

**SECRETARY-GENERAL'S PEACEBUILDING FUND
PROJECT DOCUMENT TEMPLATE**



United Nations
Peacebuilding

PBF PROJECT DOCUMENT

(Length: Max. 12 pages plus cover page and annexes)

Country: Guinea-Bissau		
Project Title: Strengthening the justice and security sector response to drug trafficking and transnational organized crime to reduce insecurity in Guinea-Bissau		
Project Number from MPTF-O Gateway (if existing project): PRF 00119444		
PBF modality:	project	If funding is disbursed into a national or regional trust fund (instead of into individual recipient agency accounts):
<input type="checkbox"/> IRF		<input type="checkbox"/> Country Trust Fund
<input checked="" type="checkbox"/> PRF		<input type="checkbox"/> Regional Trust Fund
Name of Recipient Fund:		
List all direct project recipient organizations (starting with Convening Agency), followed type of organization (UN, CSO etc): UNDP, UNODC		
List additional implementing partners, Governmental and non-Governmental; Ministry of Justice and Human Rights, Ministry of Interior and Public Order, Ministry of Women, Family and Social Solidarity , the Magistrate Councils, Supreme Court of Justice, Office of the Prosecutor General , Judicial Police, Public Order Police (POP), National Guard (NG), Transnational Crime Unit (TCU), AIRCOP Joint Airport Interdiction Task Force (JAITF), INTERPOL, National Committee to Prevent Trafficking in human being, Financial Intelligence Unit (CENTIF) , Institute of Women and Children (IMC), National Committee to Prevent Trafficking in Human Being (CNPTSH) , Association of Women Jurists (AMJ –GB) , Guinean League of Human Rights (LGDH), Civil Society Observatory of Illicit Economies (Global Initiative/TOC) , Association of Teachers of Islam (API) , Civil Society Organization (CSOs) in Bissau, Gabu and Buba and youth and volunteers networks.		
Expected project commencement date¹: 1 December 2019		
Project duration in months:² 25 months+ 6 months extension+30 months = 61 months		
Geographic zones (within the country) for project implementation: Entire country		
Does the project fall under one of the specific PBF priority windows below:		
<input type="checkbox"/> Gender promotion initiative		
<input type="checkbox"/> Youth promotion initiative		
<input checked="" type="checkbox"/> Transition from UN or regional peacekeeping or special political missions		
<input type="checkbox"/> Cross-border or regional project		
Total PBF approved project budget* (by recipient organization):		
Phase I (Jan 20 – Aug 22)	Phase II (Aug 22 –Feb 25)	Total
UNDP: \$ 963,000	Cost extension: \$ 1,310,750	\$ 2,273,750
UNODC: \$ 802,500	Cost extension: \$ 989,250	\$ 1,791,750
IOM: \$ 235,400	Cost extension: \$ N/A	\$ 235,400
Total: \$ 2,000,900	\$ 2,300,000	\$ 4,300,900
*The overall approved budget and the release of the second and any subsequent tranche are conditional and subject to PBSO's approval and subject to availability of funds in the PBF account. For payment of second and subsequent tranches the Coordinating agency needs to demonstrate expenditure/commitment of at least 75% of the previous tranche and provision of any PBF reports due in the period elapsed.		

¹ Note: actual commencement date will be the date of first funds transfer.

² Maximum project duration for IRF projects is 18 months, for PRF projects – 36 months.

Any other existing funding for the project (amount and source): UNDP will provide one international P5 (part-time),

PBF 1st tranche	PBF 2nd tranche	PBF 3rd tranche	PBF4rd tranche
(70%):	(30%):	(60%):	(40%)
UNDP: \$ 674,100	UNDP: \$ 288,900	UNDP: \$ 786,450	UNDP: \$ 524,300
UNODC: \$ 561,750	UNODC: \$ 240,750	UNODC: \$ 593,550	UNODC: \$ 395,700
IOM: \$ 235,400	IOM: N/A	IOM: N/A	IOM: N/A
Total: \$ 1,471,250	Total: \$ 529,650	Total: \$ 1,380,000	Total: \$ 920,000
			<p>The payment of the 4th tranche is subject to the completion of the following requirements:</p> <ul style="list-style-type: none"> a) AWP & updated budget, M&E plan, and baseline studies developed and approved by the Secretariat. b) Project team fully on board c) 75% of expenditure of 3rd tranche

Two-three sentences with a brief project description and succinct explanation of how the project is time sensitive, catalytic, and risk-tolerant/ innovative:

Following the project phase 1 completion and building on results and lessons, Phase II of the project will continue to strengthen the Guinea-Bissau's response and resilience to Drug Trafficking and Transnational Organized Crime (DTCO), as key contributor to the country's fragility. This will be done by reinforcing justice and law enforcement agencies' technical capacity and coordination, and support to their constructive engagement with communities and the civil society, contributing greater confidence between them and more effective responses to DTCO.

In particular, the project will support a community-based approach to crime prevention through support to model police stations and community policing. In addition, the project will help the Government to advocate and better plan and mobilize resources to respond to DTCO and engage with other partners. Finally, the phase II of the project will include a dedicated focus on anti-corruption strategies.

Summarize the in-country project consultation and endorsement process prior to submission to PBSO, including through any PBF Steering Committee where it exists, including whether civil society and target communities were consulted and how:

The priorities and activities identified within this project are the result of the continued interactions particularly through the Justice working group between UNDP, UNODC, and the national partners.

In preparation of the project cost-extension, several consultation and meetings have been organized with the national partners particularly the main beneficiaries, including justice institutions and law enforcement agencies (LEA) with the purpose to identify key priorities and the main stakeholders.

Discussions at a highest political level (ministerial) were initiated, and will be pursued further, as appropriate, considering the current, political context.

Project Gender Marker score: 2³
 Specify % and \$ of total project budget allocated to activities in direct pursuit of gender equality and women’s empowerment:
 Phase I (Gender marker score 1) 17 % equivalent to \$ 343,068 and Phase II (Gender marker score 2) 30,58% equivalent to \$ 703,325 of the cost extension.
 The total amount (Phase I and Phase II) of 1,046,393 USD equivalent to 24,33% of the full total project budget (4,300,900 \$).
 The phase 2 will continue the people-centred approach developed during the first phase, within the activities dedicated to community awareness regarding the risk of drug trafficking and organized crime, child trafficking protection, community-policing, which will all promote and help enable inclusive and active participation of women and youth. In addition, the project will ensure gender responsiveness to all the infrastructure supported by the project, including the installation of Model Police Station in Gabu, the four border posts, and the Judiciary police outpost in Bafata.

Project Risk Marker score: 2⁴

Select PBF Focus Areas which best summarizes the focus of the project (*select ONLY one*):
1.2⁵

If applicable, **UNDAF outcome(s)** to which the project contributes:
 Outcome 1: State institutions including defence, security and justice consolidate stability and the rule of law, democratic participation and equitable access to opportunities for all.

If applicable, **Sustainable Development Goal** to which the project contributes: Sustainable Development Goal 16: “Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.”

If applicable, **National Strategic Goal** to which the project contributes:

	<p>If it is a project amendment, select all changes that apply and provide a brief justification: Extension of duration: <input checked="" type="checkbox"/> Additional duration in months (number of months and new end date): 30 months, 1 February 2025 Change of project outcome/ scope: <input type="checkbox"/> Change of budget allocation between outcomes or budget categories of more than 15%: <input type="checkbox"/> Additional PBF budget: <input checked="" type="checkbox"/> Additional amount by recipient organization: UNDP \$ 1,310,750 and UNODC \$ 989,250 (Total: USD 2,300,000)</p>
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³ **Score 3** for projects that have gender equality as a principal objective and allocate at least 80% of the total project budget to Gender Equality and Women’s Empowerment (GEWE)
Score 2 for projects that have gender equality as a significant objective and allocate at least 30% of the total project budget to GEWE
Score 1 for projects that contribute in some way to gender equality, but not significantly (less than 30% of the total budget for GEWE)
⁴ **Risk marker 0** = low risk to achieving outcomes
Risk marker 1 = medium risk to achieving outcomes
Risk marker 2 = high risk to achieving outcomes
⁵ **PBF Focus Areas** are:
 (1.1) SSR, (1.2) Rule of Law; (1.3) DDR; (1.4) Political Dialogue.
 (2.1) National reconciliation; (2.2) Democratic Governance; (2.3) Conflict prevention/management.
 (3.1) Employment; (3.2) Equitable access to social services
 (4.1) Strengthening of essential national state capacity; (4.2) extension of state authority/local administration; (4.3) Governance of peacebuilding resources (including PBF Secretariats)

Brief justification for amendment:



With the support of Phase I of this project, important achievements were made in the fight against CDTOC, including the adoption of the National Integrated Plan to Combat Drugs, Organized Crime and Risk Reduction (2020-2026 Guinea-Bissau's NISP), elaborated with UNODC's technical assistance, the National Strategic Plan against Trafficking in Human Beings (with IOM technical assistance), and the adoption of the National Anti-Corruption strategy, elaborated with UNDP technical assistance, and adopted in April 2022 by the Government. All this reflects the national authorities' strong engagement and political will to tackle drug trafficking and transnational organized crime and its continued impact on the country's stability. Furthermore, after the attempted 'coup d'état' that took place in February 2022, the Government again has re-confirmed that the combat drug trafficking and organized crimes remains a priority.

The second phase of the project will thus allow the UN to continue supporting the country's CDTOC efforts, focusing on translating the reforms and policies undertaken in phase I into more effective, better coordinated, and integrated responses to the DTOC, engaging various key justice and rule of law institutions, working closely with the communities and promoting community-centered approaches.

In addition, as part of the Phase II period, final infrastructure completion from Phase I will be finalized and the small remaining funds from the Phase I (85,000 USD) will be dedicated to support the construction (UNDG BC 4. Contractual Service- 60%) and equipment (UNDG BC 3. - 40%) of the Judicial Police Outpost in Bafata.

Note: If this is an amendment, show any changes to the project document in RED colour or in TRACKED CHANGES, ensuring a new result framework and budget tables are included with clearly visible changes. Any parts of the document which are not affected, should remain the same. New project signatures are required.

PROJECT SIGNATURES:

<p>Recipient Organization(s)⁶</p> <p>Tjark Marten Egenhoff Signature</p> <p>[Redacted Signature]</p> <p><i>Resident Representative United Nations Development Programme (UNDP)</i> Date & Seal 28/09/2022</p>  <p>Amado Philip de Andrés Signature</p> <p>[Redacted Signature]</p> <p><i>Regional Director United Nations Office on Drug and Crime (UNODC)</i> Date & Seal 29 September 2022</p> 	<p>Representative of National Authorities</p> <p>Teresa Alexandrina da Silva Signature</p> <p>[Redacted Signature]</p> <p><i>Minister of Justice and Human Rights</i> Date & Seal</p> 
<p>Head of UN Country Team</p> <p>Anthony Ohemeng-Boamah Signature</p> <p>[Redacted Signature]</p> <p><i>Resident Coordinator</i> Date & Seal</p> 	<p>Peacebuilding Support Office (PBSO)</p> <p>Elizabeth Spehar Signature</p> <p>[Redacted Signature]</p> <p><i>Assistant Secretary-General for Peacebuilding Support</i> Date & Seal 03/10/2022</p>

⁶ Please include a separate signature block for each direct recipient organization under this project.

I. Peacebuilding Context and Rationale for PBF support (4 pages max)

a) A brief summary of conflict analysis findings -

a.1 Overview of context

Guinea-Bissau is emerging from cycles of instability and power struggles that have weakened State institutions and the social contract. Today, the country is facing political turmoil after the attempted 'coup d'état' attributed to a group of drug traffickers that took place in February 2022, the dissolution of the parliament in May 2022 and the appointment of a new transitional government in June 2022 to prepare the legislative electoral process expected by December 2022 showcasing the findings of the 2019 Conflict Analysis: CDTOC-Corruption-Political instability “ As impunity, transnational organized crime, which flourish with informal economy and weak institutions, is a driver of conflict, being at the same time cause and consequence of political instability in Guinea-Bissau, and contributes to impunity in Guinea-Bissau”⁷.

Since early 2000s, the country has become associated with high levels of illicit activity, particularly drug trafficking. The 2019 Conflict Analysis of the United Nations in Guinea-Bissau, validated by the Government in November 2020, found that there are structural conflict factors at the political, institutional, security and economic levels that have not been addressed and have been further aggravated by successive crises. Also, the same 2019 UN Conflict Analysis, identified the drug trafficking and organized crimes (DTOC) as one of the three main drivers of instability in the country and, consequently categorized as one of the eight major peacebuilding priorities.

The coastal topography of the country, composed of an archipelago of 88 mangrove- and palm-fringed islands, provided an ideal setting for the conduct of illicit activities and created the conditions for the country to be an attractive hub for transnational organized crime and drug trafficking. Limited State presence, porous borders and its linguistic and cultural ties to Brazil, Cabo Verde and Portugal have also played a role in Guinea-Bissau positioning along the transshipment routes from South America to West African and Europe.

Transnational organized crime networks, especially drug trafficking connected to sub-Saharan, Latin American, and European networks, have impacted Guinea-Bissau's political stability and consequently, keeping the national institutions weak and vulnerable. Nowadays, Guinea-Bissau continues to serve as a landing point and transit hub for international drug trafficking and other forms of transnational organized crime. As highlighted in the *UNODC World Drug Report 2021* and recent media reports, the coastal countries stretching from Senegal through Gambia and Guinea Bissau to Guinea are once again operating as a major corridor for Latin America cocaine flowing through West Africa to markets in Europe. At the global level, the report notes an overall increase of 90 per cent between 2009 and 2019 of seizures in the quantities of cocaine by sea shipment, a trend that seems to have continued in 2022.

From 2011 to 2019, in Guinea-Bissau, national authorities seized 2772 kg of cocaine and arrested 120 couriers. The largest seizures have been conducted in 2019 by the Judicial Police (JP), with the support of the Transnational Organized Crime Unit (TCU), during two complex operations assisted by the United Nations: 9 March 2019 - *Operation Carapau* resulting in the seizure of 789 kg of cocaine; 2 September 2019 - *Operation Navara* resulting in the largest ever seizure of 1869 kg of cocaine. In November 2021, six individuals were arrested for drug trafficking in a case which involved up to 900 kg of cocaine (the drugs were not seized). The trafficking operation involved nationals from Colombia, Guinea-Bissau, and Mali. They were judged and condemned although the sentences were reduced by the second instance.

⁷ 2020 Conflict Analysis and peacebuilding Priorities, p.38

The Country is also a transit country for cannabis, particularly marijuana, produced in neighbouring countries and bound for destination markets in Europe. Small quantities of cannabis are produced in Guinea Bissau as well, reportedly along its border with Senegal.⁸

In Guinea-Bissau, like in the West African region, the cocaine trafficking must be seen in the context of localized political economies. While illicit flows may be global, their control and impact are always dependent on local patterns of criminal protection and control. The illicit economy has been a key contributor to influencing political instability in the country. This includes selling licenses for forestry and fisheries exploitation, the protection of the cocaine through-trade, and agreements around mining, tax avoidance and protecting cocaine shipments for payment. Few local people benefit from these deals, which could negatively impact ordinary people in the future. As political crisis unfolded, further negatively impacting on the country's formal economy, the Guinea-Bissau's elite have become increasingly reliant on such external sources of funding and illicit trade, while ordinary people, particularly in the rural areas, see less and less evidence of State-provided services and benefits from government.

Consequently, transnational organized crime is keeping Guinea-Bissau weak, vulnerable and dependent. The fragility of the State is both a cause and a consequence of deficits in accountability, long-standing impunity, and the expansion of illegal trafficking in Guinea-Bissau. The challenges that weak and dysfunctional justice and security institutions pose, including impairing the ability of the State to extend public services within its boundaries and provide effective security and judicial system response to illegal activities, enabled the creation of a context for transnational criminality to flourish, especially cocaine trafficking and human trafficking. The crimes of human trafficking and migrant smuggling are also occurring in Guinea-Bissau, affecting vulnerable populations, especially women and children. Unfortunately, primary data on the scale of the issue are not available nor gathered by national authorities.

As indication of the problem and its importance, since June 2017 IOM supported the return of more than 731 Bissau Guinean migrants (among them there were 21 women and 14 children of which 6 were girls) who embarked in irregular migration through the Central Mediterranean routes. Most of them initiated the journey through the support of smugglers (INEP, 2019) and more than 90% of them were also victims of severe human rights violations and sometime trafficking during the perilous journey of the Central Mediterranean route. There is no analysis on the nature of human smugglers networks and modus operandi in Guinea Bissau, but the mere presence of the crime is a manifestation of the fragility of border control and rule of law in the country. According to 2018 UNODC *Global Report on Trafficking in Persons*, most of the detected trafficking victims in sub-Saharan Africa continue to be children and that child trafficking is far more commonly detected in West Africa than in the rest of sub-Saharan Africa⁹. Since the entering into force of the law of 2011 on human trafficking, only 5 cases went to court, and none were sentenced.

The Country has taken some steps to address trafficking, including initiating more investigations and continuing to identify child forced begging victims. However, the government continued with limited resources to improve the situation. Public Law 12/2011 criminalized sex trafficking and labor trafficking and prescribed penalties of three to 15 years' imprisonment and the confiscation of any proceeds from the crime. The National Authorities sustained the political will but allocated limited resources to comprehensively combat human trafficking. In 2021, 34 trafficking cases were investigated, including eight forced begging and 26 sex trafficking cases¹⁰.

⁸ UNODC Gap Assessment Report, 2022.

⁹ 2018 UNODC *Global Report on Trafficking in Persons* p. 80: https://www.unodc.org/documents/data-and-analysis/glotip/2018/GLOTiP_2018_BOOK_web_small.pdf

¹⁰ <https://www.state.gov/reports/2021-trafficking-in-persons-report/guinea-bissau/>

Unprecedented illicit profits from organized criminal activity and persistent precarious economic growth generate few incentives for a segment within the civilian and military authorities to comply with rule of law, human rights, and good governance standards, which are imperative for achieving structural and institutional changes to firmly engage in agreed reforms in justice, administration, or security sectors. This resonates the effects of corruption in depriving the State of resources and in deepening the divide between the State and its citizens. The penetration of criminal interests in State structures feeds into the resentment of populations over a culture of impunity. For instance, in many cases drug smugglers were sent to court, convicted, and later released following a reduction of the sentence¹¹. The issue of giving suspended sentences to drug traffickers after conviction by court is also a great concern in Guinea Bissau¹².

The mistrust of people in justice also reflects findings that ranked Guinea-Bissau of 162 out of 180 perceived corrupt countries in the world¹³. Corruption fuels the culture of impunity and erodes the rule of law, the social contract the capacities accountability and even legitimacy of State structures in Guinea-Bissau.

The root causes of Guinea-Bissau's chronic political instability have been the object of thorough analytical scrutiny by the United Nations System. All analyses converge to recognize the reality of a complex, intertwined web of numerous factors and causalities underpinning Guinea-Bissau's structural fragility and proneness to cyclical conflicts.

Multiple repercussions range from: (i) corruption and the prevalence of an entrenched culture of impunity – generating in turn a profound mistrust in State institutions, subsequently fuelling a widening chasm between Guinea-Bissau's political and military elite and the broader population; to (ii) increasing drug consumption phenomena, not only affecting individual lives and families, but also entire communities (in a context of under-resourced healthcare services, ill-equipped to face growing demands for drug treatment and care), and eventually, any real prospects for long-term, sustainable development.

Regarding gender aspects, transnational organized crime, including drug trafficking, impacts both men and women. In recent years, closer attention has been paid to the role of women in organized crime activity in Guinea-Bissau¹⁴. Globally, women have been found to be leaders in organized criminal groups, including organizers of criminal activities and equal partners in crime. They have also been found to assume assistant and supporting roles, subordinate to male criminals as stable and often central support systems. Such tasks have included acting as drug mules or taking care of the finances of the organized criminal group. There are no real indications of how drug traffickers are recruited or how people perceive drug lords however given the level of poverty many young people seem attracted to drug trafficking for quick financial wins it can provide¹⁵.

Other analysts have found considerable evidence that women had knowledge and awareness of the criminal affiliations of their male counterparts, and in some cases were active participants in maintaining and concealing criminal activity. Specifically, female participation

¹¹ Four cocaine smugglers were sent to court and convicted in 2018; however, their sentence was later suspended, and they were released from prison

¹² In May 2022 a smuggler arrested during the operation RED was convicted of drug trafficking, but the sentence was suspended.

¹³ Transparency International: <https://www.transparency.org/en/cpi/2021/index/gnb>

¹⁴ Considering airport drug seizures in Guinea-Bissau for the period 2011-2019, 7% of 120 couriers were women

¹⁵ Recently a community Radio reported that many young people see the drug dealers in a good light because they have material wealth, gold chains, drive nice cars and have a life style that many young people crave. They report a split in youth between those who want material things and those who see the traffickers and their life style as negative.

in the drug trade is on the rise worldwide, especially among women who lack education, economic opportunity, or have been victims of abuse.

In trafficking in person's cases, women sometimes play a role of the intermediary between perpetrators and victims, often through a transition from the status of trafficked person to one of recruiting new victims¹⁶. As for the so-called “*talibés* children”, it is the parents who voluntarily surrender their children into the hands of alleged Islamic teachers mainly in the eastern region as Oio and Gabu which are exposed to the highest poverty rates in the country.

Another severe, less visible though highly detrimental, consequence of TOC and drug trafficking has been the impact of the illicit proceeds of crime on Guinea-Bissau's politics. Suspicions that drug money is used to fund political campaigns have been corroborated by a growing body of anecdotal evidence and testimonies. The absence of any framework governing the funding of political parties and electoral campaigns can only reinforce such suspicions. While the “narco-state” label that has been circulated in the media for some time would be a simplistic, potentially misleading shortcut, this reported use of tainted resources, if ascertained, would not only constitute a dangerous poison for Guinea-Bissau's democratic life, but could also exacerbate factionalism, and potentially open the Pandora's box of electoral violence¹⁷.

a.2. Current institutional capacities

The country has several institutions in charge of the fight against drugs trafficking and organized crime, such as:

Judiciary Police (JP) The Judiciary Police is the only Law Enforcement Agency with delegated competence by law (LOIC - Law of Organization of Criminal Investigation) to investigate serious crimes, such as all kinds of trafficking, terrorism, corruption, money laundering, criminal organizations, transnational crimes, etc. It should be noted that the investigation, despite the JP operational autonomy, is always under the authority of the Prosecutor's Office. JP works under the Ministry of Justice (MoJ).

Transnational Crime Unit (TCU) is a specialized inter-agency law enforcement unit with task to collect and analyze information on organized crime and produces national operational intelligence in order to support complex crime investigations. The TCU is established by inter-ministerial decree signed by the Minister of Justice, the Minister of Interior and the Minister of Finance in December 2010 in the framework of the United Nations West Africa Coast Initiative (WACI) implemented by UNODC. The Memorandum of Understanding, signed by the Ministers of Justice, Interior and Finance, is the only document under which TCU acts.

Superior Council for Police and Internal Security Coordination (COSIPOL) is the coordination platform for intelligence sharing amongst all law enforcement institutions on combating drug trafficking and transnational organized crime that affects the internal security of the country. It is intended to strengthen coordination amongst key internal security stakeholders and, in collaboration with international partners, deliberate on strategic advice and technical support towards effective, responsive, professional and accountable police with special emphasis on effective and efficient intelligence gathering mechanism in the combat of drug trafficking and transnational organized crime.

Célula Nacional de Tratamento da Informação Financeira (CENTIF) is the financial intelligence unit of Guinea-Bissau created by Decree no. 1/2006 and reports directly to the Ministry of Finance and Economy. CENTIF undertakes core anti-money laundering and counter terrorism financing (AML/CFT) functions. The Unit is responsible for combating

¹⁶ Arsovska and Allum, 2014; Global Initiative Secretariat, 2017; Pizzini-Gambetta, 2014; UNODC, 2016

¹⁷ An escalation which would illustrate this notion a TOC-conflict nexus that has recently emerged in peacebuilding literature. Cf. for instance: *The New Deal's peacebuilding and statebuilding goals and organized crime*, International Alert, August 2013: <https://reliefweb.int/report/world/new-deals-peacebuilding-and-statebuilding-goals-and-organized-crime> ; *Crime and Conflict: The new challenge for peacebuilding*, International Alert, August 2014: <https://www.international-alert.org/publications/crime-and-conflict>.

money-laundering, financing of terrorism and weapons of mass destruction (WMD). All financial institutions in the country have the obligation to inform CENTIF of suspicious financial activity.¹⁸

Joint Airport Interdiction Task Force (JAITF) of Guinea-Bissau is an inter-agency law enforcement unit established by inter-ministerial Memorandum of Understanding and operational at the airport of Bissau since 2018. The JATIF, established under the Airport Communication project (AIRCOP), implemented by UNODC in partnership with INTERPOL and the World Customs Organization (WCO), is a specialized unit in charge of detecting and intercepting drugs, other illicit goods, terrorism prevention and high-risk passengers at airport settings.

National Central Bureau of International Police Organization INTERPOL has the role to facilitate cooperation between national LEAs and other police forces in the world, facilitating cross-border investigations and international police cooperation, feeding INTERPOL criminal databases.

Security Information System (SIS) is a specialized unit to collect (information and intelligence gathering) and produce information related to internal security of Guinea-Bissau and has no competence for investigation. SIS works under the direction of the Prime Minister.

National Guard (NG) is the national LEA in charge of customs and border patrol. NG is responsible for providing security and protection along the national borders and in the territorial waters, to control flow of the people and goods at the entry/exit points from/to Guinea-Bissau, provide public peace and order and general safety in the rural areas of the country and to enforce traffic rules and regulations within Guinea-Bissau. NG works under the Ministry of Interior (MoI).

Public Order Police (POP) is the national LEA responsible for providing public peace and order and general safety, to enforce traffic rules and regulations, to investigate minor criminal cases in the urban areas and to work on the general crime prevention. POP works under the Ministry of Interior (MoI).

The Ministry of Justice (MJ) and Ministry Interior are the government departments in charge of coordinating the fight against drug-trafficking strategy as well as supervising the various services engaged in the fight against drug trafficking and organized crime.

The Inter-Ministerial Drug Commission: Coordination mechanism established by law in 1994 with the role to coordinate key institutions.

The Office of the Prosecutor General: is in charge of judicial instructions has a crucial role because it is responsible for the prosecution of drug trafficking' cases and has to ensure that the investigation scrupulously follows the procedure in order to avoid defects that could lead to the nullity of investigations.

The Supreme Court and the courts: in charge of drug trafficking judgments and thus important partners in the fight against impunity. The Courts as well as the Prosecutor Office are keys stakeholders within the criminal justice chain in drug trafficking and organized crimes cases.

Guinean Observatory for Drugs and Drug Dependence as a platform for civil society organizations enabling them to act as early warning system.

National Committee for the Prevention of Trafficking (in human beings, in particular women and children), is a national body composed of different institutions including NG/border control, Institute of women and children, Judiciary Police (JP), and the Ministry of Justice with the technical assistance of UNODC and IOM. The Head of the Committee is also

¹⁸ It is important to note here that CENTIF does not have competence to conduct criminal investigations, but only competence to monitor all financial transactions and to collect and analyse data. In case of detection of illegal activities, CENTIF submits its findings to the JP for further criminal investigation.

the Director of the National Women and Child Institute.

Civil society organizations (CSOs), Community Associations/Groups (CA/G) including women, youth, elders and traditional leaders: there are several NGOs defending human rights as well as combatting corruption and impunity. **Bringing civil society on board to build a safe environment provides a crucial foundation for development effectiveness. Engaging with civil society as a key stakeholder particularly when it comes to definition and implementation of strategies to fight criminality is crucial to disrupt and mitigate the impacts of organized crime and corruption.** In that sense, the CSOs, and CA/G will be invited to be part of the national coordination mechanism for the implementation and monitoring of the national strategies: the thematic groups of the 2020-2026 Guinea-Bissau's NISP as well as the National Anti-Corruption Strategy. Linking civil society actors to other national and international voices, and enhancing sub-regional co-ordination, strengthens their credibility and their own as well as LEAs protection, enabling them to work more effectively within a wider regional and global network. However, they have limited capacities in term of human resources and means, and most of them are considered as politicized which is dismissing their credibility when it comes to denouncing crimes including in drug trafficking case.

The Law Enforcement Agencies (LEA) are at a low level of readiness in terms of fighting DTOC and Corruption. First, they lack financial stability and sustainability, then necessary infrastructure and means for work as well as qualified trained staff with enough level of knowledge to successfully fight against DTOC. **They have limited technical capacity at the land, sea and air border points for and effective control of people, goods and vehicles entering or exiting the country as well as limited means (logistical, budget, equipment) for interception, interdiction, and investigation of crimes, including drug trafficking.**¹⁹ In terms of coordination the situation is further complicated by the fact that there are **several LEA's**²⁰ (which is too much and too expensive for as small a country as Guinea Bissau is). Despite the existence of organic laws governing their work, they still have unclear and often overlapping jurisdictions, thus hindering each other in their work. Different LEAs are under the control of various ministries, which makes their cooperation, coordination, and efficiency more difficult, and often leads to open conflicts among the LEAs itself.

Like the judicial system, the LEA are also facing powerful external factors, such as the influence of politicians, the military, organized criminal groups, and even the prosecutor's offices, also greatly affecting LEA's ability to effectively combat the DTOC. Almost all LEAs are being misused by politicians for their personal or party's interests, thereby politicized.

Related to human resources, there is no training academy and most of the current officers have not completed sufficient police training. Also, there is a poor internal organization of police agencies and a poor distribution of their staff, as all LEAs are concentrated in Bissau, while the rest of the country is poorly covered with the Judicial Police, the Public Order Police, and National Guard presence. The internal control is poor and there is also a lack of disciplinary and other regulations that would lead to professionalization.

As a result, the criminal justice chain is weak, and, in most cases, the suspects arrested for drug trafficking, were eventually released by the courts, mostly for procedural reasons, because of alleged corruption and due to lack of adequate detention facilities.

During the implementation of the Project phase I , aware of the negative impact that CDTOC and corruption has had on the instability and governance of the country and recognising their threat to the rule of law, good governance, sustainable development, social cohesion and the well-being of the population, the Government of Guinea-Bissau has shown a renewed engagement in the fight against drug trafficking and organized crime, with the approval of three national key policies: the National Integrated Plan to Combat Drugs, Organized Crime

¹⁹ UNODC 2022 Gap assessment report.

²⁰ Public Order Police (POP), National Guard (NG), General Directorate of Immigration and Borders (DGIF), Security Information System (SIS), Civilian Protection National Service (SNPC) hosted by the Ministry of Interior and the Judicial Police under the authority of the Ministry of Justice

and Risk Reduction (2020-2026 Guinea-Bissau's NISP) elaborated with UNODC's technical assistance; the National Strategic Plan against Trafficking in Human Beings (2019-2021) with IOM technical assistance and the adoption of the National Anti-Corruption strategy (2021-2030) elaborated with UNDP technical assistance, approved in April 2022, as well as the significant number of drug cocaine seizures, prosecution and judgement of traffickers. However, transnational organized crime and particularly drug and human trafficking and corruption, remain a critical challenge for the country²¹. The adoption of these key national instruments by the National Authorities reveals an opportunity to reinforce the political will for engaging proactive and continued measures to implement an action plan to tackle the phenomenon which undermines social life and development.

a.3 Phase I major achievements:

Phase I of the project built a solid foundation of cooperation between key different institutions involved in CDTOC, including the Ministry of Justice, the Ministry of Interior, the law enforcement agencies (LAEs, as Public Order Police/POP, National Guard /GN and Judiciary Police /PJ), state institutions, and civil society with policing making and advocacy/communication technical assistance. Importantly, Phase I contributed to the national ownership over the CDTOC reform process and allowed the Government and its partners to have a much better understanding of the CDTOC issues and trends. Various information campaigns, training, workshops organized by the project increased the stakeholder understanding of the issues and their roles as well as led to greater accountability of actions by institutions and communities to tackle CDTOC. Below is a summary of some key areas of progress under Phase I

(Output 1.1) Strategic and operational coordination capacity of the National security agencies and justice sector to prevent, investigate and prosecute drug trafficking and transnational crime, improved:

The project supported the establishment of the basic legislative framework for CDTOC through technical assistance to the Ministry of Justice, the Judicial Police, CENTIF (Guinea-Bissau's Financial Intelligence Unit), and the General Prosecutor's Office through desk review of existing laws and regulations and the development of a legislative roadmap centered on Drug Control, Anti-Money Laundering and broader Transnational Organized Crime-related issues, which is at the center of the programme of broader legislative reforms currently being finalized by the Ministry of Justice.

The project also provided technical and mentoring assistance to the chain of justice and rule of law institutions working on CDTOC, including judicial police, at senior management and operational level. In addition, the project provided these entities with some key IT equipment and training, needed to better undertake their work, including airport inspections by the Judicial Police.

The project provided tailor-made training sessions to these rule of law institutions (police and national guard, judicial police, and Prosecutor Office) on criminal investigation, as well as fight against money laundering and corruption. As a result, the Judicial Police undertook an internal reorganization of the services to better combat corruption and several cases related to corruption were investigated since then. The project also supported the elaboration of a National Anti-Corruption Strategy, which was validated in November 2021 and approved in April 2022 by the Government, and which represents a crucial step to improve transparency and confidence within the rule of law institutions.

While important foundations were made, the continued challenge is to assist the national institutions to improve their operational capacities in line with their international commitments and building on the strengthened normative frameworks supported under Phase I.

²¹ In the aftermath of February 2022 events, the President of the Republic affirmed that the tentative was linked to drug trafficking and corruption

(Output 1.2) Capacity of the Security and justice sector institutions to effectively investigate, prosecute and adjudicate drug trafficking/transnational organized crime cases strengthened:

By supporting the extension of Interpol's communication service to cover maritime area, the construction of Gabu police model station, refurbishment and equipment of Bafata detention center, and the rehabilitation of Dungal (in Oio region) and Cambadju (in Bafata region) border outposts, the phase I of the project provided strategic hardware contributions to the Security and Justice sector to enable them to more effectively identify threats and investigate potential CDTOC. This also enabled increased efficiency and better control of maritime transports, while strengthening the accountability of this service. This major infrastructure support is currently entering in the final completion phase, with Bafata detention facility planned to be completed by September 2022; the installation of the third model police station in Gabu planned to be completed by September 2022; and the refurbishment of two border control posts in the northern part of the country completed by the beginning of August 2022. All the facilities are planned to be handed over to national authorities by September of 2022.

The second phase of the project will focus on ensuring increased institutional presence and capacity in the field, taking advantage of the improved infrastructure and equipment, to better respond to the needs of the population and restore public confidence.

(Output 1.3) Improved Democratic governance and civilian oversight, over the security practices and institutions responsible, to combat drug trafficking and transnational organized crime:

Phase I supported large mobilization of communities and civil society organizations (including women's, youth and volunteers' networks) as well as awareness raising with local partners involved in CDTOC issues. The project collaborated with and built capacity of two national NGOs, namely *Liga Guineense dos Direitos Humanos* (LGDH or LIGA) and the *Observatorio Guineense da Droga e de Toxicodependência* (OGDT), on awareness raising and CDTOC prevention, using different initiatives such as as radio campaigns and interactive information/awareness sessions. Also, in collaboration with Global Initiative against Transnational Organized Crime (GI-TOC) and ENDA Santé, the project organized awareness raising actions related to on the risk of drug trafficking and transnational organized crime, and money laundering. Regarding trafficking in human trafficking, a multidisciplinary and specialized intervention methodology was created, in the areas of legal, psychological, and social support, respecting the scope of intervention of each partner entity, as well as providing the appropriate referral of victims to other support services previously identified starting with the Access to Justice Centers (CAJ) in the three intervention areas (CAJ of Bafatá, Gabú and Buba). Promotion of awareness campaigns regarding children's rights and human trafficking in connection with begging was done through Children's Parliament, communities with higher incidence of child trafficking cases, Associations of Koranic Masters, and Community Radios; thereby initiating a change in the perception of threats and social challenges within the communities.

Moreover, to strengthen public orientation and responsiveness of policing, the Phase I of the project supported the elaboration of a national strategy on Public Security and implemented a Proximity Police Model (PSPPM), which adopted inclusive community-oriented policing as a crime reduction mechanism. 450 persons from the security institutions (POP-GN) and CSOs have been consulted, sensitized, and trained on community policing approach, in Bissau, Gabu and Buba (the three unique locations with a Model Police Station). A draft of the strategy is currently under review with national partners and has been endorsed by security actors and CSOs through technical workshop in May 2022. This strategy is designed to promote transparent, accountable, and equitable service provision and increase trust between law enforcement agencies (LEAs) and the community/public they serve. The continued challenge is to continue to strengthen the involvement of civil society organizations and the community on DTOC issues

and to strengthen the internal institutional mechanisms of integrity and accountability in key institutions.

a.4- Remaining challenges to be addressed under Phase II

Following the results of the phase I, the project will continue to support the presence of the Law Enforcement Agencies in the regions, recognizing their major relevance to respond to, detect, and prevent DTOC. Considering the geographic vulnerability of the country, the extension of the Judicial Police presence to the regions continues to be a priority. Therefore, the construction and equipment of a Judicial Police outpost in Bafata continues to be a priority in strengthening the fight against illicit trafficking. In addition to the support provided under Phase I, the construction/refurbishing and equipping of two border posts in the Northern and Southern regions (Susana and Cacine) combined with specialized training of LEAs will be prioritized. In addition, focus will remain on the implementation of the community-oriented proximity policing in other regions and increased involvement of the CSOs and communities for preventing and monitoring CDTOC, as well as the National Drug Observatory as an early warning mechanism. In addition, a much more concerted effort will be provided to help the Government to take forward their anti-corruption strategy and its linkages to CDTOC.

Finally, the extension into Phase II will be essential to reinforce sustainability grounds laid by the first phase of the project with regard to completed actions as well as to capitalize on the important efforts made and to expand them, taking advantage of the current Government's commitment to fight DTOC, as the DTOC responses take time and needed longer term dedicated support. At the same time, in this second phase the project will ensure dedicated technical assistance regarding the Government's own funding efforts, including through a resource mobilization strategy and an improved visibility and communication strategy.

Importantly Phase II support draws on best practices and lessons learned of the phase I, including:

- There is a need to strengthen a multi-sectoral and integrated approach of the CDTOC by creating mechanisms for coordination and monitoring of the National Integrated Plan to Combat Drugs, Organized Crime and Risk Reduction (2020-2026 Guinea-Bissau's NISP).
- Civil society has a key role to play in DTOC issues and must be one of the pillars of the partnership strategy, and not to depend on the success of interventions only for the institutions
- Strengthening public confidence in the justice system and security services and promoting a culture of ethics and anti-corruption within the society is key to reduce the impunity.
- Raising awareness campaigns need to be conceived as a process of behavior change, which takes time and needs continuity, rather than as a short-term sensitization activity.
- Promoting sensitization activities, through the local associations network, has brought good encouraging results as these networks have already leading on regular basis '*djumbais*' sessions within their communities, showing an appropriation and willing to advocate on DTOC issues and on Trafficking in Person namely Child Trafficking.
- Coordination needs to be improved in terms of communication with national partners to enable them to be proactively involved in managing DTOC related issues and inclusive/participatory dialogue.

- b. A brief description of how the project aligns with/ supports **existing** Governmental and UN **strategic frameworks**, how it ensures **national ownership** and how the project builds on any previous phase of PBF support and/or any **concrete lessons learned**.

The negative impact of transnational organized crime, especially drug and human trafficking and related cross-cutting crimes, corruption, and money laundering, has been recognized at the highest level by the Guinea-Bissau authorities, and the fight against it has become a national priority.

The national partners have demonstrated a willingness to combat drug trafficking and organized crime, with a special emphasis after the attempted ‘coup d’état’ that took place in February 2022²².

In its resolution 2404, adopted on 28 February 2018, the Security Council (SC) expresses concerns at the range of challenges that weak and dysfunctional security institutions pose, including impairing the ability of the State to extend public security and rule of law within its boundaries, and noting that good governance and oversight of the security sector is important in ensuring that security institutions can protect the population. Furthermore, the UN Secretary-General, in resolution 2458 (2019) stressed that the consolidation of peace and stability in Guinea-Bissau can only result from a consensual, inclusive and nationally owned process, priority reforms in the security and justice sectors, and the fight against impunity and drug trafficking.

The proposal is framed within the Conflict Analysis and the Peacebuilding Priorities 4²³ and 5²⁴ validated by the government in November 2020 and incorporated into the United Nations Sustainable Cooperation Development Framework between Guinea-Bissau and the United Nations (2022-2026) signed by the Government in August 2021²⁵. It is also based on UNDP’ CPD 2022-2026 particularly the output 1.3²⁶ as and takes into consideration the United Nations Global Focal Point (GFP) arrangements for the Rule of Law.

The outcome and outputs of the proposal are aligned with national priorities as defined in the National Integrated Strategic Plan to fight DTOC and Risk reduction (2020-2026 Guinea-Bissau’s NISP), the National Anti-Corruption Strategy (2022-2030), the Justice Programme Reform (2015-2019) and in the National Development Programme (2020-2023) adopted by the Government and aligned with the 2030 Agenda for Sustainable Development Goal SDG 3 (Good health and Well-Being), SDG 5 (Gender Equality) and SDG16 (Peace, Justice and Strong Institutions).

It is also in line with the aspirations of the African Union Agenda 2063 namely Aspiration 3 on good governance, democracy and respect for human rights, justice, and the rule of law as well as Conakry Agreement namely on point 6/e). This project will also help Guinea-Bissau fulfill its commitments before the UN Human Rights Council, by implementing UPR recommendations it has accepted including rec. 69 to “actively combat corruption and improve mechanisms for opposing transnational crime in general and drug trafficking in particular”, rec. 73 to “ensure the effective implementation of its National Strategic Plan on Combating Drugs and Organized Crime and Reducing Risk” and rec. 82 to “enhance measures to counter

²² In the aftermath of February 2022 events, the President of the Republic affirmed that the tentative was linked to drug trafficking and corruption.

²³ Support the Government of Guinea-Bissau in its fight against drug trafficking and transnational organized crime through capacity-building and advisory assistance for an effective implementation of its National Strategy Plan and the introduction of innovative approaches, among which (i) the provision of high-caliber mentoring services to key Criminal Justice institutions, including through the investigation, prosecution and Case progression and management of actual cases; (ii) the strengthening or creation of oversight and accountability mechanisms, and (iii) the proactive, UN System-wide promotion of a conducive political environment, shielded from the nefarious influence of drug trafficking / transnational organized crime networks and their facilitators.

²⁴ Strengthen judicial capacity and the national human rights protection system to effectively address impunity, promote and protect human rights, including through the adoption of a national policy on human rights, a strategic plan to combat impunity, the adoption of human rights responsive legislation and the establishment of a national human rights institution in compliance with the Paris Principles by providing technical assistance to state institutions to implement the reforms, and support the government to ratify the international human rights treaties.

²⁵ output 1.5 A culture of independence and integrity across the judicial system, including through the strengthening of accountability mechanisms, is fostered and the reforms of the justice sector and law enforcement authorities are supported to reduce impunity and fight against drug trafficking, transnational organized crime and prevent violent extremism, and fight corruption.

²⁶ Enhanced access to justice and strengthened capacities for national authorities and CSOs to fight impunity and corruption and ensure the rule of law.

trafficking in persons and organized crime, and strengthen the relevant national law enforcement and institutions of justice and ensure they can work independently and free of political influence”

The proposal is also aligned with ECOWAS' Conflict Prevention Framework (ECPF) used to complement the sustainable peace agenda, alongside the so-called "Praia" Political Declaration on the Prevention of Drug Abuse, Illicit Drug Trafficking and Organized Crimes in West Africa, signed by ECOWAS Heads of State in December 2008; as well as the ECOWAS Regional Action Plan to Address Illicit Drug Trafficking, Organized Crimes and Drug Abuse in West Africa 2016-2020.

c) **A summary of existing interventions –**

Important ongoing projects represent a complementarity in strengthening the justice system more generally with a focus on access to justice and promotion and protection of human rights. The CDTOC Phase II addresses the specific niche of responding to the conflict and instability phenomena associated with drug trafficking, organized crime and corruption in an integrated and coordinated approach.

Project name (duration)	Donor and budget	Project focus	Difference from/ complementarity to current proposal
Enhancing the human rights protection system in Guinea-Bissau (Dec 2021-Dec2024) UNDP/UNICEF /OHCHR	PBF 3 343 349 USD	The project focuses on strengthening the promotion and protection of human rights' systems to sustain peace by establishing an independent national human rights institution, supporting the implementation of the national human rights action plan, engaging with treaty bodies and other human rights mechanisms, supporting human rights civil society organizations and defenders for monitoring and early warning	Complementary: Human rights and judicial actors as well as CSO including traditional leaders are keys partners in the coordination to better tackle drug trafficking and organized crime in the country.
Placing Gender at the Centre of Justice Reform in Guinea-Bissau (18 months) (Jan. 2019-June2020)	UNDP/PBF 1 000 000 USD	Justice and Gender, It aims to ensure that currently outdated legislation, polices and strategies are properly revised, adequately complying and promoting GEWE. It is currently providing technical support to revise the criminal code and criminal procedure code	Complementary: Support to legal reform (Civil and criminal code, as well as procedure codes with a gender equality lens). The project did not deal with legal reform on drug trafficking.

Project name (duration)	Donor and budget	Project focus	Difference from/ complementarity to current proposal
Project to Support Institutional Capacities Strengthening in the Justice Sector (sept-2018-sept-2020) (2022-2026)	UNDP/ 25 000 000 USD UNDP, Japan	It plans at contributing to the reform and modernization of the justice sector, specifically by strengthening human and institutional capacities.	Complementary: The CDTOC phase II will contribute to the implementation of this project as it will allow to implement part of the activities related to CDTOC as well as transparency and anti-corruption.
CRIMJUST Global Programme - Strengthening investigation and criminal justice cooperation along drug trafficking routes - UNODC	Multi-donor Multi-country	It seeks to enhance the capacities and integrity of criminal justice institutions for regional and inter-regional cooperation to tackle cases of drug trafficking and transnational organized crime along the drug trafficking routes in Latin America, the Caribbean and West Africa.	Complementary: will complement the actions envisioned in this project with those being implemented in source, transit and destination countries along the entire cocaine trafficking route
WACI West Africa Coast Initiative – UNODC, UNIOGBIS, INTERPOL, UNOWAS, DPPA, DPO, ECOWAS (2009-2022)	Multi-donor Multi-country	The Initiative focuses on West African fragile or post-conflict countries (Côte D'Ivoire, Guinea, Guinea Bissau, Liberia and Sierra Leone) through the establishment and full operationalization of inter-agency specialized unit called Transnational Crime Units (TCUs) in implementing countries and the enhancement of the regional cooperation.	Complementary: will ensure complementarity with the Project's activities by supporting the operationalisation of the inter-agency specialized unit called Transnational Crime Units (TCU) in Guinea Bissau
Global Maritime Crime Programme UNODC	Multi-donor Multi-country	Provision of an embedded expert to support Maritime Law Enforcement (MLE) capacity building and conduct of satellite exercises to enhance maritime security	Complementary: activities on maritime crime not envisioned in the present project
AIRCOP Airport Communication Project – UNODC, INTERPOL, WCO	Multi-donor Multi-country	Enhance detection, interdiction, and investigative capacities at Bissau international airport through the established of a specialized unit Joint Airport Interdiction Task Force (JAITF) in charge of the entire airport platform (passengers, cargo and postal mail) at Bissau International Airport.	Complementary: Technical capacity and tools to detect drug trafficking at Bissau international airport and activities envisioned focus on AIRCOP CEN Comm global Platform
CROSS-BORDER Project (2017-2022) - UNODC	Germany Multi-country	Enhancing national capacities to detect and investigate cross-border organized crime in The Gambia, Guinea-Bissau and Senegal	Complementary; MoU for sub-regional cross-border cooperation

Project name (duration)	Donor and budget	Project focus	Difference from/ complementarity to current proposal
WACAP - The West African Network of Central Authorities and Prosecutors against Organised Crime (WACAP) - UNODC	Multi-donor Multi-country	WACAP promotes mutual legal assistance networks among prosecutors and develops a regional strategy to facilitate prosecution of persons involved in transnational organized crime.	Complementary: Activities envisioned focus on the regional prosecution platform
PBF - Building trust through political dialogue as the foundation for peaceful elections and key reforms in Guinea-Bissau	Peacebuilding Fund 2 600 000 USD	The project aims to advance key peacebuilding priorities and enable better coordinated strategies and stronger partnerships related to political stabilization and reforms working simultaneously at the high, technical and grassroots levels. It does so by promoting trust and confidence building measures and in-country mediation efforts, and by enabling broader inclusive dialogue on the design and implementation of key reforms and ensuring socio-economic stability, with the strengthening of change agents' capacities nationwide.	The 2 projects will ensure that CDTOC and corruption will be taken in consideration within the political dialogue. The advocacy for the legal reform related to the CDTOC will take advantage of the project intervention at the political level. Also the activities related to the CS inclusion (capacity building, awareness raising) will be done jointly in order to ensure the complementarity between the 2 projects

c. Project content, strategic justification, and implementation strategy (4 pages max Plus Results Framework Annex)

a) A brief description of the project content –

The overall goal of the project is to reduce Guinea-Bissau's vulnerability to drug trafficking and organized crime and to diminish the negative impact of such crimes on the fragility and dependence of the country's security institutions, rule of law and local communities, hence reducing a major source of the country's cycle of instability.

The operational capacity of law enforcement actors and the criminal justice system will be strengthened in an integrated approach with Civil Society to prevent and combat drug trafficking, organized crime and corruption, and Anti-Money Laundering and Terrorism Financing. The project will also address the needs of the Financial Intelligence Unit of Guinea Bissau (FIU/CENTIF) through technical and legislative assistance on illegal practices. In addition, the activities will strengthen implementation of the United Nations Convention against Transnational Organized Crime (UNTOC) and the United Nations Convention against Corruption (UNCAC), Drug Conventions to which Guinea-Bissau has been a state party since 2007.

The project will also enhance the involvement of communities/associations/groups (CAG) including women youth, elders and traditional leaders in efforts aiming at addressing security issues, including to fight against corruption, poor governance and combat the rooting of illicit markets in the social fabric which are to a large degree conflict driver. This will allow better organizational strengthening of CSOs, including assistance to the improvement of their internal reporting and monitoring mechanisms, as (i) an investment in the effectiveness and efficiency of the partnerships and (ii) an important contribution to increase the demand for quality of justice and security services delivery.

The success of phase II will comprehend the implementation of key priorities defined in the national CDTOC and Anti-Corruption strategies particularly regarding effective investigations and prosecution processes, focused on strengthening national and international coordination to address DTOC, prevention and repression of corruption, including the revision of legal framework in the light of international treaties and conventions, the promotion of integrity within the LEA and judicial services, the engagement of CSOs with awareness raising campaigns including the ongoing collaboration process initiated during Phase I in a more integrated and effective way between law enforcement agencies and judicial institutions.

Phase II will also build on the community policing initiative from Phase I resulting in a more visible impact of civil society in supporting CDTOC and anti-corruption agendas with the consolidation of effective collaboration mechanism at local level with communities and LEA such as local security committee, early warning system serving as a layer of protection to law enforcement investigations and operations and to collectively engage on reducing criminality and prevent corruption and in improved trust between communities and CDTOC institutions. Finally, the success of Phase II will realize concrete progress regarding the visibility of the government's efforts on CDTOC, its remaining needs, and a strong resource mobilization strategy through dedicated roundtables, expected to result in increased international support.

The Project Outcome is:

The Rule of Law and Security Institutions are able to more effectively prevent, investigate and prosecute drug trafficking and transnational organized crime, reducing the country's sources of fragility.

Under Phase II, the project outcome remains the same. The first three outputs have been preserved from Phase I with some small adjustments and some new activities, building on Phase I, while the fourth output is specific to Phase II and recognises the need for increases focus on anti-corruption under the project's integrated approach.

Output 1.1: Coordination capacity of National security agencies and justice sector actors to prevent and respond to drug trafficking and transnational organized crime, is reinforced

Under this output, the project will support the implementation of selected components of Guinea-Bissau's National Integrated Strategy against drug trafficking and transnational organized crime, more specifically in the area of legislative reform, such as providing legislative assistance for the review and development of a legal framework in line with UNTOC, UNCAC, and Drug Conventions: Anti-corruption Law, Revision of Drug Law, legal support to the Judicial Police to amend the necessary laws on investigations and other regulations, law of execution penal, and the legislative framework to protect whistleblowers. The International and regional law enforcement coordination dynamics will be enhanced, with a special focus on cooperation with Brazil and Portugal on the one hand, and with the Gambia, Cabo Verde and Senegal, on the other. The advisory support to the Superior Council for Police and Internal Security Coordination (COSIPOL) and others operational mechanism involved law enforcement officers, prosecutors, and judges on fighting DTOC that affects internal security of the country will be provided.

Support to the development and implementation of a database information management system to the LEA including Public Order Police (POP) will be provided to increase its public services

as well as technical assistance in the formulation of a National Strategy for Penitentiary Reform and its implementation.

Since the project will support legislative reform, such as providing legislative assistance for the review and development of a legal framework to tackle drug trafficking and transnational organized crime, the project will also advocate for the adoption of such laws.

Finally, the project will undertake a baseline study on public satisfaction with the Rule of Law and security institutions to measure the levels and causes of mistrust of the population and to better inform output 1.2.

Under Phase II, the major focus will be on support to better implement and coordinate some of the key policies and frameworks implemented under Phase I and to build greater international partnerships and resource mobilization/ visibility for CDTOC priorities.

Activities (under Phases I and II):

1.1.1 Support the development and implementation of the National Strategic Plan to counter drug trafficking and transnational organized crime in close collaboration with regional and sub-regional organizations. **(Undertaken in Phase I and further continued in Phase II with a focus on implantation of this strategy, which was adopted under Phase I)**

1.1.2 Support the development and implementation of the National Strategic Plan to prevent and protect victims of human trafficking. **(To be undertaken in Phase II)**

1.1.3 Provide advisory support to the Superior Council for Police and Internal Security Coordination (COSIPOL) on operational coordination mechanism (procedures, rules, working arrangements). **(Undertaken in Phase I and further continued in Phase II with a focus on the implementation of coordination mechanism)**

1.1.4 Enhance capacities of the Ministry of Justice and relevant authorities to produce periodic analysis on data collected on drug and human trafficking **(completed in Phase I)**

1.1.5 Provide legislative assistance for the review and development of a legal framework to tackle drug trafficking and transnational organized crime, while respecting human rights. **(Undertaken in Phase I and further continued in Phase II with a focus on human rights protection)**

1.1.6 Support the elaboration of an internal strategy to combat corruption and improve transparency within the rule of law institutions. **(Completed in Phase I and taken forward for further support under the dedicated new Output 1.4)**

1.1.7 Assist in the effective coordination and cooperation mechanism among agencies responsible for preventing and fighting DTOC as well as completing a strategy on communication and resource mobilization for CDTOC **(To be undertaken in Phase II).**

1.1.8 Support a study on public satisfaction with the rule of law and security institutions, and a perception survey to understand the root causes of the mistrust of the population to better orient output 1.2 on reinforcement of accountability **(To be undertaken in Phase II)**

1.1.9 Support the international and regional law enforcement coordination dynamics with a special focus on cooperation with Brazil and Portugal, on the one hand, and with the Gambia, Cabo Verde, Guinea and Senegal, on the other **(To be undertaken in Phase II)**

1.1.10 Support cooperation with LEAs at international level through networking, mentoring, and learning from regional and international police. **(To be undertaken in Phase II)**

Output 1.2: The Security and justice sector institutions have improved capacity to effectively investigate, prosecute and adjudicate drug trafficking / transnational organized crime cases.

The **pursuit** of professionalization of the law enforcement agencies has been a national priority and an endeavor that requires a systemic approach for workforce management planning, including recruitment, selection, training and development, and the establishment of a nationally owned training framework. Technical capacity building as well as the strengthened infrastructure equipment are also key priorities in the fight against drug and human trafficking in Guinea Bissau. In addition, there is a need to reinforce the capacity and integrity of the prosecution services and the judiciary **to improve** their capacity to fight unlawful interference

and effectively handle drug and human trafficking-related cases and build a reliable intervention with relevant partners.

The project will support national rule of law and security institutions to effectively detect, investigate and prosecute drug trafficking and transnational organized crime by enhancing their ability to provide sustainable, effective, inclusive, and accountable services. For that purpose, the project will be providing technical assistance to law enforcement agencies to develop training curricula on detection and investigation of drug trafficking and transnational organized crime, as well as on ethics and gender and deliver a Training of Trainers Programme to establish an inter-agency pool of national trainers on detection.

As part of the ongoing organic reform of the Judicial Police to improve the effectiveness in combating DTOC, the project will also provide support for recruitment process of eighty JP staff, including a 30% gender quota, and will be done in collaboration with Brazilian and Portuguese cooperation.

The project will also allow for the continued provision of mentoring and advisory support to the Judicial Police in the context of its mandate to combat drug trafficking and transnational organized crime, as well as to support the financial intelligence unit (CENTIF) in raising their operational activities regarding core anti-money laundering and counter terrorism financing (AML/CFT). The project will also address a selection of long-standing infrastructure needs regarded as high priorities for combating crimes including DTOC by national authorities, the Judicial Police Outpost in Bafata, and the refurbishment of 2 complementary border posts (Suzana and Cacine). That assistance would therefore not just help increase the operational coverage of the Judicial Police which is responsible by law to investigate serious crime including DTOC cases as well as the two border posts with Senegal in the north and Guinea in the south.

Support under Phase II will build on progress of Phase I, while completing some final components of activities which have taken longer to implement than originally foreseen. Focus on Phase II will be on continuing the decentralization of the CDTOC services, which has played a key role in improved CDTOC cases, and on accompanying the CDTOC agencies to most effectively utilize the new infrastructure and knowledge.

Activities under Phases I and II:

1.2.1 Provide technical assistance to law enforcement agencies to develop training curricula on detection and investigation of drug trafficking and transnational organized crime, as well as on ethics and gender (Completed in Phase I)

1.2.2 Deliver a Training of Trainers Programme to establish an inter-agency pool of national trainers on detection, investigation and prosecution of drug trafficking and transnational organized crime and provide on-site mentoring during the first cycle of national training delivery (Completed in Phase I)

1.2.3 Support through capacity building, trainings and equipment the mandate implementation of specialized units to combat drug trafficking and transnational organized crime (Completed in Phase I)

1.2.4 Reinforce the security in Bafata detention facility to host the detainees condemn for DTOC case (Completed in Phase I)

1.2.5 Support the replication of model police station in Gabu, in close coordination with local community (Completed in Phase I)

1.2.6 Strengthen criminal investigations and border control services through capacity building, refurbishment and equipment (Undertaken in Phase I and further continued in Phase II with a focus in illicit trafficking including Trafficking in persons and particularly children).

1.2.7 Provide technical advisory services and mentoring to the prosecutor's office to improve its capacity to prosecute crimes related to drug trafficking and transnational organized crime (Undertaken in Phase I and further continued in Phase II with a focus on operational management).

- 1.2.8** Extend the development of Case Management System on DTOC to the offices of the Prosecutor General and the courts (Undertaken in Phase I and further continued in Phase II with a focus on the development of a specific data base)
- 1.2.9** Enhance LEAs operational capacities including material resources management to enable more proactive and effective intervention of these services (To be undertaken in Phase II)
- 1.2.10** Foster the operational capacities for an effective border management and control (To be undertaken in Phase II)
- 1.2.11** Support the creation of management tools (Standard Operations Procedures) for the LEA including a specific database for the CENTIF (To be undertaken in Phase II)
- 1.2.12** Promote evidence-based knowledge on trends, threats and good practices on drugs, illicit trafficking and organized crime according to the local challenge and environment (To be undertaken in Phase II)
- 1.2.13** Support the selection process and training of new agents to reinforce the operational capacities of the Judicial Police to manage complex, sensitive cases effectively. (To be undertaken in Phase II)
- 1.2.14** Support national partners (law enforcement officers and judicial actors) training on organized crime investigation, information collection, coordination and analysis aiming to effectively prevent the drug problem and tackle illicit trafficking, and organized crime (To be undertaken in Phase II)
- 1.2.15** Support the equipment of Bafata regional prison, the Model Police Station in Gabu as well as Cambadju and Dungal border post (To be undertaken in Phase II)
- 1.2.16** Support the installation of the Judicial Police in the Bafata region. (Partially completed under Phase I (architectural plan and technical specificities already drafted.) to focus on construction process in Phase II)

Output 1.3: Civil Society Organizations and communities' involvement in the oversight of the security practices and institutions responsible to combat drug trafficking and transnational organized crime, is enhanced

The project will also support activities that aim to engage the communities in the fight criminality, with the objective to fill the gap existing between the communities and the institutions and promote increased trust and understanding between the communities and the institutions as well as the involvement of the communities in the fight criminality by drawing up strategies that will allow them to collaborate with the LEA namely in the remote part of the territory where the presence of the state is weak.

The project will also aim to strengthen the prevention mechanisms over these institutions, including by empowering the community in the creation of tools that could enhance information sharing particularly regarding corruption and human trafficking. For that purpose, the project will convene national consultations in a regular basis, trainings and sensitization campaigns with leading institutions to clarify the division of labor, mandate and responsibilities among security, justice and civil society actors and enhance and replicate existing community-oriented practices and networks with a focus on analysis the impact and enhance the response of the justice and security institutions to the needs of vulnerable groups, including women, men, boys and girls.

The project will **continue** to support the **best practice of** creation of an early warning system on **human trafficking and particularly child and gender (sex-trafficking)**, based on existing vigilance committees and CSOs networks in particular youth, community leaders and women **vulnerable groups in the regions of Bafata, Gabu and Quinara and Tombali** to act as a platform of Early Warning mechanism on DTOC cases and human trafficking. Specifically, community leaders as well as traditional justice and administrative actors will be trained and sensitized in order to prevent human being trafficking within the communities.

The project will strengthen community and national awareness on the risk of drug trafficking and transnational organized crime through awareness raising campaigns engaging women,

youth and volunteers' networks and associations in all the country and particularly within the population living in the borders areas and improve border control monitoring mechanisms especially regarding child trafficking. It will also provide support to the local radios and in particular to the national media consortium to develop and publish media products to improve awareness/advocacy dimension in the fight against DTOC.

The project will pursue the implementation of the public security and proximity police approach within the local communities and the Public Order Police (POP) in the country to better enhance relationship between law enforcement organizations and population they serve to reinforce social cohesion and establish trust. This initiative endorsed by the high-level command of Public Order Police (POP) and the National Guard (NG) is promoting inclusive community-oriented policing. As a crime reduction mechanism, these activities are designed to promote transparent, accountable, and equitable service provision and increase confidence building.

In partnership with local civil society organizations in-country, the police proximity approach is institutionalizing capacity sharing methods and training procedures within the POP and National Guard. Activities include forums for stakeholder buy-in, pilot initiatives, strategic communications, and feedback mechanism to generate a shared vision of community-oriented policing among the National Order Police (POP) and the National Guard (NG) and community actors to sustain essential criminal justice reform including drug trafficking and organized crime as a whole. The start of implementation of the model police station in Gabu has shown how the local tensions can be alleviated by launching mechanism for discussion and collaboration between the Police and the communities on bi-monthly and had hoc basis. Based on the lessons learned from project phase I, the experience will be consolidated around the border post assisted by the project.

The project will also foster a national debate on the consequences of drug trafficking in the society, especially in terms of peace and stability following the first level national dialogue on DTOC held in 2018.

It will be an opportunity to involve CSOs and populations in a general way in the fight against drugs. In this regard the project will build on the momentum promoted by the public radio debate and awareness raising realized in the first phase on Drug trafficking following the drug seizures during the last years.

Activities under Phases I and II:

1.3.1 Provide advisory support and dedicated trainings to the new elected legislative, in particular the security, justice and defense committees, to exercise oversight over the security institutions (Completed in Phase I)

1.3.2 Enhance and replicate existing community-oriented practices and networks with a focus on analysis of the impact and enhance the response of the justice and security institutions to the needs of vulnerable groups, including women, men, boys and girls (Completed in Phase I)

1.3.3 Support to the Civil Society Organizations (CSOs), the National Drug Observatory and local communities to enhance coordination and cooperation between the Government and civil society in particular youth and women groups and act as a platform of early warning mechanism on DTOC (Undertaken in Phase I and further continued in Phase II with a focus on CSOs and local communities)

1.3.4 Support the creation and operationalization of an early warning system based on existing child trafficking communities' vigilance/protection committees and CSOs networks in the region for early detection and prevention of possible cases of human trafficking, including the 4 associations of Koranic teachers created by IOM in four regions (Undertaken in Phase I in Bafata, Gabu and Quinara/Tombali regions and further continued in Phase II with focus on awareness raising /education in the same regions where the trafficking on human being is prevalent)

1.3.5 Strengthen community and national awareness raising on the risk of drug trafficking and transnational organized crime through awareness raising campaigns engaging women, **community leaders**, youth and volunteers' networks, associations, and **media (local radios)** in all the country (Undertaken in Phase I and further continued in Phase II with a focus on community associations/groups and media)

1.3.6 Support community involvement, with a special attention to the participation of women youth and vulnerable groups, in improving community-police relations (proximity police approach) and in supporting police related functions (To be undertaken in Phase II)

1.3.7 Support the implementation of the priority action plan from network of national and sub-regional CSOs, in support of the fight against illicit markets in border areas (To be undertaken in Phase II)

1.3.8 Support civil society to strengthen their participation in the development implementation and monitoring of the CDTOC policy and programmes. (To be undertaken in Phase II)

1.3.9 Support technical capacities of local communities and CSOs to coordinate, plan, and implement initiatives to prevent and monitor CDTOC within the development of monitoring platform (To be undertaken in Phase II)

1.3.10 Support the national media consortium to develop and publish media products to improve awareness/advocacy tools in the fight against DTOC (To be undertaken in Phase II)

Output 1.4: The national anti-corruption strategy is operationalized to support integrity, anti-corruption, and combat money laundering

While Phase I provided some support on issues of anti-corruption, phase II will take this to a new level and is dedicating a specific output to this area.

Research on drug trafficking at the international level has revealed that weak law enforcement capacity and corruption are instrumental in keeping the illicit market resilient. Corruption has been found to exist all along the drug supply chain, from production and trafficking to distribution, and it affects a wide range of institutions: eradication teams, law enforcement agencies, the criminal justice system as well as the health sector²⁷.

Criminal networks use bribes and illicit payments to relevant officials in order to ensure their cooperation to facilitate the trafficking of people and drugs. It is important to underline the role that education and media, in particular social media, can play in the fight against corruption and transnational organized crime. Taking advantage of the recent approval of the anti-corruption national strategy, the Phase II will support the implementation of legal, policy and operational frameworks to counter corruption and to foster compliance and a value of accountability culture of integrity and accountability as well as the inspection services and external oversight mechanism in rule of law institutions.

Awareness raising for mainstreaming anti-corruption preventive measures into rule of Law strategies to maximize development impact will be developed in close cooperation with national partners, civil society's engagement and the organization of stakeholders' dialogues on organized crime investigation, information collection and analysis aiming to effectively prevent, and tackle corruption related to drug trafficking, organized crime and money laundering. This will include specialized training and capacity-building activities for the LEA and judicial authorities to promote integrity and anti-corruption. The working sessions organized with the Parliament to advocate on the necessity to fight DTOC will be consolidated including anti-corruption.

Focus will be oriented on National CSOs networks of anti-corruption and preventive capacities to foster effective monitoring and facilitate sharing of knowledge and good practices.

Members of anti-corruption services (Public Ministry, Judiciary Police and Finance intelligence service/CENTIF, JP) will be trained in anti-corruption tools including planning, policy management, and processes, as well as accountability mechanisms and transparency.

²⁷ UNODC 2017, word drug report

The project is aimed at significantly strengthening the efforts of the national authorities to lead effectively and to coordinate advocacy initiatives according to international norms and the national strategy on the domain. Also, implementation of this output will be done in line with the findings and recommendations of the two review cycles of the Implementation Review Mechanism of the United Nations Convention against Corruption, and its first national risk assessment (NRA) of ML/FT made in 2020.

The project will work closely with the PBF project ‘Enhancing the human rights protection system in Guinea-Bissau’, in particular supporting the legal framework aspects to protect whistleblowers and human rights defenders (HRDs). This will be realized, according to the situation and, possible activities in a coordinated and complementary approach with the HRDs PBF project, under the do no harm approach.

Activities under Phases II:

1.4.1 Support legal, policy and institutional frameworks to counter corruption, AML/CTF²⁸ and to foster compliance and a culture of integrity and accountability and protect whistleblowers (To be undertaken in Phase II)

1.4.2 Support the inspection services in rule of law institutions (To be undertaken in Phase II)

1.4.3 Provide support to law enforcement agencies (LEAs) policy and plans and capacity development of anti-corruption in the implementation of the National Anti-Corruption strategy (To be undertaken in Phase II)

1.4.4 Support awareness raising sessions by CSOs for mainstreaming anti-corruption preventive measures into rule of Law strategies to maximize impact (To be undertaken in Phase II)

1.4.5 Support constructive dialogue coordination and cooperation with relevant internal and external partners to better support national efforts to fight corruption and AML/CTF. (To be undertaken in Phase II)

1.4.6 Support national CSOs networks of anti-corruption, media (journalism), and youth to contribute to prevent and fight against corruption and facilitate sharing of knowledge, awareness and good practices (To be undertaken in Phase II)

b) Provide a project-level ‘theory of change’

The focus of the CDTOC project phase II will be on strengthening the capacities of criminal justice institutions, law enforcement agencies to effectively address the challenges associated with drug trafficking and organized crime in an integrated and coordinated approach with civil society organizations and local communities including youth, women and vulnerable groups. To this end, a gender-based community approach to crime prevention will be used to prevent, and promote changing attitudes in drug trafficking, use and crime:

If the capacities of the institutions responsible to develop policy and legal frameworks against drug trafficking, transnational organized crime, terrorism money laundering and corruption are improved **and,**

If the technical capacity of criminal justice officials to investigate, prosecute and adjudicate money laundering, drugs trafficking and serious crimes strengthened by improving infrastructures, equipment, and mentoring **and,**

If coordination and communication mechanisms, within and outside the country, and general operational capacity are improved (through training, equipping, and mentoring) **and,**

If the criminal security and justice sectors systems are reinforced with specialized teams capable to effectively combat criminality and increased overall internal security and stability **and,**

²⁸ AML/CFT: Anti Money Laundering/Counter Terrorism Financing

If a gender community-based approach to crime prevention is used to ensure the contribution of CSO in fighting against DTOC and Corruption **and**,

If, in addition to capacities strengthening of institutions and agencies, change initiated on cultural norms facilitate political accountability,

Then, widespread DTOC and impunity will be reduced and the key weaknesses in the DTOC set will be addressed, thereby reducing the institutional fragility and dependence on organized crime;

Thus, Guinea-Bissau's vulnerability to drug trafficking and organized crime will be mitigated and diminish the negative impact of such crimes on the fragility and dependence of the country's security institutions, rule of law and local communities, hence reducing the country's cycle of instability,

Because the structural challenges of the State to better address crime within the country, throughout its full territory, and to support the fight against transnational organized crime will be addressed and impact positively the trust of the population towards justice and security institutions.

This ToC is developed on the following assumptions:

a) Inclusive participation is a precondition for a peaceful society, as inclusive participation through consensus and dialogue facilitates the development and implementation of policies and urgent reforms, and is crucial for promoting equity, human rights and strengthening the cohesiveness of societies.

b) Genuine political commitment from State actors is fundamental to ensure integrity and transparency, maintain the rule of law, implement the reforms agenda outlined in the Conakry Agreement, and efficiently combat drug trafficking/transnational organized crime.

c) Willingness of the national authorities to reduce impunity and combat corruption, as corruption is a major hindrance to sustainable development and the full commitment of national authorities to ensure that state institutions in the first place are accountable.

c) The technical capacity of trained and supported officials to monitor DTOC cases and prosecute criminals with reinforced skills in transparency, professional accountability and adequate equipment

e) The increased responsiveness and effectiveness of security and justice institutions can improve the trust of citizens towards the State, as they see in the institutions the commitment to listen to their concerns and needs and respond to them,

f) The availability of sufficient resources and financial commitments among international organizations to respond to requirements on DTOC challenges and efficient communication from national authorities

For that purpose, there is the need to support the design and implementation of comprehensive approaches including all the justice and security sector and civil society actors in order to reduce the menace to stability and enhance the confidence of the population in the state to fight against DTOC by providing strategic and technical advice – capacity building and support to the Government of Guinea-Bissau in supporting the national efforts to coordinate and integrate aspects of international cooperation in the fight against organized crime and drug trafficking with/into the existing regional and international; supporting the revision and implementation of national legislations and mechanisms to more effectively combat transnational organized crime, including drug trafficking, trafficking in persons and money-laundering, which threaten security and stability in Guinea-Bissau and in the sub region.; including with civil society for an effective monitoring of DTOC combat.

c) **Project result framework**, outlining all project outcomes, outputs, activities with indicators of progress, baselines and targets (must be gender- and age-sensitive). Use **Annex B**; no need to provide additional narrative here.

d) **Project targeting and sequencing strategy**

Due its specificity, the project will have two wingspans. In order to strengthen the capacity of national institutions, it will have an intervention at the central level in Bissau, where most of the relevant structures and institutions for a more effective intervention in the fight against drugs are located. On the other hand, the involvement of populations will be sought at both the central and local level in terms of the implementation of civilian-institutional collaboration including through early warning mechanisms.

The project's intervention strategy will focus **on the implementation of the strategic national policies to combat drugs, and in person trafficking, and corruption**. These **three documents already elaborated and approved during the first phase of the project** define mechanisms for coordination and collaboration **between the various anti-trafficking services and propose measures for better intervention**. The capacity of Prosecution services and Judiciary should be strengthened to effectively prosecute and adjudicate drug related offences in line with relevant international legal instruments and human rights norms, standards and good practices.

In addition, the project will support the need to build organizational and human capacity through the training of members of the various departments as well as the equipment of infrastructures (MPS in Gabu and National Guard border posts).

The project will also foster a national debate on the consequences of drug trafficking in the society, especially in terms of peace and stability. This will depoliticize the debate and promote the fight against impunity. It will be an innovation in terms of communication and awareness and an opportunity to involve CSOs and populations in a general way in the fight against drugs. **A community-based approach to crime prevention will be used to prevent and deter drug trafficking, use and crime. In this sense, the capacities of community organizations including the youth and women's associations will be trained to better understand the consequences of drug trafficking and organized crime and how to be proactive in preventing and combating drug trafficking and organized crime.**

Regarding the involvement of populations in monitoring and collaboration mechanisms for the fight against drug and human trafficking, **as well as community policing**, special attention will be paid to the populations in the border areas for the implementation of Early Warning mechanisms. The involvement of women in these areas will be privileged through awareness training in order to be able to contribute effectively to monitoring mechanisms especially regarding child trafficking.

All the activities supporting the justice and security state actors will adopt a human rights-based approach and integrate human rights and gender equality considerations in all the capacity building interventions. Furthermore, the gender considerations will be included in all the infrastructure components of the project such as the police stations and others refurbishment.

d. Project management and coordination (4 pages max)

a) **Recipient organizations and implementing partners**

Since 2009 UNDP has supported the set up 6 Access to Justice Centres (CAJ) in Bissau, and 3 regions as well as the setting-up of the first professional nationally owned Judicial Training Centre (CENFOJ), operational since 2011 and catering for judicial training to all magistrates (prosecution and courts). UNDP further contributed to decentralize justice at the grassroots

level, through the collaboration between formal and traditional justice system including with the introduction of concept like restorative justice and the construction of house of justice in the rural areas, to make people feel justice closer to their community. UNDP is supporting justice reform, with the development and implementation of the current National Justice Programme for 2015-2020, in this sense UNDP is supporting the revision of the main legislations (criminal and civil code) as well as the elaboration of 2 capacities building plan for both the judicial actors and the CSO.

The context of security and justice in Guinea Bissau combined with the constant state of political and social instability, requires effective and urgent support from the wider United Nations community and including from the United Nations Office on Drugs and Crime (UNODC). Under its mandate and expertise in working with member States make the world safer from drugs, crime, corruption, and terrorism, by promoting justice and building resilient societies.

The United Nations Office on Drugs and Crime (UNODC) serves as custodian, inter alia, of the UN Convention against Transnational Organized Crime (UNTOC, 2000) and of the UN Drug Control Conventions of 1961, 1971 and 1988, the United Nations Convention against Corruption (2003). UNODC is the specialized organ of the UN Secretariat in charge of combating illicit drug trafficking and transnational organized crime.

Since 2009, UNODC established its Programme Office in Guinea Bissau and it has been supporting national authorities in Guinea-Bissau in enhancing national response to drug trafficking, transnational organized crime, trafficking in persons, border control and illicit trafficking. UNODC has been cooperating closely with UNIOGBIS under several projects and initiatives in Guinea Bissau, such as the West Africa Costa Initiative under which the TCU was established, AIRCOP, the support to the Judicial Police on Drug and Human Trafficking, Maritime Crime, etc. UNODC approach covers the full cycle of the criminal justice chain: from detection of unlawful acts, through to interception /investigation, prosecution, adjudication, and pre-and post-trial detention. In this work, UNODC supports States to ensure they have qualified and independent law enforcement personnel, prosecutors, and judges as well as the legal and institutional frameworks and physical assets they need to carry out their roles. UNODC will provide mentoring and advisory services.

In addition, UNODC has substantive and operational capacity to implement construction projects while providing substantive guidance on the construction of courts, judicial police stations, prisons, shelters for victims of human trafficking and drug demand reduction/drug treatment centers. It has successfully done it since 2015. Within this context, it should be noted that the decentralization of Judicial Police will be in line with international good practices in terms of decentralization an innovation as it will allow to increase state presence and authority in that vulnerable area to drug trafficking, and proactive and dissuasive intervention in terms of criminal investigation. UNODC is already working on procurement process with UNDP's Bissau CO assistance based on the existing working arrangement between the two agencies at global level. In that sense, a procurement process for the construction of the outpost in Bafata has started under phase I and it will be finalized in phase II.

Agency	Total budget in previous calendar year	Key sources of budget (which donors etc)	Location of in-country offices	No. of existing staff, of which in project zones	Highlight any existing expert staff of relevance to project
UNDP	2 157 397 USD 452 000 USD	PBF, AfDB, TRAC (core) UK + GI/TOC Funds	Bissau CSOIE-GB	4 2	CTA Justice /Reform P5; PM and Illicit market Experts
UNODC	Regional project portfolio 250 000 USD	Germany, US, UNODC	Bissau	4	Law Enforcement Expert

b) Project management and coordination –

UNDP is the lead implementing agency, in that sense the overall coordination of the project implementation will be under the leadership of UNDP Democratic Governance Cluster and the technical supervision of the Chief Technical Advisor for Justice Reform (not financially supported by the project).

For the implementation of its activities UNDP will recruit one project manager (IUNV or NOB) and will continue with a project assistant (SB 3/2) hired during phase I. These 2 positions will be supported by the project (190,000 USD). As lead agency this team will be in charge of preparing the project tools (work plan, monitoring plan, and reports) with inputs provided by the UNDP and UNODC.

UNODC will set up a project team including a National Project Coordinator (NPC) who will work under the technical advisor of UNODC Drug Control and Crime Prevention Officer (P4). The project will support P4's 6-month salary, while the cost of this position for the remaining project period will be covered by other UNODC projects. These 2 positions will be supported by the project (260 000 USD). The NPC will be responsible for the day-to-day implementation of UNODC activities under the project and will work in close coordination with UNDP project team.

The UNODC Project Team will work under direct guidance of the Head of UNODC Programme Office in Bissau.

UNODC will also provide the required technical assistance in terms of project implementation as well as substantive guidance from the Law Enforcement Section, and the Justice Section in the Regional Office for West and Central Africa in Dakar, Senegal (ROSEN) and other branches, sections and global programmes at Headquarters, including Organized Crime Branch (OCB).

Procurement for UNODC will be under the responsibility of UNODC administrative and finance local team as well as with UNDP's assistance within the framework of the existing working arrangement between the two agencies at global level (dated 2005) particularly for the civil works. Also, the UNODC national project coordinator, with technical advice of the UNODC Drug Control and crime Prevention expert will ensure proper coordination and implementation of the UNODC project activities according with annual working plan and the pre-defined timetable. All UNODC project activities will be implemented with the administrative assistance of UNODC local staff.

Each agency will be responsible for the implementation of their activities. Most of the split activities/budget concern specific action related to different beneficiaries according to their responsibilities (MoJ, Judicial Police, POP, Interpol, NG, CENTIF). In such cases the project

team will ensure complementarity with joint ToRs and activities to ensure collaboration and joint delivery with more impact for the project beneficiaries.

Ministry of Justice and Human Rights, Ministry of Interior, Ministry of Women, Family and Social Solidarity, the Magistrate Councils, Supreme Court of Justice, Prosecution Office, Judiciary Police, Public Order Police, National Guard, Transnational Crime Unit (TCU), AIRCOP Joint Airport Interdiction Task Force (JAITF), INTERPOL, Guinean Observatory for Drugs and Drug Dependence²⁹, Inter-Ministerial Commission against Drugs,³⁰ National Committee to Prevent trafficking in Human Being, Association of Women Jurists (AMJ –GB), Guinean League of Human Rights (LGDH), Civil Society Observatory of Illicit Economies (Global Initiative/TOC), Association of Teachers of Islam (API), Civil Society Organization (CSOs) in Bissau, Gabu and Buba and youth and volunteers networks will be the main partners. Focal points will be designated within each institution to properly participate and follow-up the project, as well as to strengthen the national appropriation.

The coordination structure is summarized as follows:

- **Project team**, composed of project staff of each recipient organization, with monthly meetings to inform PBF Secretariat on updates on the project's work plan and mitigate risks and delays in implementation. And quarterly coordination meetings with all PBF-funded projects.
- **Project Steering Committee**, composed of the project team and external/implementing partners, and direct beneficiaries' representatives (LEA, CSO, Ministry of Justice, Ministry of Interior and Ministry of Women, Family and Social Solidarity) as well as the recipient agencies. Meetings every four months to engage and inform stakeholders on project planning and implementation, as an accountability mechanism.
- **Project board**, composed of all signatories of the Project Document (senior staff of each recipient agency, the UN Resident Coordinator and, the Government), which should meet on a needs basis to approve major changes in the project and provide strategic guidance, if and when needed.

Monitoring tools: There will be an annual workplan and monitoring and evaluation plan including all the activities and identifying all implementing responsible and partners. UNDP as the Lead Agency and will ensure close coordination of all project partners, including the PBF Secretariat, in the development of joint annual workplans, an M&E plan and joint project reports.

The project will also submit annual work plans and produce a yearly report for the **UNSDCF** oversight process. The project will coordinate with and provide information on project progress to the PBF Secretariat on a monthly basis and attend monthly coordination meeting convened by the PBF Secretariat, which will be supporting coordination between the whole PBF portfolio.

All the project documents and relevant information will be shared on a regular basis with the Justice and Human Rights Thematic Group, set up by the Ministry of Justice and Human Rights to monitor the justice sector reform with the contribution of all stakeholders including donors. In this sense, the Project will work in synergies and complementarity with other development partners and national and regional actors, including UNOWAS, through existing coordination mechanism and platforms, for instance Superior Council for Police and Internal Security Coordination (COSIPOL), WACI High-Level Political Committee (POLCOM) chaired by the UNOWAS SRSB, WACAP, etc.

c) **Risk management** –

²⁹ a platform for civil society organizations enabling them to act as early warning system

³⁰ Commission established by law in 1994, coordinating issues relating to drug trafficking and drug abuse

Risks to the achievement of PBF outcomes	Likelihood of occurrence (high, medium, low)	Severity of risk impact (high, medium, low)	Mitigating Strategy (and Person/Unit responsible)
Continuity of the political instability	High	Medium	The project will privilege work at institutional and technical level and increased partnerships with CSOs in order to avoid delays due to the political situation.
Difficulties to mobilize national stakeholders acting in areas where the project will focus	Low	Medium	Foresee frequent steering committee and technical meetings. Rely on informal existing contacts. Define a realistic work plan taking into account the context specifications.
Lack of national willingness to tackle phenomenon due to the sensitivity of drug trafficking and transnational organized crime	Medium	Medium	Use leverage of international community within the Justice reform sectorial group Focus engagement on actors willing to tackle phenomenon. And on civil society.
Distrust and lack of willingness to cooperate between institutions	Medium	High	Foster on-going dialogue between the various stakeholders, in particular by taking advantage of the Thematic Group on Justice.
Risks to the achievement of PBF outcomes	Likelihood of occurrence (high, medium, low)	Severity of risk impact (high, medium, low)	Mitigating Strategy (and Person/Unit responsible)
Low level of commitment of government organizations on prevention of corruption in public sector	Medium	High	Regular advocacy, high-level consultations, training and awareness raising activities on prevention of corruption
Delays in implementing projected refurbishments and installation of the necessary office equipment	Medium	Medium	Assessment of procurement processes that will require the minimum delay in refurbishment/construction activities and provide the best available timing for successful implementation of the project
Lack of political will to complete the next legislative electoral process.	Low	High	Good Offices of RC, UNCTs and International community to engage national authorities in the national priorities to combat drug trafficking, transnational organized crime and corruption, as well as political actors in a strictly abiding with the Constitution's rules and national instruments
Management challenges of coordinating a joint project	High	Medium	An umbrella management team will be created, and an AWP will be defined to facilitate coordination and coherence between all the agencies.
Challenges in the implementation of activities that involves travels, meetings, events, workshops and trainings (among others), as mobilization of national stakeholders and civil society due the constraints of COVID-19 pandemic	Medium	Medium	Cancellation of ad hoc events and suspension of events with super spreader potential. Assess the possibility of holding virtual meetings / events. Use of masks, alcohol gel and social distancing measures to reduce direct and close contact between people, in a ventilated space, will be mandatory for meetings / events assessed as with no super spreader potential. Limit number and time of in person meetings. Restrict travels, including reduced flights and public transport.

d) **Monitoring and evaluation**

The project plans to reserve a portion of the budget (5,6%) for monitoring, evaluation and communication activities. The project plans hire a **team of consultant's** for the evaluation of project, whose task will be to ensure the efficient use of resources and the efficient execution of activities through the establishment of a regular monitoring and evaluation system, which will allow monitoring of activities.

Monitoring & Evaluation mechanisms and tools, including a base line survey data collection tools and field visit templates, will be fine-tuned and implemented in collaboration with national partners, under the responsibility of the project's operational unit. The monitoring and evaluation plan will have three objectives:

- 1) monitor program performance and effectiveness of the project through the collection and analysis of relevant and timely monitoring data but also;
- 2) support program management and eventually, if necessary, readjustment of project planning and
- 3) ensure the completion of project deliverables. The PBF Secretariat's Monitoring and Evaluation Expert will support the project team in the development of an M&E plan, mechanisms and tools such as any data collection strategies.

Monitoring activities will consist of regular and joint site visits to verify, among other things, the progress of the project and the achievement of the targets set in the logical framework, such as the completion of deliverables, the preparation of semi-annual and annual activity reports, the preparation of periodic progress reports, documentation of good and innovative practices during the implementation of the project and the search for synergies between the different project components. Semi-Annual and annual activity reports will be approved by the project team and main national partners and shared with PBF, using PBF approved templates

The final evaluation of the first phase, which is in progress and will be concluded in October 2022, will provide guidance to adjust some activities and the approach under Phase II and also to complete the missing baselines information that was not developed during the Phase I due to the COVID pandemic context. A monitoring plan for the Phase II is already being prepared with the AWP, this will allow to better monitor the progress.

The project will also dedicate 50,000 USD for the final evaluation at the end of the Phase II. The PBF Secretariat in Bissau, will support the project team by providing additional oversight, technical advice on peacebuilding related matters and by facilitating the coordination and monitoring and evaluation of the PBF portfolio, including of this project. Additionally, 30,000 USD will be dedicated to support the project's communication and visibility with a focus on resource mobilization.

e) **Project exit strategy/ sustainability –**

The ownership on the national level will particularly be ensured through the facilitation of participation of all segments of society in planning, implementation as well as monitoring and evaluation of the activities. A gender-sensitive approach will be promoted while implementing the present project, ensuring the inclusion of women in key project phases. National sustainability will be further enhanced in a regional dimension through support to strengthening regional governance frameworks under the auspices of the ECOWAS Commission and its respective directorates as well as advocacy for the harmonization of national legislations regarding regional and international norms on TOC and Drug Control.

The project's exit strategy will be based on the results and lessons learned gathered from other projects implemented by UNDP, UNODC, focusing on the promotion of the Rule of Law, Access to Justice, Peace and Security.

Apart from focusing on building technical capacities and assisting partners to develop relationship with donors in the perspective to securing longer term funding, the project will also advocate for conduct change of public servants to encourage service deliver quality in term of human rights justice and security to the overall public. **It is agreed by national actors and the international community that comprehensive approaches to achieve systemic institutional and cultural changes need to be implemented, as opposed to piecemeal initiatives supporting certain stakeholders without ensuring closing the justice/security chain.**

Regarding the infrastructure, the UN in Guinea Bissau have a long past in building infrastructure, not only on rule of law but also in several other areas (courts, border posts, police station, health post, markets, electoral support facilities ...). More specifically in 2019 PBF, under the project “***Strengthening Public Confidence in the Justice System***”, implemented by UNDP, supported the conception of a new model of infrastructure and construction of the first ‘*House of Justice*’ in Gabu which allows to regroup all services related to justice: court, civil registry, ID services and the legal aid). As a result, the national authorities decided to duplicate this model all over the country and this allowed to mobilize funds from Japanese government for the construction of the second ‘*House of Justice*’ in the southern region (Buba).

In this sense the project can be an entry point for donors wishing to support anti-drug trafficking and transnational crime initiative.

To address the infrastructure sustainability, the project has already held several consultations with national authorities to their use and deployment of staff to all the infrastructure supported by the project (border posts; Judicial Police outpost, Model Police Station, and the creation of 4 additional cells in the regional prison of Bafata). Actually, the border posts and the model police station will be occupied by the existing staff who are already in the field. The Judicial Police has identified the staff to be deployed in the outpost. Nevertheless, the project in phase II will ensure that the authorities have include in the national budget funds for the maintenance of the building and more specifically the Project will work with the partners to develop an ‘asset management guidance tool’ in the following steps:

- a) Discuss, design, and implement a local asset management framework that follows senior management guidelines of their respective hierarchy but provides a clear and operative roadmap;
- b) Assist in the elaboration of an asset management action plan within the three main stakeholders linked to the development of infrastructure (Public Order Police, National Guard and Judiciary Police);
- c) Build a dedicated a small ‘task force cell’ at the regional and local levels that will spearhead, champion and support asset management and sustain momentum past the provisory reception phase of the infrastructure.

Moreover, the project will promote communication and cooperation mechanism amongst different LEA to increase their mutual knowledge and trust, with a view to reduce rivalry and strengthen cooperation.

Furthermore, consolidation of the project's achievements will be ensured and reinforced through UNDP’s and UNODC’s future interventions in the country. It will provide continuous support to partners and beneficiaries, building on improved capacities and experience, including strategic coordination through existing coordination mechanisms

The project has been designed to build on existing experiences (PBF Phase I), approaches and established work relations. The project will give priority to support existing institutions and structures (to better ensure the sustainability of these institutions and structures after the end of the project.

Sustainability for the project requires the development of a coordinated process within partners and activities and strongly aligned with the project results framework. Permanent technical dialogue with partners and beneficiaries allow to measure the expected change through the

indicators and information collected on site. Sustainability will also be ensured through ownership by national authorities for all aspects of the intervention. The ownership on the national level will particularly be ensured through participation, and shared decision making on project implementation.

In term of mobilising additional resources, the project's engagement will be guided by a set of practical steps (identify, engage, negotiate, manage/report and communicate results) to maximize the results. Also, the project priority activities were discussed not only with national partners but also with international partners. In this sense, the identified potential donors have already been identified to contribute to the achievement of the SDGs focusing on security and justice sector response to DTOC. The project will pursue discussion and advocacy with donors during its implementation for resource mobilization, and the elaboration of a resource mobilization strategy will be promoted with the national authorities. The European Union representation in Guinea Bissau has expressed interest to support the Judicial police as well as invest in community policing activities based on the strategy that was developed during the project phase I, as a holistic approach to respond to security and crime challenges.

Partnerships and engagement with individuals, NGOs will be (i) needs targeted -based, focusing on beneficiaries, and maximizing local-level initiate change; (ii) support long-term engagement and sustainable outcome and outputs; (iii) ensure transparency and accountability; (iv) raise sound risk management; (v) explore innovative engagement models and best practices to achieve increased outcome for beneficiaries and (vi) enhance communications and field visits with the main partners and donors.

e. Project budget

Each agency will be responsible for the management of their funds. Due to the scope of the project, which is support to capacity building, the beneficiaries and the activities, the largest amount will be dedicated to providing technical assistance by providing international expertise, exchange of experience, regional cooperation, and collaboration. The second largest part will be dedicated to the communities (awareness raising campaigns, advocacy, and training) and will be implemented in collaboration with CSOs through Grant Agreement. Finally, a part will be dedicated to developing infrastructures for the key institutions in the fight against DTOC through construction, refurbishment, and rehabilitation.

In terms of financial obligations with staff:

- The phase I of the project required 2 local staff (Project Coordinator and Finance & Admin Assistant) and 1 International P4 Staff (UNODC Drug Control and Crime Prevention Officer) for 24 months – 367 000 USD. Apart from staffing costs, the project included operational costs of 80,000 USD, evaluation, monitoring and communication costs of 109,000 USD, and indirect support costs of 130 900 USD – amounting to 33% of the budget. The remaining 1 341 000USD (67% of the budget) were dedicated to the implementation of project activities, 15% of which is specific to the promotion of gender equality and women empowerment, and its direct contribution to peace and security consolidation and conflict prevention.

Apart from staffing costs, the phase II will include operational costs of 75 000 USD, evaluation cost of 50 000 USD, and monitoring and communication costs of 105 000 USD, and indirect support costs of 150 467.29 USD – amounting to 33,93% of the budget (780 467.29 USD). The remaining 1 519 533USD (66,07% of the budget) will be solely dedicated to the implementation of project activities, 30% of which is specific to the promotion of gender equality and women empowerment, and its direct contribution to peace and security consolidation and conflict prevention.

The remaining funds (UNODC) from the Phase I (85 000 USD) will be dedicated to support the construction and equipment of the Judicial Police Outpost in Bafata.

The project budget of phase II will be provided in two tranches, with the first tranche of 60 % and the second tranche of 40 %. The payment of the 4th tranche of the total budget is subject

to the completion of the following requirements: (a) AWP & updated budget, M&E plan, and baseline studies developed and approved by the Secretariat; (b) Project team fully on board; (c) 75% of expenditure of 3rd tranche AND submission of timely project reports (15 June and 15 November every year).

Annex A.2: Project Administrative arrangements for Non-UN Recipient Organizations

(This section uses standard wording – please do not remove)

Accountability, transparency and reporting of the Recipient Non-United Nations Organization:

The Recipient Non-United Nations Organization will assume full programmatic and financial accountability for the funds disbursed to them by the Administrative Agent. Such funds will be administered by each recipient in accordance with its own regulations, rules, directives and procedures.

The Recipient Non-United Nations Organization will have full responsibility for ensuring that the Activity is implemented in accordance with the signed Project Document;

In the event of a financial review, audit or evaluation recommended by PBSO, the cost of such activity should be included in the project budget;

Ensure professional management of the Activity, including performance monitoring and reporting activities in accordance with PBSO guidelines.

Ensure compliance with the Financing Agreement and relevant applicable clauses in the Fund MOU.

Reporting:

Each Receipt will provide the Administrative Agent and the PBSO (for narrative reports only) with:

Type of report	Due when	Submitted by
Bi-annual project progress report	15 June	Convening Agency on behalf of all implementing organizations and in consultation with/ quality assurance by PBF Secretariats, where they exist
Annual project progress report	15 November	Convening Agency on behalf of all implementing organizations and in consultation with/ quality assurance by PBF Secretariats, where they exist
End of project report covering entire project duration	Within three months from the operational project closure (it can be submitted instead of an annual report if timing coincides)	Convening Agency on behalf of all implementing organizations and in consultation with/ quality assurance by PBF Secretariats, where they exist
Annual strategic peacebuilding and PBF progress report (for PRF allocations only), which may contain a request for additional PBF allocation if the context requires it	1 December	PBF Secretariat on behalf of the PBF Steering Committee, where it exists or Head of UN Country Team where it does not.

Financial reports and timeline

Timeline	Event
28 February	Annual reporting – Report Q4 expenses (Jan. to Dec. of previous year)
30 April	Report Q1 expenses (January to March)
31 July	Report Q2 expenses (January to June)
31 October	Report Q3 expenses (January to September)
<i>Certified final financial report to be provided at the quarter following the project financial closure</i>	

Unspent Balance exceeding USD 250 at the closure of the project would have to be refunded and a notification sent to the Administrative Agent, no later than three months (31 October) of the year following the completion of the activities.

Ownership of Equipment, Supplies and Other Property

Matters relating to the transfer of ownership by the Recipient Non-UN Recipient Organization will be determined in accordance with applicable policies and procedures defined by the PBSO.

Public Disclosure

The PBSO and Administrative Agent will ensure that operations of the PBF are publicly disclosed on the PBF website (<http://unpbf.org>) and the Administrative Agent website (<http://www.mptf.undp.org>)

Final Project Audit for non-UN recipient organization projects

An independent project audit will be requested by the end of the project. The audit report needs to be attached to the final narrative project report. The cost of such activity must be included in the project budget.

Special Provisions regarding Financing of Terrorism

Consistent with UN Security Council Resolutions relating to terrorism, including UN Security Council Resolution 1373 (2001) and 1267 (1999) and related resolutions, the Participants are firmly committed to the international fight against terrorism, and, against the financing of terrorism. Similarly, all Recipient Organizations recognize their obligation to comply with any applicable sanctions imposed by the UN Security Council. Each of the Recipient Organizations will use all reasonable efforts to ensure that the funds transferred to it in accordance with this agreement are not used to provide support or assistance to individuals or entities associated with terrorism as designated by any UN Security Council sanctions regime. If, during the term of this agreement, a Recipient Organization determines that there are credible allegations that funds transferred to it in accordance with this agreement have been used to provide support or assistance to individuals or entities associated with terrorism as designated by any UN Security Council sanctions regime it will as soon as it becomes aware of it inform the head of PBSO, the Administrative Agent and the donor(s) and, in consultation with the donors as appropriate, determine an appropriate response.

Non-UN recipient organization (NUNO) eligibility:

In order to be declared eligible to receive PBF funds directly, NUNOs must be assessed as technically, financially and legally sound by the PBF and its agent, the Multi Partner Trust

Fund Office (MPTFO). Prior to submitting a finalized project document, it is the responsibility of each NUNO to liaise with PBSO and MPTFO and provide all the necessary documents (see below) to demonstrate that all the criteria have been fulfilled and to be declared as eligible for direct PBF funds.

The NUNO must provide (in a timely fashion, ensuring PBSO and MPTFO have sufficient time to review the package) the documentation demonstrating that the NUNO:

- Has previously received funding from the UN, the PBF, or any of the contributors to the PBF, in the country of project implementation
- Has a current valid registration as a non-profit, tax-exempt organization with a social based mission in both the country where headquarter is located and in country of project implementation for the duration of the proposed grant. (**NOTE:** If registration is done on an annual basis in the country, the organization must have the current registration and obtain renewals for the duration of the project, in order to receive subsequent funding tranches)
- Produces an annual report that includes the proposed country for the grant
- Commissions audited financial statements, available for the last two years, including the auditor opinion letter. The financial statements should include the legal organization that will sign the agreement (and oversee the country of implementation, if applicable) as well as the activities of the country of implementation. (**NOTE:** If these are not available for the country of proposed project implementation, the CSO will also need to provide the latest two audit reports for a program or project based audit in country.) The letter from the auditor should also state whether the auditor firm is part of the nationally qualified audit firms.
- Demonstrates an annual budget in the country of proposed project implementation for the previous two calendar years, which is at least twice the annualized budget sought from PBF for the project³¹
- Demonstrates at least 3 years of experience in the country where grant is sought
- Provides a clear explanation of the CSO's legal structure, including the specific entity which will enter into the legal agreement with the MPTF-O for the PBF grant.

³¹ Annualized PBF project budget is obtained by dividing the PBF project budget by the number of project duration months and multiplying by 12.

Annex B: Project Results Framework (MUST include sex- and age disaggregated data)

Outcome	Outputs	Indicators	Means of Verification/ Frequency of collection	Indicator milestones
<p><u>Outcome 1:</u></p> <p>The Rule of Law and Security Institutions are able to more effectively prevent, investigate and prosecute drug trafficking and transnational organized crime, reducing the country's sources of fragility.</p>		<p>Outcome Indicator 1 a: Percentage of Drug trafficking and TOC-related cases investigated, prosecuted and adjudicated, in line with due process principles <u>Baseline:</u> Two major drug cases investigated, prosecuted and adjudicated in 2020 <u>Target:</u> 55% of DTOC cases are investigated, prosecuted and adjudicated, in line with due process principles</p>	<p>Court records Trial observations reports Convictions vis-a-vis arrests Project report, LEA reports</p>	
		<p>Outcome Indicator 1b: Perception of national counterparts (m/F) trained and/or mentored under the project, who report increased capacity to prevent and investigate drug trafficking and transnational organized crime <u>Baseline:</u> TBD (during the evaluation of Phase I). <u>Target:</u> 75% of beneficiary groups (m/f disaggregated) from the national counterpart, trained and/or mentored under the project, report increased capacity to prevent and investigate DTOC</p>	<p>Project reports Perception survey report Assessment reports and recommendations</p>	
		<p>Outcome Indicator 1c: Availability of institutional capacity on resource mobilization for better public service provision on DTOC <u>Base line:</u> limited <u>Target:</u> 2 roundtables (1 on anti-corruption and 1 on CDTOC) with national partners and donors are organized for resource mobilization</p>		

Outputs	Indicators	Means of Verification/ Frequency of collection	Indicator milestones
<p>Output 1.1: <i>Coordination capacity of National security agencies and justice sector actors to prevent and respond to drug trafficking and transnational organized crime, is reinforced.</i></p> <p>Main activities:</p> <p>1.1.1 Support the development and implementation of the National Strategic Plan to counter drug trafficking and transnational organized crime in close collaboration with regional and sub-regional organizations</p> <p>1.1.2 Support the development and implementation of the National Strategic Plan to prevent and protect victims of human trafficking</p> <p>1.1.3 Provide advisory support to the Superior Council for Police and Internal Security Coordination (COSIPOL) on operational coordination mechanism (procedures, rules, working arrangements)</p> <p>1.1.4 Enhance capacities of the Ministry of Justice and relevant authorities to produce periodic analysis on data collected on drug and human trafficking</p> <p>1.1.5 Provide legislative assistance for the review and development of a legal framework to tackle drug trafficking and transnational organized crime, while respecting human rights</p> <p>1.1.6 Support the elaboration of an internal strategy to combat corruption and improve transparency within the rule of law institutions</p>	<p>Output Indicator 1.1.1: A National Plan to fight DTOC is developed, endorsed and at least partially implemented with UNODC assistance.</p> <p><u>Baseline:</u> Absence of an up-to-date integrated and inclusive National Plan to fight DTOC.</p> <p><u>Target:</u> A National Plan is developed with all the national stakeholders including CSO, endorsed by the national authorities and at least partially implemented</p> <p>Output Indicator 1.1.2: One National Strategic Plan to prevent and protect victims of human trafficking finalized and at least partially implemented.</p> <p><u>Baseline:</u> National Emergency Plan to prevent and combat human trafficking adopted on 11 June 2020.</p> <p><u>Target:</u> Full-fledged National Strategic Plan to prevent and protect victims of human trafficking drafted.</p> <p>Output indicator 1.1.3: Number of cooperation mechanisms for security and justice operationalized at national regional and international level.</p> <p><u>Base line:</u> At national level, two coordination platforms established - Superior Council for the Coordination of Policing and Internal Security (COSIPOL), and the Transnational Crime Unit (TCU) Management Board - but no longer active since February 2020. At regional level, existing platforms (AIRCOP, WACI, GIABA, and ARINWA) which include Guinea-Bissau.</p> <p><u>Target:</u> 2 coordination mechanisms at national level by year and 1 at regional level are enhanced</p>	<p>Minutes of coordination meetings, Project reports, LEA' reports, Press reports</p>	

Outputs	Indicators	Means of Verification/ Frequency of collection	Indicator milestones
<p>Output 1.1: <i>Coordination capacity of National security agencies and justice sector actors to prevent and respond to drug trafficking and transnational organized crime, is reinforced.</i></p> <p>Main activities:</p> <p>1.1.7 Assist in the effective coordination and cooperation mechanism among agencies responsible for preventing and fighting DTOC as well as completing a strategy on communication and resource mobilization for CDTOC</p> <p>1.1.8 Support a study on public satisfaction with the rule of law and security institutions, and a perception survey to understand the root causes of the mistrust of the population to better orient output 1.2 on reinforcement of accountability</p> <p>1.1.9 Support the international and regional law enforcement coordination dynamics with a special focus on cooperation with Brazil and Portugal on the one hand, and with the Gambia, Cabo Verde, Guinea and Senegal, on the other</p> <p>1.1.10 Support cooperation with LEA at international level thought networking, mentoring, and learning from regional and international police</p>	<p>Output Indicator 1.1.4: Drug trafficking and organized crime-related legal framework is revised, as per needs identified in the National Strategic Plan, in line with relevant international conventions.</p> <p><u>Base line:</u> A national multidisciplinary committee put in place to review the Penal Code and the Code of Criminal Procedure and civil code. Actual revision/drafting process of drug control/TOC-related bills and regulations yet to be initiated</p> <p><u>Target:</u> Draft Legal framework updated, available for consideration and eventual adoption by executive and legislative organs, subject to conducive political circumstances, to facilitate investigation and prosecution of DT/OC cases</p> <p>Output Indicator 1.1.5: number of the Law enforcement and criminal Justice actors with high Level of knowledge and methods in fighting drug trafficking and organized crime.</p> <p><u>Base line:</u> TBD</p> <p><u>Target:</u> 300</p> <p>Output indicator 1.1.6: Satisfaction of local population (urban/rural – men/women) with law performance in fighting DTOC.</p> <p><u>Base line:</u> 23% (2021)</p> <p><u>Target:</u> 35% satisfied with services</p>	<p>Minutes of coordination meetings, Project reports, LEA’ reports, Press reports</p>	

Outputs	Indicators	Means of Verification/ Frequency of collection	Indicator milestones
<p>Output 1.2: <i>The Security and justice sector institutions have improved capacity to effectively investigate, prosecute and adjudicate drug trafficking / transnational organized crime cases.</i></p> <p>Main activities:</p> <p>1.2.1 Provide technical assistance to law enforcement agencies to develop training curricula on detection and investigation of drug trafficking and transnational organized crime, as well as on ethics and gender</p> <p>1.2.2 Deliver a Training of Trainers Programme to establish an inter-agency pool of national trainers on detection, investigation and prosecution of drug trafficking and transnational organized crime and provide on-site mentoring during the first cycle of national training delivery</p> <p>1.2.3 Support through capacity building, trainings and equipment the mandate implementation of specialized units to combat drug trafficking and transnational organized crime</p> <p>1.2.4 Reinforce the security in Bafata detention facility to host the detainees condemn for DTOC case</p> <p>1.2.5 Support the replication of model police station in Gabu, in close coordination with local community</p> <p>1.2.6 Strengthen criminal investigations and border control services through capacity building, refurbishment and equipment</p> <p>1.2.7 Provide technical advisory services and mentoring to the prosecutor's office to improve its capacity to prosecute crimes related to drug trafficking and transnational organized crime</p> <p>1.2.8 Extend the development of Case Management System on DTOC to the offices of the Prosecutor General and the courts</p>	<p>Output Indicator 1.2.1: # of Training curricula on DTOC. <u>Baseline:</u> Absence of training curricula on DTOC for LEAs <u>Target:</u> 2 training curricula on DTOC</p> <p>Output indicator 1.2.2: Perception of Local Authorities on service delivery to the population due to the decentralization of Judicial Police work through the creation of outposts in strategic areas. <u>Baseline:</u> Data to be collected <u>Target:</u> Local Authorities report very good levels of service delivery after one additional Judicial Police outpost created between the towns of Gabu and Bafatá</p> <p>Output Indicator 1.2.3: # of National Model police stations. <u>Baseline:</u> 2. There are only two model police stations within the country (in Bairro Militar - Bissau and in Buba - Quinara region). <u>Target:</u> 3. <i>One</i> additional model police station is created (Gabu)</p> <p>Output Indicator 1.2.4: Number of border posts refurbished and equipped. <u>Base line:</u> There are only 4 refurbished border posts (in Djegue, Pirada, Buruntuma and Cuntabane) <u>Target:</u> 4 additional border posts (in Cambadju, Dungal, Cacine and Suzana) are refurbished and equipped</p>	<p>Project reports, LEA' reports, Press report, Engineering company reports, Field visits reports</p>	

Outputs	Indicators	Means of Verification/ Frequency of collection	Indicator milestones
<p>Output 1.2: <i>The Security and justice sector institutions have improved capacity to effectively investigate, prosecute and adjudicate drug trafficking / transnational organized crime cases.</i></p> <p>Main activities:</p> <p>1.2.9 Enhance LEAs operational capacities including material resources management to enable more proactive and effective intervention of these services</p> <p>1.2.10 Foster the operational capacities for an effective border management and control</p> <p>1.2.11 Support the creation of management tools (Standard Operating Procedures) for the LEA including a specific data base for the CENTIF</p> <p>1.2.12 Promote evidence-based knowledge on trends, threats and good practices on drugs, illicit trafficking and organized crime according to the local challenge and environment</p> <p>1.2.13 Support the selection process and training of new agents to reinforce the operational capacities of the Judicial Police to manage complex, sensitive cases effectively</p> <p>1.2.14 Support national partners (law enforcement officers and judicial actors) training on organized crime investigation, information collection, coordination and analysis aiming to effectively prevent the drug problem and tackle illicit trafficking, and organized crime</p> <p>1.2.15 Support the equipment of Bafata regional prison, the Model Police Station in Gabu as well as Cambadju and Dungal border post</p> <p>1.2.16 Support the installation of the Judicial Police in the Bafata region</p>	<p>Output indicator 1.2.5: Number of border posts supported through technical assistance, including COVID-19 prevention work <u>Baseline:</u> 2 (in Djegue and Pirada) <u>Target:</u> Two additional border posts (in Cambadju and Dungal) provided with COVID-19 protective gear, and specialized DT/OC training</p> <p>Output indicator 1.2.6: Number of LEA staff completing specialized training course related to serious and organized crime including drug interdiction, trafficking in persons, fraudulent documents and maritime surveillance. <u>Base line:</u> Absence of training curricula on DTOC for LEAs <u>Target:</u> 80 persons trained from Police and Justice institutions</p> <p>Output indicator 1.2.7: # of additional outpost created in the eastern region. <u>Base line:</u> Two Judicial Police outposts built in the regions of Bubaque and Catio. <u>Target:</u> One additional Judicial Police outpost operational in Bafatá</p> <p>Output indicator 1.2.8: Percentage of investigations related to serious and organized crime including drug trafficking, trafficking in persons and fraudulent documents being conducted at the border posts (land/sea) <u>Base line:</u> TBD <u>Target:</u> Score exceeds threshold for 35% of targeted recorded</p>	<p>Project reports, LEA' reports, Press report, Engineering company reports, Field visits reports</p>	

Outputs	Indicators	Means of Verification/ Frequency of collection	Indicator milestones
<p>Output 1.3: <i>Civil society organizations and communities' involvement in the oversight of the security practices and institutions responsible to combat drug trafficking and transnational organized crime, is enhanced.</i></p> <p>Main activities:</p> <p>1.3.1 Provide advisory support and dedicated trainings to the new elected legislative, in particular the security, justice and defense committees, to exercise oversight over the security institutions</p> <p>1.3.2 Enhance and replicate existing community-oriented practices and networks with a focus on analysis of the impact and enhance the response of the justice and security institutions to the needs of vulnerable groups, including women, men, boys and girls</p> <p>1.3.3 Support to the Civil Society Organizations (CSOs), the National Drug Observatory and local communities to enhance coordination and cooperation between the Government and civil society in particular youth and women groups and act as a platform of Early Warning mechanism on DTOC</p> <p>1.3.4 Support the creation and operationalization of an early warning system based on existing child trafficking communities' vigilance/protection committees and CSOs networks in the region for early detection and prevention of possible cases of human trafficking, including the 4 associations of Koranic teachers created by IOM in Bafata, Gabu and Quinara/Tombali regions.</p>	<p>Output Indicator 1.3.1: Number of mappings of civil society organizations and key actors engaged in the CDTOC. <u>Baseline:</u> TBC <u>Target:</u> 1</p> <p>Output Indicator 1.3.2: Number of community surveillance committees on DTOC in different regions. <u>Baseline:</u>TBC <u>Target:</u> 2</p> <p>Output Indicator 1.3.3: Number of reports on CDTOC produced by CSOs <u>Baseline:</u> TBD <u>Target:</u> 1</p> <p>Output Indicator 1.3.4: Number of Djumbais with community on the impact of DTOC in the society, including women and youth, in different regions. <u>Baseline:</u> TBC 4 <u>Target:</u> 5- 8</p> <p>Output indicator 1.3.5: Number of structured parliamentary debates, enhancing awareness and capacity of Parliamentarians in their deliberations of drug trafficking /organized crime issues. <u>Baseline:</u> 0 1 <u>Target:</u> At least one two sessions in Parliament with an agenda item on DT/OC</p> <p>Output Indicator 1.3.6: Number of organized national communication campaign on the consequences of drug trafficking in the society in consultation with civil society organizations, in particular youth and women groups. <u>Baseline:</u> TBD <u>Target:</u> 4 national communication campaigns</p>	<p>Project reports LEA' reports Transcripts of the National Popular Assembly Press report CSOs reports Field visits reports Communication campaign material</p>	

Outputs	Indicators	Means of Verification/ Frequency of collection	Indicator milestones
<p>Output 1.3: <i>Civil society organizations and communities' involvement in the oversight of the security practices and institutions responsible to combat drug trafficking and transnational organized crime, is enhanced.</i></p> <p>Main activities:</p> <p>1.3.5 Strengthen community and national awareness raising on the risk of drug trafficking and transnational organized crime through awareness raising campaigns engaging women, community leaders, youth and volunteers' networks, associations and media (local radios) in all the country</p> <p>1.3.6 Support community involvement, with a special attention to the participation of women youth and vulnerable groups, in improving community-police relations (proximity police approach) and in supporting 'police related functions</p> <p>1.3.7 Support the implementation of the priority action plan from network of national and sub-regional CSOs, in support of the fight against illicit markets in border areas</p> <p>1.3.8 Support civil society to strengthen their participation in the development implementation and monitoring of the CDTOC policy and programmes</p> <p>1.3.9 Support technical capacities of local communities and CSOs to coordinate, plan, and implement initiatives to prevent and monitor CDTOC within the development of monitoring platform</p> <p>1.3.10 Support the national media consortium to develop and publish media products to improve awareness/advocacy tools in the fight against DTOC</p>	<p>Output Indicator 1.3.7: Number of Early Warning Mechanism based on existing vigilance committees and CSOs networks in the region for early detection and prevention of possible case human trafficking. <u>Base line:</u> 4 <u>Target:</u> 6</p> <p>Output Indicator 1.3.8: Number of Djumbais participants, disaggregated by sex, age, region. <u>Baseline:</u> 0 <u>Target:</u> 20 participants per Djumbai.</p> <p>Output Indicator 1.3.9: Perception of CSOs on their capacity to influence public policies on DTOC and their freedom to engage on DTOC issues; <u>Baseline:</u> TBD. <u>Target:</u> CSOs surveyed under the project report increased in 35 % capacity levels to influence and engage on DTOC issues</p> <p>Output Indicator 1.3.10: Number of community policing mechanism in the regions. <u>Base line:</u> 3 (1 in Bissau, 1 in Buba and 1 in Gabu) <u>Target:</u> 5 (Two additional: 1 in Quinhamel 1 Cacheu)</p> <p>Output Indicator 1.3.11: Compliance with community-oriented police proximity strategy to enable best security environment <u>Base line:</u> Unsatisfactory <u>Target:</u> Satisfactory</p> <p>Output Indicator 1.3.12: Level of population (m/f), who shows change in their attitude to prevent child trafficking, and better knowledge on legal framework protecting victims trafficking (disaggregated by sex). <u>Base line:</u> low (ref awareness raising sessions in south and east regions) <u>Target:</u> medium</p>	<p>Project reports LEA' reports Transcripts of the National Popular Assembly Press report CSOs reports Field visits reports Communication campaign material</p>	

Outputs	Indicators	Means of Verification/ Frequency of collection	Indicator milestones
<p>Output 1.4: <i>The national anti-corruption strategy is operationalized to support integrity, anti-corruption, and combat money laundering.</i></p> <p>Main activities:</p> <p>1.4.1 Support legal, policy and institutional frameworks to counter corruption, AML/CTF³² and to foster compliance and a culture of integrity and accountability and protect whistleblowers</p> <p>1.4.2 Support the inspection services in rule of law institutions</p> <p>1.4.3 Provide support to law enforcement agencies (LEAs) policy and plans and capacity development of anti-corruption in the implementation of the National Anti-Corruption strategy</p> <p>1.4.4 Support awareness-raising sessions by CSOs for mainstreaming anti-corruption preventive measures into rule of Law strategies to maximize impact</p> <p>1.4.5 Support constructive dialogue coordination and cooperation with relevant internal and external partners to better support national efforts to fight corruption and AML/CTF</p> <p>1.4.6 Support national CSOs networks of anti-corruption, media (journalism), and youth to contribute to prevent and fight against corruption and facilitate sharing of knowledge, awareness, and good practices</p>	<p>Output indicator 1.4.1: Percentage of corruption cases treated by the national institutions responsible for money laundering and corruption crimes. <u>Base line:</u> 1,5 % (2019-2021) <u>Target:</u> 10%</p> <p>Output indicator 1.4.2: Level of law enforcement officials demonstrating appropriate knowledge, commitment and practices on prevention and countering money laundering and corruption issues. <u>Base line:</u> Low <u>Target:</u> Medium</p> <p>Output indicator 1.4.3: Number of national mechanism available and operational for monitoring of implementation of money laundering and corruption policies and laws. <u>Base line:</u> no national mechanism available. The AML and corruption monitoring has been done via international and regional mechanism. <u>Target:</u> At least two national coordinated mechanisms in place</p> <p>Output indicator 1.4.4: Number of used commitments coming out of the discussions from the ‘djumbais sessions’ to better respond on anti-corruption issues <u>Base line:</u> 0 <u>Target:</u> 6</p> <p>Output indicator 1.4.5: Number of initiatives involving internal and external partners in the fight against corruption <u>Base line:</u> TBD <u>Target:</u> 8</p>	<p>Project reports LEA’ and MoJ reports Press report CSOs reports Field visits reports Communication campaign material</p>	

Annex C: Checklist of project implementation readiness

³² AML/CFT: Anti Money Laundering/Counter Terrorism Financing

Question	Yes	No	Comment
1. Have all implementing partners been identified? If not, what steps remain and proposed timeline	X		
2. Have TORs for key project staff been finalized and ready to advertise? Plz attach to the submission	X		
3. Have project sites been identified? If not, what will be the process and timeline	X		
4. Have local communities and government offices been consulted/ sensitized on the existence the project? Please state when this was done or when it will be done.	X		
5. Has any preliminary analysis/ identification of lessons learned/ existing activities been done? not, what analysis remains to be done to enable implementation and proposed timeline?	X		
6. Have beneficiary criteria been identified? If not, what will be the process and timeline.	X		
7. Have any agreements been made with the relevant Government counterparts relating to project implementation sites, approaches, Government contribution?	X		
8. Have clear arrangements been made on project implementing approach between project recipient organizations?	X		
9. What other preparatory activities need to be undertaken before actual project implementation can begin and how long will this take?		N/A	

Annex D: Detailed and UNDG budgets (attached Excel sheet)