made available in a report distributed to participating parties by March 2010.</p>	<p># of persons provided with legal services (disaggregated by service, beneficiary and gender) (June 2009-June 2012). Baseline data: currently no state legal aid provision and deficient legal aid law.</p>	<p>Inspection of beneficiary records held at legal aid centers</p>	<p>Records inspection (3-monthly)</p>	<p>UNDP</p>	<p>Risk: Lack of public confidence in the formal justice system discourages people from seeking legal aid service. Assumption: the security situation remains sufficiently stable to allow persons to access legal aid services.</p>
<p>o 14. By June 2012, 5 women's and civil society organizations are strengthened through financial support, equipment support and the delivery of 5 training sessions covering all staff members.</p>	<p># of women's legal issues resolved through courts and customary mechanism and quality of case handling (June 2009-June 2012). Baseline data: UNDP study on traditional justice mechanism (to be undertaken); pre-programme inspection of court registers, interviews with judges, customary leaders, legal aid centre staff and clients.</p>	<p>Inspection of court registers Interviews with judges, customary leaders, legal aid centre staff and clients.</p>	<p>Inspection of records (bi-annually) Interviews (baseline, bi-annually)</p>	<p>UNDP</p>	<p>Assumption: sufficient court records are kept to facilitate inspection and customary leaders are willing to discuss case processing with programme team</p>
<p>o 15. By June 2012, 200 persons (aimed at reaching 30% of women quota) have increased their knowledge in the areas of SGBV, women's legal rights including the CEDAW, family law, land, criminal matters, conflict resolution, mediation,</p>	<p>Demonstrated increased knowledge on the part of beneficiaries trained and quota for women representation achieved (June 2012). Baseline data: results of pre-training testing, current building awareness at SST level and Ministries departments.</p>	<p>Pre- and post-training testing conducted, training reports submitted.</p>	<p>Testing administered (baseline and upon completion of activity)</p>	<p>UNDP</p>	<p>Assumption: there are sufficient women employed in the relevant sector to meet the 30% training participation requirement and management facilitates such participation. Assumption: the security situation remains stable hence allowing travel and programme implementation in regional areas</p>

(i) *Annual/Regular reviews:* The project will be subject to reporting, monitoring and evaluation in accordance with MDG -F requirements and the indicators and risk analysis contained in the matrix above. The project team will undertake 3 -monthly progress reviews which assess progress towards objectives, obstructions encountered, risk management strategies and lessons learned. The project team will also undertake annual program reviews at which time any amendment to the strategy, work -plan or implementation modalities can be discussed and referred to the Joint Program Steering Committee. Reports from both sets of reviews will be made available to the Joint Programme Steering Committee and the MDG-F. The risk management plan developed (see below) will be reviewed on an annual basis and submitted to the Joint Programme Steering Committee.

(ii) *Evaluation:* The Joint Programme team will undertake a baseline assessment including through interviews with key stakeholders, review of legislation and policies, review of employment statistics (particularly gender elements) at relevant ministries and law enforcement agencies, and a legal awareness survey to obtain data which will be used later to assess progress towards objectives and the impact of the Joint Programme. At regular intervals, further data will be collected to provide feedback on progress toward objectives and to inform any required amendments to the programme strategy or work -plan. Two independent evaluations of the program will be conducted:

- § Mid-term evaluation, after the first two years of the program: this evaluation will assess the key achievements and challenges of the program, identify lessons learned and make recommendations to improve implementation in the remaining two years of the program.
- § Final evaluation, at the end of the program, will assess its overall impact, identify lessons learned for future programs and provide recommendations to ensure sustainability.

(iii) *Reporting:* The following reports will be submitted as part of the monitoring process:

- § Yearly report: A report of self-assessment will be submitted by the project management team annually, including the following elements:
 - Performance assessment of the project during the year under consideration;
 - Challenges encountered;
 - Annual work plan and other expenditure reports;
 - Lessons learned;
 - Recommendations for future implementation to address the main challenges encountered.
- § Quarterly narrative and financial updates will be prepared by the JP team (narrative) and the Participating UN Organizations (financial)
- § Mid-term review: This will be organized by the MDG F Secretariat after the first two years of implementation. The report will be presented by the project management team. It will assess the achievements and challenges of the program, identify lessons learned, and, on this basis, present a detailed strategy and work plan for the second phase of the program (years III and IV).
- § Final report of the project: this report will synthesize all activities and results of the project, lessons learned, degree of achievements of results. This report will also recommend the necessary actions to ensure sustainability of results.
- § AA Management brief. The Management brief consists of the certified financial report and the narrative report. The management brief will identify key management and administrative issues, if any, to be considered by the NSC.
- § Narrative Joint Programme Progress report: this report is produced through an integrated joint programme reporting arrangement. The report should be reviewed and endorsed by the PMC before it is submitted to the MDTF Office on 31 March of each year.



§ Financial Progress Report: Each participating organization will submit to the MDT F Office a financial report stating expenditures incurred by each programme during the reporting period. The deadline for this report is 30 April.

(iv) Risk Management Plan

Identified Risks	Risk Management Strategies
<p><i>Security and stability:</i> The political and security context in Guinea-Bissau remains fragile. Any deterioration in this regard may impact upon the capacity of the project team to implement projects, particularly those in rural areas and which require civil society involvement.</p>	<p><i>Promoting flexibility for changing needs and circumstances:</i> The program team will remain flexible to changing needs and circumstances through regular dialogue with key stakeholders and by monitoring political and security developments, including through close cooperation with the UN Department of Safety and Security. To aid this process, the JSSR Coordinator will periodically review and update this risk matrix and develop contingency plans to mitigate any negative consequences which may stem from events outside of the project team's control. It should be further noted that UNOGBIS provides daily political analyses and news summaries of the situation in the country. ECOWAS has also recently launched a Conflict Early Warning program that will provide ongoing monitoring of key risk factors in Guinea Bissau. UN participation on the National Steering Committee for SSR and its Permanent Secretariat provide direct access to key political actors and other national stakeholders and first-hand information on a daily basis.</p> <p>If effective relationships are created with national and international actors, The CPR position will have a great deal of power for helping ensure the kind of liaison that can enhance the likelihood of continuation of the program, even in time of change at the political level.</p> <p>The variety of activities being implemented and diversity of targeted sectors makes it more likely that some activities, specifically those that are directed to vulnerable groups, will continue even in times of the kinds of political upheaval that are characteristic of Guinea Bissau.</p> <p>The strategy envisions working with a variety of women's groups; in general, these groups remain and even become more active in times of crisis. Political instability often brings with it opportunities for women's empowerment, when women as sufficiently organized and mobilize to bring constructive responses in the midst of crisis. The program will help to strengthen women's groups within the armed forces and police and empower them to lead change processes.</p>
<p><i>Complexity and multi-faceted nature of institutional capacity building:</i> Justice sector institutions and key government ministries lack capacity and are highly dependant upon international donor support. The joint programme seeks to increase capacity through a number of measures including technical assistance</p>	<p><i>Support for and monitoring of the national SSR strategy:</i> The joint programme was designed to complement the national strategy on SSR. This strategy contains activities which are critical to the functioning of the justice sector such as institutional restructuring, legislative reform and the establishment of correctional facilities. Although the impact of the capacity-building activities envisaged under the joint program is somewhat dependant realization of these objectives, a holistic and integrated approach to judicial reform requires that key interventions take place concurrently and in a mutually reinforcing manner. The project team will closely monitor the government's implementation of the SSR strategy, taking specific note of its success in reaching goals in a timely manner. If necessary, the sequencing of the</p>

<p>and training. Such assistance will only yield long-term benefits, however, if other key issues are resolved, particularly the low and irregular payment of civil servant salaries.</p>	<p>joint programme activities may be revised to ensure maximum impact. Finally, the joint programme will rely upon continuing efforts by UNOGBIS and international stakeholders to ensure that JSSR remains a key priority on the national agenda.</p> <p>The program should create opportunities for greater involvement of civil society and youth groups in the JSSR reform. An informed civil society can help create pressure for the continuation of the reform. The program envisions utilizing sensitization approaches that can be very effective in educating the general public and specific target audience about key aspects of the reform. Broad public understanding and involvement can help ensure that the reform continues. When these programs are sponsored by the international community, it is much harder for the forces that are against reform to launch repressive campaigns against those who might become too vocal in favour of change.</p>
<p><i>Stakeholder Commitment and Coordination:</i> and Administering justice and providing effective rule of law services is complex and depends on a concerted and coordinated effort on the part of multiple institutions. In a post-conflict setting such as Guinea-Bissau this poses significant challenges, particularly given the competing national and international priorities and various justice sector actors. Failing to ensure effective coordination and the continued commitment and support of key national and international stakeholders to JSSR may limit the impact and undermine the success of the joint programme.</p>	<p><i>Fostering Key Relationships and strengthening coordination:</i> Through its activities to date, UNDP, UNODC, UNFPA and UNIFEM have developed positive working relationships with key stakeholders including the Ministry of Justice, the Ministry of Interior, the Ministry of Defence, the Institute for Women and Children, the Supreme Court and the Law Faculty at the National University, the EU, and EC. The project team will continue to engage these stakeholders through frequent consultation through the Joint Programme Steering Committee, JSSR Steering Committee and its Permanent Secretariat in order to ensure their continued support, assistance and commitment to the projects envisaged under the joint programme. The joint programme will also rely upon continuing efforts by UNOGBIS in its role as leader of the Thematic Group on SSR to coordinate the political aspects of JSSR activities and ensure that JSSR remains a key priority on the national agenda. Finally, the joint programme includes specific measures to enhance intra-governmental and external stakeholder coordination on JSSR.</p>
<p><i>Legal culture:</i> Guinea-Bissau exhibits a weak legal culture whereby key justice sector actors fail to deliver and the wider population fails to demand rule of law-based administration of justice. The impact and sustainability of interventions is dependant upon a</p>	<p><i>Strengthening demand for the rule of law:</i> At the grass roots level the joint programme contains specific confidence building measures including increasing the availability of legal aid services and awareness-raising campaigns focusing on legal rights and access to justice. To respond to broad disillusionment and scepticism of the state's capacity to deliver justice, the joint programme simultaneously aims to increase the quality of judicial service provision by improving the knowledge capacity of justice sector actors, law enforcement officials and customary leaders to resolve disputes fairly and in accordance with national law. The project team believes that such an integrated approach – which strengthens both the demand and</p>

<p>strengthening of key rule of law values both at the institutional and civil society levels.</p>	<p>supply components of judicial administration – will respond most effectively to the rule of law value deficit in Guinea-Bissau society.</p> <p>The program maintains a broad definition of rule of law and is open to new and innovative approaches to enhancing justice. The program will thus look at ways in which traditional justice mechanism can be strengthen and well as helping institutionalize alternative dispute mechanism that offer a more comprehensive justice and restorative forms of justice in addition to the traditional western retributinal legal systems. Such innovation and broad perspective is necessary because many people in the regions reject the kind of justice reforms that the western educated elite of their society is trying to impose. The program seeks means to mitigate the potential for conflict that arise for the clash of traditional vs. modern legal systems. If successful, the program will help create a greater demand for justice through the creation and institutionalization of a wider variety and more nuanced set of mechanism to address a broader range of conflicts experienced by citizens.</p>
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9. Legal Context or Basis of Relationship

The legal framework governing the joint program is the Standard Basic Assistance Agreement (SBAA) between the Government of Guinea Bissau and the UN Agencies involved in the implementation of the joint program. Please see below.

Financial Management Procedures: The standard procedures for accounting and financial reporting for direct execution, applicable to involved UN agency, will apply to this project. Those provisions must be included in all sub-contracts or sub-agreements entered into under this Project Document.

Revisions: The following types of revisions may be made to this program document, with the signature of the UN Resident Coordinator only, provided he or she is assured that the other signatories of the project document have no objections to the proposed changes:

- § Revision in, or addition of, any of the annexes of the project document;
- § Revision which does not involve significant changes in the immediate objectives, outputs or activities of the project, but are caused by the rearrangements of inputs already agreed to or by cost increases due to inflation, and;
- § Mandatory revisions that re-phase the delivery of project inputs or increased experts or other costs due to inflation or take into account expenditure flexibility.

Asset Management: Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the executing agency and its personnel and property, and of property in the executing agency's custody, rests with the executing agency. The executing agency shall:

- a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
- b) assume all risks and liabilities related to the executing agency's security, and the full implementation of the security plan.

UN agencies reserve the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

Table 3: Basis of Relationship

Participating Organization	UN	Agreement
UNDP		The programme document shall be the instrument referred to as such in Article 1 of the SBAA between the Government of Guinea -Bissau and UNDP, signed on 28/05/1975.
UNODC		The programme document shall be the instrument referred to as such in Article 1 of the SBAA between the Government of Guinea -Bissau and UNDP, acting on behalf of UNODC, signed on 28/05/1975.
UNFPA		The programme document shall be the instrument referred to as such in Article 1 of the SBAA between the Government of Guinea -Bissau and UNDP, acting on behalf of UNFPA, signed on 28/05/1975 ,
UNIFEM		The programme document shall be the instrument referred to as such in Article 1 of the SBAA between the Government of Guinea -Bissau and UNDP, acting on behalf of UNIFEM, signed on 28/05/1975.

10. Work plan and Budget

A launching workshop will be organized at the beginning of the implementation of the joint programme during which a detailed work plan for each implementing UN agency will be elaborated in collaboration with the national and international stakeholders.

Work plan for: Strengthening Justice and Security Sector Reform in Guinea -Bissau

Period: 2009

JP Outcome 1: Judicial and security sector democratic governance improved and citizen's rights better protected through legislative and normative reform										
Annual Targets	UN Organization	Activities	Timeframe				Implementing Partner	Planned Budget		
			2009					Source of funds	Budget description	Total amount (2009)
			Q 1	Q 2	Q 3	Q 4				
JP Output 1: The review of new legislation and regulatory measures in support of justice and security sector reform in line with CEDAW and women's right. MDG-F										
1 # 2 consultation workshops and 2 conferences held by June 2010 # Findings report distributed by June 2010	UNDP	Undertake consultations with key stakeholders regarding the adequacy of organic and procedural laws and policies on gender issues of relevant justice and security sector institutions					SST, NGOs, National Assembly	MDG-F	Supp, equip and commodities	2 500
								International staff	37 500	
								National staff	2 000	
								Travel	9 000	
								Personnel	48 500	
								Training	33 000	
								Contracts	17 000	
								Other costs		

							(including travel)	2 000
							Total	103 000
2 # 1 annual open debates held by the National Assembly by June 2010	UNDP	Assist the National Assembly conduct an open public debate to discuss progress on the national security sector reform agenda				National Assembly	MDG-F	Supp, equip and commodities 2 500 International staff 31 500 National staff 5 000 Travel 5 000 Personnel 41 500 Training 0 Contracts 8 000 Other costs 1 500 Total 53 500
3 # Minimum 1 law promulgated by June 2010 # 1 internal gender policy of a relevant ministry (Interior, Defence or Justice) finalized by June 2010	UNIFEM	Support the establishment of new legislation/regulatory measures related to organic and procedural laws and internal gender policies (including quotas for women representation in senior and managerial position) for security and justice sector institutions or relevant ministries .				National Assembly, relevant ministry	MDG-F	Supp, equip and commodities 3 000 International staff 6 000 National staff 5 000 Travel 5 000 Personnel 16 000 Training 10 000 Contracts 15 000

							Other costs	2 000	
							Total	46 000	
JP Output 2: Parliamentary oversight of justice and security sector reform strengthened									
4 # Assessment of oversight function conducted by February 2010	UNDP	Support the Parliamentary Commissions on Security Sector Reform and Justice issues conduct an assessment of issues relevant to their oversight role, including their gender aspects, through consultations with key stakeholders (law enforcement agencies, Ministries of Justice, Interior and Defence, Institute of Women and Children, women's organizations and civil society); public hearings on security sector oversight and studies into specific security issues, with a view to developing a strategy and modalities on security sector oversight .				National Assembly, NGOs, relevant line-Ministry	MDG-F	Supp, equip & commodities International staff National staff Travel Personnel Training Contracts Other costs Total	2 500 29 500 4 000 5 000 38 500 15 000 8 000 1500 65 500
5 # Assessment of training needs conducted by August 2009 # 25 parliamentarians trained (25 pax/training minimum of 30% women) by June 2010	UNDP	Conduct assessment of training needs of parliamentarians. Provide training to parliamentarians on the functioning of the security sector and how to exercise effective parliamentary control over the security sector and gender-sensitive budgeting				National Assembly, UNDP	MDG-F	Supp, equip & commodities International staff National staff Travel Personnel Training Contracts Other costs Total	2 500 33 500 3 000 12000 48 500 15 000 13 000 2 000 81 000

JP Output 3: Increased capacity of relevant ministries to implement the National Strategy for the Restructuring and Modernization of the Security Sector.								
6 # 150 POP law enforcement Officers from Ministry of Interior trained (including 30% women) by June 2010	UNDP	Provide technical support to the government through the Secretariat to the Steering Committee (SCC) and the Ministries of Justice, Interior and Defence in the implementation of the National Strategy for the Restructuring and Modernization of the Security Sector			SSC	MDG-F	Supp, equip & commodities International staff National staff Travel Personnel Training Contracts Other costs Total	30 000 35 500 6 000 6 000 47500 26 000 10 000 2 000 115 500
7 # Assessment of training and capacity building needs finalized by July 2009 and findings report distributed by September 2009	UNODC	Conduct assessment of skills gaps and training needs within law enforcement agencies and Ministries of Justice, Interior and Defence through consultations with senior staff and staff representatives, a review of past training conducted and cross-checked with training initiatives being implemented by other donors			SSC, relevant line Ministry	MDG-F	Supp, equip & commodities International staff National staff Travel Personnel Training Contracts Other costs	14 000 9 000 0 10 000 19 000 10 000 15 000 1 500

													Total	59 500													
8	UNODC	Provide training to law enforcement agencies and Ministries of Justice, Interior and Defence on topics, which may include but are not limited to administration reform, human resources, crime management, prosecution, GBV studies, conflict resolution, human rights and international law						SSC, relevant line-ministry, EU ESPD mission	MDG-F	Supp, equip & commodities	14 000	International staff	12 000	National staff	5000	Travel	12 000	Personnel	29 000	Training	12 000	Contracts	3750	Other costs	2000	Total	60 750
9	UNODC	Support the Ministry of the Interior develop a strategy regarding the management of public security, crime and violence including sexual and gender based violence (taking specific account of gender issues) and a public awareness campaign on the strategy covering Bissau and 4 regions						Ministry of Interior, SSC	MDG-F	Supp, equip & commodities	14 000	International staff	1 000	National staff	5 000	Travel	9 000	Personnel	15 000	Training	19 000	Contracts	10 000	Other costs	3000	Total	61 000

<p>10 # 100 judges, lawyers and magistrate from Ministry of Justice trained (including 30% women) by June 2010</p>	<p>UNDP</p>	<p>Provide training to the Ministries of Justice judiciary personnel</p>				<p>Ministry of Interior, Ministry of Justice, SSC</p>	<p>MDG-F</p>	<p>Supp, equip & commodities International staff National staff Travel Personnel Training Contracts Other costs Total</p>	<p>2500 40 500 9000 7000 56 500 19 000 6 500 1 500 86 000</p>
<p>11 # Information material disseminated to 3000 beneficiaries, 8 radio broadcasts and 4 newspapers articles published by June 2010 # 3 mobile theatre performances in Bissau and 4 regions by June 2010 # 2 information dissemination workshops by June 2010 # 1 consultation workshops by June 2010</p>	<p>UNDP</p>	<p>Support the National Secretariat to the Steering Committee to conduct public awareness-raising activities, with a specific focus on gender issues, regarding the National Strategy for the Restructuring and Modernization of the Security Sector covering beneficiaries in Bissau and 4 regions. Campaigning should include information material (pamphlets, posters and frequently asked questions); radio broadcasts (including interviews with experts); print media; mobile theatre; and information and dissemination workshops involving representatives from civil society and women's organizations, political parties, media organizations and security personnel .</p>				<p>SST / women's organizations / NGOs</p>	<p>MDG-F</p>	<p>Supp, equip & commodities International staff National staff Travel Personnel Training Contracts Other costs Total</p>	<p>9500 36 500 10 000 10 000 56 500 6 000 12 000 1 500 85 500</p>
<p>12 # Strategy of GBV approved by June 2010 .</p>	<p>UNFPA</p>	<p>Support the Ministries of Interior, Defence, Justice, Defence, Health and Solidarity jointly develop a national strategy on the elimination of G BV in</p>				<p>Relevant line Ministry, women's</p>	<p>MDG-F</p>	<p>Supp, equip & commodities International staff</p>	<p>4 000 20 000</p>

		consultation with relevant civil society and women's organizations				organiza tions		National staff	0
								Travel	6 000
								Personnel	26 000
								Training	5 000
								Contracts	10 000
								Other costs	3 000
								Total	48 000
JP Outcome 2: Access to justice services for the poor improved, with special focus on women									
JP Output 1: Enhanced access to justice services, particularly for vulnerable populations including w omen.									
13 # Review of legislation and five consultation conducted and findings reports distributed by June 2010	UNDP	Conduct participatory assessment of existing legislation, customary justice mechanisms, court and law enforcement practices and capabilities with respect to the legal needs and availability of legal services for vulnerable populations, particularly women through consultations with representatives of relevant ministries, law enforcement, judges, lawyers, civil society and women's organiza tions and communities in Bissau and four regions				Ministry of Justice / SSC/ civil society	MDG-F	Supp, equip & commodities	2 000
								International staff	38 500
								National staff	6 000
								Travel	13 000
								Personnel	57 500
								Training	10 000
								Contracts	5 000
								Other costs	1 500
								Total	76 000

<p>14 # Financial support, equipment delivered and training provided to all staff of civil society and women's organizations</p>	UNFPA	<p>Strengthen 5 women's and civil society organizations in Bissau and regional areas in their capacity to provide legal counselling and conflict resolution services to vulnerable populations particularly the poor and women through financial support, provision of equipment (office, telecommunications equipment, legal resources, etc.) and training on GBV, women's legal rights, family law, land and criminal matters</p>					<p>Women's organizations</p>	MDG-F	<p>Supp, equip & commodities International staff National staff Travel Personnel Training Contracts Other costs Total</p>	<p>33 000 0 9 000 39 000 48 000 40 000 37 500 5 000 163 500</p>
<p>15 #50 persons trained through 1 training sessions by June 2010 with a quota of 30% women participation</p>	UNIFEM	<p>Provide training to civil society and women's organizations, journalists/reporters, legal authorities (judges, lawyers and police officers), customary leaders and paralegals on topics including GBV, women's legal rights including the CEDAW, family law, land, criminal matters, conflict resolution, mediation, negotiation and human rights</p>					<p>Women's organizations, Ministry of Justice</p>	MDG-F	<p>Supp, equip & commodities International staff National staff Travel Personnel Training Contracts Other costs Total</p>	<p>3 000 8 000 7 000 14 000 29 000 20 000 7 500 2 000 61 500</p>
<p>16 # 1 legal aid clinic in Bissau opened by June 2010 and one legal aid office in one region</p>	UNDP	<p>Establishment of 1 legal aid clinic at the Faculty of Law (Bissau) to provide legal counselling and representation to vulnerable groups (especially</p>					<p>University, Ministry of</p>	MDG-F	<p>Supp, equip & commodities International staff</p>	<p>48 000 38 440</p>

		women) on issues including GBV, women's legal rights, family law, land criminal matters. Further 4 legal aid offices in 4 chosen legal district courts (June 2012)				Justice, NGOs		National staff	7 000
								Travel	10500
								Personnel	55 940
								Training	0
								Contracts	35 000
								Other costs	2 000
								Total	140 940
17 #Information material disseminated to 1000 beneficiaries, 2 radio broadcasts and 1 newspapers articles published by June 2010	UNIFEM	Support a community legal awareness campaign covering beneficiaries in Bissau and 4 regions focusing on citizens rights and how to access legal aid services through information material (including pamphlets, posters and frequently asked questions), radio broadcasts (including, interviews with experts) and print media.				NGOs, Ministry of Justice, SSC	MDG-F	Supp, equip & commodities	6 000
								International staff	6 500
								National staff	5 000
								Travel	4 000
								personnel	15 500
								Training	0
								Contracts	6 000
								Other costs	1 500
								Total	29 000
M&E Costs (UNDP, expenditure category <i>other direct costs</i>)									48 110
TOTAL PLANNED BUDGET (without agency management costs)									1 384 300
UNDP without AMC									855 050
UNDP AMC									59 853

UNDP total	914 903
UNFPA without AMC	211 500
UNFPA AMC	14 805
UNFPA total	226 305
UNIFEM without AMC	136 500
UNIFEM AMC	9 555
UNIFEM Total	146 055
UNODC without AMC	181 250
UNODC AMC	12 688
UNODC Total	193 938
Total with out AMC	1 384 300
TOTAL JP COST (year 1)	1 481 201

Summary budget for the AWP (year 1)					
	UNDP	UNFPA	UNIFEM	UNODC	TOTAL
1.1. Supplies, commodities equipment and transport	102000	37 000	12 000	42 000	193 000
1.2. Personnel	450 940	74 000	60 500	63 000	648 440
1.3. Training of counterparts	124 000	45 000	30 000	41 000	240 000
1.4. Contracts	114 500	47 500	28 500	28 750	219 250
1.5. Other direct costs	63610	8 000	5 500	6 500	83 610
Total Direct Costs	855 050	211 500	136 500	181 250	1 384 300
2.0. UN Agency Indirect cost (7%)	59853	14805	9555	12688	96 901
Grand Total	914 903	226 305	146 055	193 938	1 481 201

Budget				
1.1. Supplies, commodities, equipment and transport				
Agency	Description	Unit Cost	Units	Total
UNDP	Office supplies, printing and dissemination of reports	1300/month	36	46800
	Shipments	1000/time	9	9 000
	Vehicles, computers, printers, office equipments	179 905	1	179 905
Total UNDP				235705
UNIFEM	Office supplies, printing and dissemination of reports	10 000	1	10000
	shipments	1000/time	3 times	3000
	Vehicles, computers, printers, office equipments	35000	1	35000
Total UNIFEM				48000
UNODC	Office supplies printing and dissemination of reports	10 000	1	10000
	Shipments	1000/time	4 times	4 000
	Vehicles, computers, printers, office equipments	73 010	1	73 010
Total UNODC				87 010
UNFPA	Equipment centres prevention & F/U violence survivor	37 000	1	37 000
Total UNFPA				37 000
TOTAL SUPPLIES				407 715
1.2. Personnel				
UNDP	CPR Coordinator ALD 5	257440/ year	3 year	772 320
	International consultant (gender)	500/day	60 days	30 000
	International consultant (Dialogue)	500/day	35 day	17 500
	International consultant (TA to parliament)	500/day	35 day	17 500
	International consultant (assessments and research)	500/day	65 day	32 500
	International consultant (training design)	500/day	57 day	28 500
	international consultant (coordination strengthening)	500/day	18 days	9 000

	Driver	20000/year	3 year	60 000
	National consultant (dialogue)	150/day	80 day	12 000
	National consultant (TA to parliament)	150/day	80 day	12 000
	National consultant (assessments and research)	150/day	160 day	24 000
	National Consultants (training design)	150/day	320 day	48 000
	National Consultants (coordination strengthening)	150/day	44 day	6 600
	International and national travel	70000/ year	3 year	210 000
Total UNDP				1 279 920
UNFPA	International consultants (development of a GBV strategy)	500/day	40 days	20 000
	National staff	150/day	60 days	9 000
	International and national travel	15 000/ year	3 year	45 000
Total UNFPA				74 000
UNIFEM	International consultant (law formulation)	500/ day	40 days	20 000
	International consultant (training design)	500/day	24 days	12 000
	International consultant (medi a campaign)	500/ day	40 days	20 000
	International consultant (gender)	500/day	60 days	30 000
	National staff (law formulation)	150/day	150 days	22 500
	National staff (training design)	150/day	180 days	27 000
	National staff (media campaign)	150/day	123 days	18 500
	International and national travel	30666,66/year	3	92 000
Total UNIFEM				242 000
UNODC	International consultant (needs assessment)	500/ day	18 day	9 000
	International consultant (training)	500/ day	102 days	51 000
	National staff	150/day	233 days	35 000
	International and national travel	28333.333/year	3 year	85 000
Total UNODC				180 000
TOTAL PERSONNEL				1 775 920
1.3. Training				
UNDP	Workshops and training	120/day-person	2642 d-p	317 000
Total UNDP				317 000
UNFPA	Workshops and t raining	120/day-person	375 d-p	45 000
Total UNFPA				45 000
UNIFEM	Workshops and training	120/day-person	1000 d-p	120 000
Total UNIFEM				120 000
UNODC	Workshops and training	120/p-d	1250 d-p	115 000
Total UNODC				115 000
TOTAL TRAINING				597 000
1.4. Contracts				
UNDP	ONGs, INEP, WANEP, HR, MSS, PLACON and contracts to be awarded on a competitive basis	105000/ year	3 year	315 000
Total UNDP				315 000
UNFPA	ONGs, (RENLUV, REMAMP, media, data collection) and contracts to be awarded on a competitive basis	47500/year	1 year	47 500

Total UNFPA				47 500
UNIFEM	Contracts with ONGs (law formulation)	20000/year	3 year	60 000
	Contracts with ONGs (training design)	10000/year	3 year	30 000
	Contracts with ONGs (media campaign)	8000/ year	3 year	24 000
Total UNIFEM				114 000
UNODC	Contracts with ONGs and on a competitive basis	20000/year	3 year	60000
Total UNODC				60 000
TOTAL CONTRACTS				536 500
1.5. Other direct costs				
UNDP	management, furniture, communication and bills	14222,33/year	3 year	42 667
	M&E (4% + 50000)	194330	1	194330
Total UNDP				236 997
UNFPA	management, furniture, communication and bills	2666,667/year	3 year	8000
Total UNFPA				8000
UNIFEM	management, furniture, communication and bills	7333,33/year	3 year	22000
Total UNIFEM				22000
UNODC	management, furniture, communication and bills	6166,67/year	3 year	18500
Total UNODC				18500
TOTAL Other direct costs				285 497
TOTAL (without agency management support)				3 602 632
Agency management support				252 184
TOTAL				3 854 816