



*Final external evaluation of the project **Strengthening the justice and security sector response to drug trafficking and transnational organized crime to reduce insecurity in Guinea-Bissau (2019-2022)***

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Project Identification

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This report is the responsibility of the researchers and does not necessarily reflect the views of UNDP, UNODC, IOM, PBF or any other organization or persons consulted. The evaluation team assumes responsibility for any errors or omissions, and for the attendant interpretation and analysis.

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Acronyms

AIRCOP / JAIF	Força de Ação Conjunta de Interdição a Aeroportos /Joint Airport Interdiction Force
ANP	Assembleia Nacional Popular/ National Assembly
CAJ	Center of Access to Justice
CDTOC	Combat Drug Trafficking and Organized Crime
CENFOJ	National Judicial Training Centre
CENTIF	Célula Nacional de Tratamento da Informação Financeira
COSIPOL	Superior Council for Police and Internal Security Coordination
CPD	Country Program Document
CSMJ	Superior Council of the Judiciary
CSO	Civil Society Organization
CTA	Chief Technical Advisor
DTOC	Drug Trafficking and Organized Crime
ECOWAS	Economic Community of West African States
EQ	Evaluation Questions
GN	National Guard
IMC	Women and Children Institute
INTERPOL	INTERPOL
IOM	International Organization for Migrations
LEA	Law Enforcement Agencies
LGDH	Guinea-Bissau League of Human Rights
M&E	Monitoring and Evaluation
Min. Int.	The Ministry of Interior
Min. Justice	The Ministry of Justice
NGOs	Non-Governmental Organizations
NISP	Integrated National Plan to Combat Drugs, Organized Crime, and Risk Reduction (2020-2026)
OECD-DAC	Organization for Economic Co-operation and Development Assistance Committee
OGCD	Guinean Observatory for Drugs and Drug Dependence
Palermo Convention	United Nations Convention against Transnational Organized Crime, signed in Palermo in 2000
PBF	Peacebuilding Fund
PBSO	Peacebuilding Support Office
PGR	Prosecutor General
PJ	Judiciary Police
POP	Public Order Police
RoL	Rule of Law
RoL&J	Rule of Law and Justice
ROLSI	Rule of Law and Security Institutions
SAB	Bissau Autonomous Sector
SG	United Nations Secretary-General
SIS	Security Information System
STJ	Supreme Court of Justice
TCU	Transnational Crime Unit
TS	The Supreme Court
UCT	Transnational Crime Unit
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Program
UNFPA	United Nations Population Fund
UNICEF	United Nations Children’s Fund
UNIOGBIS	United Nations Integrated Peacebuilding Office in Guinea-Bissau
UNODC	United Nations Office on Drugs and Crime
UNSC	United Nations Security Council
WACI	West Africa Coast Initiative

EXECUTIVE SUMMARY (EN)

The Final External evaluation is part of the joint UNDP, UNODC, and OIM project “Strengthening the Justice and Security Sector response to drug trafficking and transnational organized crime to reduce insecurity in Guinea-Bissau”, funded by the UN Peacebuilding Fund (PBF 01.12.2019-01.08.2022). The main objective of the final evaluation is to assess the project's achievements and to determine its overall peacebuilding added value in Guinea-Bissau, including its relevance, coherence, effectiveness, efficiency, sustainability, and impact (OECD/DAC criteria), added of the PBF specific criteria on Sensitivity to Conflict, Catalytic, Gender Sensitivity and Risk Tolerance and Innovation. The assessment will be in the interests of UNDP, UNODC, IOM, the United Nations Peacebuilding Support Office (PBSO), the Government of Guinea-Bissau (notably the Ministry of Justice), as well as donors and international decision-makers involved in the country.

The aim of the evaluation was set out as being threefold:

1. Meet the Agencies' (IOM, UNDP, UNODC) requirements for assessing accountability and performance of the Guinea-Bissau CDTOC project.
2. Determine its overall added value in reducing Guinea-Bissau's vulnerability to drug trafficking and organized crime.
3. Inform the implementation of the next phase of the programming of the CDTOC project of Guinea-Bissau (2022-2024), through strategic recommendations and indicators review.

The evaluation's focus is primarily on generating learning by looking at the project's contribution to controlling drug traffic and organized crime in Guinea-Bissau, against the background of an extremely fragile and volatile political and economic situation.

Methodology

This is a theory-based evaluation based on qualitative methods complemented with quantitative data analysis. The evaluation consisted of: a) a documental analysis of the project's inputs, activities and outputs; b) a review of complementary studies; c) interviews with key informants (KII), 54 in total; d) focus group interviews, 3 in total; e) on-site observation. The field mission was carried out from December 9, 2022, to January 28, 2023. It comprised a set of online interviews (6.12.2022 to 11.01.2023), a round of in presence interviews (9.12.2022 to 26.01.2023), on-site observation, and focus groups (17.01.2023 to 20.01.2023). A restitution seminar was organized with the main stakeholders (27.01.2023) and their comments were integrated into the final report. All the information was triangulated and verified, supporting the assessment of the project's progress and results, main findings and recommendations. The main limitations were the difficult access to some of the officials, both from the implementing agencies and from national entities, due to the late timing of the evaluation; and the lack of more information on such a sensitive problem as DTOC.

Findings

Relevance

The CDTOC project was highly relevant at two levels: i) assisting the government in meeting its international and national commitments to implement law and justice; ii) fulfilling the commitment made between UN agencies and the Government of Guinea-Bissau to support institutional strengthening in law

enforcement and justice. The relevance of these activities is recognized and expressed by the perception of national actors. It represents an important step in the implementation of the international commitments - amongst which stands the Palermo convention- assumed by the Guinean government to combat drug trafficking, corruption, money laundering, and trafficking in persons. The project was designed based on the long-term intervention in Guinea-Bissau, which was carried on by UNOGBIS/UNOGBIS (1999-2020). The objectives of the project emerge from a comprehensive analysis of the different conflict causalities threatening the implementation of the rule of law in the country. The project followed a multi-level strategy, involving regional coordination, collaboration with government authorities, legislative review, and cooperation with civil society organizations. At these various layers the approach was comprehensive, context-sensitive, and pertinent, as every stakeholder interviewed recognized.

The original objectives of the action remain valid and have been readapted to phase 2. However, the scale of the problem – supporting the LEA, judicial institutions, and civil society combatting organized crime and traffic– is too vast for a single project. Although every action is relevant, urgent, and necessary, their scope is limited. These limitations can only be overcome by the adoption of a continuous public policy with adequate funding, implemented by a stable government. The Theory of Change that underlies this project presupposes the continuity of support to the LEA, CSOs, and state institutions operating in the implementation of law and justice.

Coherence with the UN framework and principles

The project coherence was considered at three levels: 1) The project meets the needs of the beneficiaries and was aligned with the priorities of the country. 2) CDTOC project was consistent with the intervention of the implementing agencies and allowed for the fulfilment of their institutional vision and mission. The project itemization between the agencies of the United Nations system, namely UNDP, UNODC, and IOM, respected the mandate of each of them and was strategic from the point of view of the capitalization and articulation with the ongoing actions conducted by each of these agencies. 3) The project was aligned with other interventions in the country conducted by international partners aimed at reinforcing the state of law.

Effectiveness

The project was relatively effective, considering that it faced several obstacles due to external factors: the pandemic crisis and the state of emergency in the country; and the various moments of political instability. These circumstances led to the project implementation being delayed and forced to request a no-cost extension (NCE) (October-2021 to August 2022), followed by a costed extension or phase 2 (2022-2025). The NCE extension was crucial for completing almost every planned activity (21 activities out of 22, including 13 fully implemented and 8 partially executed). The main results of the project were as follows: 1. Support the relevant policy and legal reforms on the CDTOC, including the Integrated National Plan to Combat Drugs, Organized Crime, and Risk Reduction (2020-2026 Guinea-Bissau's NISP), the Strategic Plan to Combat Trafficking in Persons (2019-2021), the National Anti-Corruption Strategy 2021-2030. The Code for the Global Protection of Children and the Comprehensive Child Protection Policy has also been prepared. The dissolution of the ANP prevented the discussion and approval of previously prepared legislative proposals.

2. Training and supporting national security agents and the justice sector. These training were carried out with different LEA (PJ, POP, GN) and were designed to meet the specific needs of corporations. Training topics comprised management and CDTOC awareness at the border posts, community policy strategies for POP and civil society in Gabu, and technical issues for the PJ. Awareness activities on CDTOC were implemented with the Public Order Police (POP), The National Guard (NG), and Civil Society Organizations (CSOs).
3. Training conducted in border posts included officials and auxiliaries from the National Guard's various brigades. The number of auxiliaries clearly overpass the number of officials. The problem of their feeble relationship with the state institution and lack of formal training was out of the realms of this project.
4. The Bafatá's prison was rehabilitated, and the Model Police Station of Gabú and the border posts of Cambaju and Dungal were built. Building, rehabilitation, and supply of equipment to GN and POP were always complemented by training activities. This double approach (infrastructure and training) boosts the agent's motivation and work capacity.
5. Improving border control. Joint Airport Interdiction Force (JAITF, the Airport Anti-Drug Cell) was supported with equipment and tools for more effective action. MIND and FIND equipment were distributed to the border posts.
6. Coordination between the different intervenient in CDTOC was reinforced.
7. Equipment was delivered to CENTIF, PJ, and MP.
8. Intra-regional cooperation for combating drug trafficking and organized crime has been strengthened through a joint research forum - Guinea-Bissau, Cape Verde, Portugal, and Brazil - aimed at improving transatlantic/sub-regional cooperation in the fight against drug trafficking.
9. Census, study, and implementation of measures to combat trafficking in human beings which is significant in the case of Talibé children. The main actions undertaken include: (1) the census of Talibé children was carried out at SAB (721); (2) the creation and support of the associations of Koranic masters; (3) mapping of the Talibé children in 4 regions (Bafatá, Gabú, Quinara and Tombali); (4) training and awareness-raising actions in these regions; (5) emission of a total of 10.000 radio spots; (6) drafting of the Code of Conduct for Koranic Schools, approved by the IMC, the Coordination of the National Committee against Trafficking in Human Beings and the Association of Teachers of Islam (API). It should be noted that these activities were carried out by IMC, AGLUCOMI (NGOs) and dedicated CSOs.

Efficiency

The project was moderately efficient, having managed to execute almost the entire budget. An intensification of activities and costs was observed in the last months of implementation, June and July 2022 (NCE). Financial resources and execution were differentiated among the three agencies, with relevance to IOM with a lower budget and more balanced execution. However, the implementation strategy, divided among three agencies that in turn delegate to other implementing partners and service providers (a common procedure for all UN agencies), would require more coordination efforts. The coordination, monitoring and evaluation mechanisms defined within the project framework were not fully implemented. The NCE could not ensure the continuity of the UNV attached to the project, which should have ensured some of these tasks. The monitoring mechanisms could be improved. In addition, two of the agencies (UNODC and IOM) downsized the human resources of their country offices. At UNODC, with the departure of the project coordinator in January 2022, the project coordination been taken over by the

Head of the UNODC Programme Office in Bissau appointed in February 2022, who also covers the UNODC Cape Verde Office. This change had clear advantages in terms of regional management, although it created some entropy in the execution of the project in two different phases: before the appointment of the current Head of the UNODC Program office and after the departure of the IOM national coordinator. The infrastructure-building activities had to be rescheduled. The rehabilitation of the 4 border posts initially contemplated was changed to the construction of 2 posts, with the others planned for phase 2. The construction of the Advanced Post of the Judiciary Police in Bafatá, and the respective budget, were allocated to phase 2, in response to the Ministry of Justice's requirement for a larger and more expensive building. Construction activities were distributed between two agencies (UNDP and UNODC), based on the previous experience of UNODC in the construction of the PJ posts in Bubaque and Catió. These activities require specific expertise (hiring builders, discussing plans with the ministry, monitoring construction reports) that could have been efficiently concentrated in a single agency. The project managed to execute almost all activities under difficult circumstances, but its efficiency could have been improved through more effective monitoring, follow-up, and coordination mechanisms.

Impact

The second phase of the CDTOC project is underway and will allow the consolidation of results, outcomes, and impacts. Although it is too soon to conduct an impact analysis, the project already obtained an important set of results that point out to the positive effects of its implementation and triggered expectations amongst the beneficiaries. The impacts of the action, as well as the expectations of the beneficiaries as expressed in the interviews, were based in the following outcomes:

- . Strengthening capacity in criminal investigation and fight against DTOC and human trafficking.
- . Awareness raising on the consequences of drug trafficking and promotion of actions against trafficking in human beings: 170 people trained; 1730 people sensitized (38% youth and 27% women); and 10,240 radio spots produced with 9 radio debates.
- . Strategic planning of the implementation of the National Integrated Plan to Combat Drugs, Organized Crime and Risk Reduction (2020-2026 Guinea-Bissau NISP).
- . Strategic planning of the implementation of the Plan to Combat Trafficking in Persons (2019-2021) and the National Anti-Corruption Strategy 2021-2030.
- . Community Police Model: 450 people sensitized (35% CSOs, 22% women and 12% youth).
- . Improved working conditions for the security forces: construction and furnishing of two border posts, Cambaju and Dungal; construction and furnishing of a model police station in Gabu; improvement of detention conditions in the regional prison of Bafatá.
- . The operational response of the Joint Airport Interdiction Task Force (JAITF) has been improved by donating a vehicle and X-ray material for drug detection.
- . Establishment of child protection networks against THB in the 4 regions, coordinated by the CAJ of Bafata, Gabu and Buba (Quinara and Tombali) and census of 721 Taliban children in Bissau (23% girls and 77% boys).

The main impacts of these actions were as follows:

A) at the regional level, the project had an impact on the coordination capacities. CDTOC actions must be coordinated between the various national and international actors. The investment in coordination bodies such as COSIPOL and CENTIF was essential for this aim.

B) at the national level, the project supported the establishment of the CDTOC legal framework. The legislative package is still at the Ministry of Justice and needs to be approved by the Council of Ministers and the National Assembly, which has been suspended since May 2022. These laws and regulations, if accompanied by an effective communication strategy, will have a relevant impact as legal support for future interventions and references for all key stakeholders in CDTOC.

C) At the institutional level, the project contributed significantly to: a) infrastructure; b) capacity building of the different actors in the justice and security system. The construction and equipping of infrastructures are an added value recognized by all actors, from the ministerial level to the end users. Together with training, these activities have a profound impact on the attitudes and motivation of police forces. The model police station in Gabú is seen as an important asset and a milestone that enables a new way of acting that will bring the POP closer to the population. The agents stationed at the border posts, living isolated in defective conditions, now see their activity recognized. In both cases, these conditions were essential to motivate police officers to fight drugs and organized crime. The training actions were structured to meet the identified needs regarding human resources of the different structures that are active in the fight against drugs, human trafficking, and money laundering. The better equipped JAIFT unit has made important drug seizures, and illicit traffic control at the airport in collaboration with other JAIFTs in Brazil, Europe and Africa, and its relevance is clearly recognized by the national authorities.

D) At the local level, the project invested in sensitizing Civil Society Organizations to the problems related to DTOC. The campaign on Talibé children was well conducted and the associations of Koranic masters were revitalized or organized.

Sustainability and ownership

This project aims to mitigate the negative effects of the departure of the United Nations Country Office (UNIOGBIS) and acts in areas considered essential by the government of Guinea-Bissau, that fall within the PBF analysis. Fluid communication between the project implementers (UNDP and UNODC) and the Min. of Justice guarantees its relevance for the government.

The main threat to project sustainability stems from the country's structural problems. As the second phase of the project is already underway, it immediately ensures the continuity of the actions, and the issue of their sustainability will be better anchored in the activities to be carried out in this framework. As previously verified, CDTOC actions must be coordinated between various national and international actors. Investment in coordinating bodies such as COSIPOL and CENTIF is essential for the correct continuation of the project.

At the level of regional coordination, it is essential to support integration in coordination bodies such as GIABA to achieve the project objectives.

Conflict sensitivity

CDTOC is a project aimed at preventing and solving conflicts, and all activities contribute to this objective. The project was designed based on the long-term experience of the agencies in the country, particularly during the presence of UNIOGBIS, which allowed for a better knowledge of the peace and conflict context in the country, and the entire project is built around adjusted activities aimed to address or mitigate drivers of conflict. The main objectives of the Project were to contribute to easing tensions and increase trust between the state and the population, as stated in the Theory of Change

Catalytic

CDTOC project promotes conflict prevention and resolution and peacekeeping through the activities of different agencies. The project is only funded by the PBF and catalyzes inter agencies' funds. These coordinated funds and activities enhance the impact of the activities in CDTOC. The government of Guinea Bissau is already conscious of the importance of recurring to multilateral and bilateral cooperation to implement actions to combat DTOC. More catalyzing efforts, aimed at expanding the CDTOC actions, are expected during the second phase of the project from the ministerial/government side.

Gender sensitivity

The project has carried out gender-sensitive activities and promoted gender-sensitive training, most notably the inclusion of a gender office in the Gabú Model Police Station. However, the percentage of project's funding for gender sensitive activities is very low (marker 1). The data breakdown shows that more men than women were covered by the project activities. Training of police forces, as well as CSOs and grassroots networks, involved mainly men, due to the male composition of most police forces, a situation beyond the project's control. There is still much work to be done to address gender equality and women's access to equal work in police forces, judicial institutions or even in grassroots networks in a society traditionally dominated by men and male norms and values.

Risk Tolerance and Innovation

The execution of the project demonstrated a capacity for innovation and tolerance for risk. Originally classified as "medium risk" (1), the project unexpectedly faced several high-risk external situations, and needed to adapt accordingly. The outbreak of COVID-19 had major implications for project implementation, due to the containment that limited all contacts with national partners, both at technical and senior level, and put the continuation of activities at risk. This situation forced the postponement of meetings with national and international partners, training, awareness activities and civil society mobilization activities, such as the development of an Early Warning Mechanism platform, and consultations and training activities with the LEA and CSOs. Political tension also forced the suspension of activities or their postponement at two moments, in the first half of 2020 and after the attempted coup in February 2022. Finally, the dissolution of the People's National Assembly in May 2022 prevented the timely approval of the legislative roadmap to combat drug trafficking and organized crime already prepared. The project sought to create integrated solutions that addressed the consequences of the crises, which led, despite the circumstances, to the completion of many of the project activities. First, a no-cost extension (NCE) and a rearrangement of activities were authorized on October 25, 2021. Then, on September 29, 2022, a costed extension of the project until 2025 was adopted, allowing for the completion of suspended or unexecuted activities, and broadening the scope of the intervention. On the other hand, it is noteworthy that the original project did not have an adequate risk strategy. No planning was previously established to address the risk factors associated with the context of instability and difficulties of access to the regions in the country.

Lessons Learned

Following the project strategy of a multilayer intervention (regional level, national level, institutional level, and grassroots level), the main conclusions and lessons learned from the evaluation are organized accordingly.

Level	Lessons
Regional level: Coordination efforts	<p>Coordination efforts at the regional level are essential to have an efficient approach to CDTOC. These include supporting the participation of Guinea-Bissau representatives in regional organizations, such as GIABA and Interpol.</p> <ul style="list-style-type: none"> . UNODC specific mandate in CDTOC was an advantage. The UNODC regional secretariat has a privileged position to oversee the CDTOC actions in the region. This advantage has enabled a consistent technical approach to CDTOC at national, regional, and global levels. . More regional coordination efforts could be done, for instance with ECOWAS and the WANEP mechanism. . Common research and exchange of know-how with similar organizations in the region help getting a broader perspective on CDTOC.
National level: legislation	<ul style="list-style-type: none"> . National intervention was based on technically supporting the legislative and regulatory framework (National Strategic Plans for NG, POP; JP, INTERPOL, SIS; Integrated National Plan to Combat Drugs, Organized Crime, and Risk Reduction), a much-needed action according to stakeholders. . However, it needs to be implemented from the beginning of the project and be supported by national professionals (e.g., Law Faculty). . An implementation and communication plan should be included in the project.
Institutional level: supporting institutions	<ul style="list-style-type: none"> . A global approach to institutions, including both training activities and infrastructure and equipment support, is more effective and an important motivation booster. . Strengthening public confidence in the justice system and security services, as well as promoting a culture of ethics and combating corruption in society is fundamental to a successful intervention. . The hybrid approach to project implementation by having an office for the Technical Chief Advisor at the Ministry of Justice is not only efficacious as it promotes the confidence between partners. This example should be enacted with different institutions. . Police forces have different profiles, and all would benefit from long term technical advisement consultancies. . The inexistence of a proper training school for the NG and POP, as well as the insertion of an undetermined number of auxiliaries (over 3000), hinders every effort to professionalize these forces. . The strategy to promote a Community Police approach has the potential to change the intervention protocol of police forces (from a repressive to a preventive model), and to improve the population's confidence. . All stakeholders, including national authorities and CSOs operators, should be acquainted with the main objectives of the project.

Community level and Civil Society Organizations	<p>. Civil society plays a key role in Guinea-Bissau and should be one of the pillars of the partnership strategy. Civil society organizations depend on backing from projects and should have a continuous supporting plan.</p> <p>. Working with the existing CSOs is the more effective way to attain the behavior change that is foreseen in the project' Theory of Change.</p> <p>. Trafficking in persons, and particularly child trafficking in Guinea-Bissau is mainly related to the Talibé children, studying under the local Sufi Islamic tradition. This is a cultural tradition, that evolved into child exploitation. As a cultural tradition, it should be lead with a sensitive and community-based approach. Supporting local associations, working with communities, involving koranic masters, and raising community awareness, proved to be a highly effective strategy.</p> <p>. The gender-based approach failed too short to its objectives. Gender equality is a major defy that needs to have a structural and effective approach from the beginning of the project.</p>
Project management	<p>. The project toiled with two major threats, pandemics leading to confinement and the dropout of expatriated officials of the agencies, and political crisis. Flexibility, support given to partners to work remotely, and the postponement of activities were the major responses that allowed the project to execute most of its activities.</p> <p>. This is a joint project managed by three agencies (IOM, UNDP, UNODC). The different agencies had different approaches to implementing the project. Having a local coordinator or delegating (localization) in a national institution proved to be an effective strategy.</p> <p>. Supporting national institutions and working at a technical and operational level proves to be a better management strategy to face crisis.</p> <p>. The coordination, monitoring, and reporting activities of the project were incomplete and needed to be improved. A continuous administrative support is needed.</p> <p>. The project lacked more coordination activities and encounters with local partners.</p> <p>. Similar activities, like construction, should be well coordinated to ensure an integrated approach from UN participating agencies.</p> <p>. UNDP has a clear human resources strategy, involving national and international staff, improving internal dialogue and recognition.</p>

Recommendations

Relevance	A. Political Commitment
	1) ENSURING POLITICAL COMMITMENT
	Ensure the continued political commitment of all relevant stakeholders.
	2) MAINTAIN CONSTANT INTERACTION WITH NATIONAL DECISION-MAKERS

	<p>Interaction with national partners has been a strong point of the project. This interaction has been assured by all UN agencies participating in the project. The insertion of the UNDP CTO office in the Ministry of Justice is very relevant to facilitate constant dialogue with the main stakeholders of the project that should be continued. The fluid dialogue between the Ministry of Justice and the agencies, namely UNODC and UNDP, was essential for the project objectives. The Thematic Group on Justice and Human Rights activities should be resumed. Close interaction with the main stakeholders, following the example of the Ministry of Justice approach, should be enacted, namely with the Ministry of Interior.</p>
Catalyzing	<p>B. Building synergies and catalyzation efforts</p> <p>3) SEEK SYNERGIES WITH DIFFERENT INTERNATIONAL PARTNERS</p> <p>Promote constant and constructive dialogue between government representatives and different partners to intervene in the justice and rule of law sector and ensure a mechanism for meeting and monitoring to achieve synergies.</p> <p>Boost support for initiatives to combat drug trafficking and organized crime, particularly in infrastructure and its maintenance, with other partners (e.g., through the creation of a common fund).</p> <p>Reinforce synergies with bilateral partners to intervene in training activities for the police forces, mostly with Lusophone countries that can provide such training in Portuguese (Brazil, Cabo Verde, Portugal).</p> <p>Seek partnerships with ECOWAS's WANEP network, already working in the country, to include early warning activities in the face of drug trafficking, human trafficking, and organized crime.</p>
Sustainability	<p>C. Sustainability</p> <p>4) CONSOLIDATION OF RESULTS</p> <p>Consolidate the results achieved so far to promote the sustainability of the project and implement activities already planned but discontinued or not fully implemented. These activities include continuing training, monitoring the establishment of the Model Police Station of Gabú, reinforcing the training of border guards and advice on how to better use the new border posts.</p> <p>Strengthen the capacities of judicial magistrates, prosecutors, and LEA to be prepared to prosecute DTOC crimes.</p> <p>Building the most needed infrastructure in the border posts previously identified.</p> <p></p> <p>5) CONTINUE TRAINING AND SUPPORT SPECIFIC TRAINING</p> <p>Training and workshops are essential to inform beneficiaries as well as to maintain their motivation and commitment to CDTOC. Training for the LEA should include aspects of management and organization, as well as systematized information on the legal functioning of the institutions including the organic law of police, the structure of the POP, and professional deontology.</p>

	Attention should be paid to the basic training of members of the GN and POP.
	6) EXTEND THE IMPLEMENTATION OF THE COMMUNITY POLICE MODEL
	The Community Police Model proved to be an effective strategy to change the police approach from a repressive action to a preventive model that relies on dialogue with civil society and is based on the value of public service. To be effective, police forces should follow a program of trainings aimed at a long-term impact. A study of the effect of the interventions in the model police stations of Bissau and Buba, build up by UNIOGBIS and operative during the past decade, would help identifying the best practices and fragile points of this approach.
	7) INTERACTION WITH CIVIL SOCIETY
	Civil society is the engine of democracy, and its continued support is a major priority. An integrated plan for backing the most active CSO is needed.
	Support Civil Society Organizations committed to combating DTOC.
	Develop a strategy to guide awareness-raising campaigns specifically aimed at women/children and other vulnerable groups; promote partnerships with women and youth organizations working at a grassroots level.
	Continue prevention actions, integrating the regions that have not been covered.
	Continuous support to the koranic masters' associations to develop a truly sustainable policy on Talibé children.
	8) LOCALISING THE PROJECT EXECUTION
	The implementation of the activities using CSO, and national institutions, promotes their empowerment and ownership of the project's objectives and achievements.
	Giving technical support and creating a legal framework with national actors, namely the Law School, is a good practice to be continued.
	9) CONTINUE THE ACTIONS AGAINST HUMAN TRAFFIC
	Human traffic in Guinea-Bissau is mainly related to the issue of Talibé children. Local associations proved to be effective in approaching this traditional cultural issue. This strategy should be continued, namely with grassroots associations and particularly with the koranic master's association.
	Awareness campaigns on human traffic should be continued.
Efficacy & Efficiency	
	D. Project Management
	10) HUMAN RESOURCES
	Reinforce the management team for better reporting, coordination, and monitoring. Conduct field visits to support implementation partners, and to verify performance and on-site challenges. Seek to maintain human resources throughout the duration of the project.

	11) MONITORING
	Implement a regular monitoring, evaluation, and reporting system that effectively serves to describe project activities and assist their effective and targeted approach. Every agency should report on their activities on a regular basis and these reports must be included in the monitoring system. Monitoring of the project expenses should be more detailed. The establishment of a more effective monitoring system is essential to create a project institutional memory and to support future interventions.
	12) PROJECT COORDINATION
	Special attention should be given to coordination activities with the UN agencies and national stakeholders, particularly in a complex project, implemented by several agencies and partners, and addressing sensitive questions such as DTOC. The project needs to create a coordination mechanism that promotes bi-annual meetings to share the results obtained and discuss implementation strategies.
Impact	E. Communication
	13) ORGANIZE AND CONSOLIDATE INFORMATION
	Much of the information obtained is not made public by implementing agencies. While not disclosing sensitive information, the project must ensure, nevertheless, that all relevant and non-sensitive information is organized and public. This includes saving and classifying the studies carried out in the current project on Talibé children.
	The systematization of information about justice and rule of law projects will create an institutional memory and establish a global view of the project's main objectives and activities.
	14) COMMUNICATION STRATEGY
	Develop a clear communication strategy that articulates the project's contributions to CDTOC with a broader process of social transformation and peacebuilding. The communication strategy will help overcome the fragmentary view of the project by the beneficiaries. This strategy should focus on the clarity of the messages, give visibility to the interventions of the project, and implement adequate dissemination strategies in accordance with the national and international public, rural and urban.
Gender Sensitivity	15) INCREASED ATTENTION TO WOMEN'S PARTICIPATION
	A more strategic approach to gender equality is needed. It includes having a gender balance in both training and implementation of activities.
Risk Tolerance & Innovation	16) HAVING A CONTINUOUS ASSESSMENT OF RISK
	Considering the risk of political instability, and the sensitivity of this intervention focus, it would be advisable for the project to have a consulting group and plan rapid adaptation mechanisms

SUMÁRIO EXECUTIVO (PT)

A Avaliação Externa Final integra o projeto implementado pelo PNUD, UNODC e OIM "Strengthening the Justice and Security Sector response to drug trafficking and transnational organized crime to reduce insecurity in Guinea-Bissau", financiado pelo Fundo de Consolidação da Paz das Nações Unidas (PBF) (01.12.2019-01.08.2022). O principal objetivo da avaliação final consistiu em avaliar as realizações do projeto e determinar o seu valor acrescentado global para a consolidação da paz na Guiné-Bissau, incluindo a sua Relevância, Coerência, Eficácia, Eficiência, Sustentabilidade e Impacto (critérios OCDE/CAD), adicionados dos critérios específicos do PBF sobre Sensibilidade a Conflitos, Catalisador, Sensibilidade ao Género e Tolerância ao Risco e Inovação. A avaliação é do interesse do PNUD, do UNODC, da OIM, do Gabinete de Apoio à Consolidação da Paz das Nações Unidas (PBSO), do Governo da Guiné-Bissau (nomeadamente do Ministério da Justiça), bem como dos doadores e decisores internacionais envolvidos no país.

A avaliação teve um triplo objetivo:

1. Cumprir os requisitos das Agências (IOM, PNUD, UNODC) em avaliar a prestação de contas e o desempenho do projeto CDTOC da Guiné-Bissau.
2. Determinar o seu valor acrescentado global na redução da vulnerabilidade da Guiné-Bissau ao tráfico de droga e ao crime organizado.
3. Informar a implementação da próxima fase da programação do projeto CDTOC da Guiné-Bissau (2022-2024), através de recomendações estratégicas e revisão de indicadores.

A avaliação centrou-se principalmente na geração de aprendizagem através da análise do contributo do projeto para o controlo do tráfico de droga e da criminalidade organizada na Guiné-Bissau, num contexto de situação política e económica extremamente frágil e volátil.

Metodologia

Trata-se de uma avaliação baseada na teoria que privilegiou métodos qualitativos complementados com análise quantitativa de dados. A avaliação consistiu em: a) uma análise documental dos inputs, atividades e outputs do projeto; b) leitura de estudos complementares; c) entrevistas com informantes-chave (KI), 54 no total; d) entrevistas em grupo focal, 3 no total; e) observação in loco. A missão de campo foi realizada de 9 de dezembro de 2022 a 28 de janeiro de 2023. Consistiu num conjunto de entrevistas online (6.12.2022 a 11.01.2023), uma ronda de entrevistas presenciais (9.12.2022 a 26.01.2023), observação in loco e grupos focais (17.01.2023 a 20.01.2023). Foi organizado um seminário de restituição com as principais partes interessadas (27.01.2023) e os seus comentários foram integrados no relatório final. Todas as informações foram trianguladas e verificadas, apoiando a avaliação do progresso e dos resultados do projeto, principais conclusões e recomendações. As principais limitações consistiram na dificuldade de acesso a alguns dos funcionários das agências de execução e das entidades nacionais, devido ao calendário tardio da avaliação; e a dificuldade em acesso à informação sobre um problema tão sensível como o tráfico de droga e crime organizado (DTOC).

Conclusões

Relevância

O projeto CDTOC foi muito relevante a dois níveis: i) assistir o governo na resposta aos seus compromissos internacionais e nacionais na implementação do direito e da justiça; ii) cumprir o compromisso assumido entre as agências das Nações Unidas e o Governo da Guiné-Bissau em apoiar o reforço institucional na aplicação da lei e da justiça. A pertinência destas atividades é reconhecida e expressa pela percepção dos atores nacionais. Representa um passo importante na implementação dos compromissos internacionais - entre os quais se destaca a Convenção de Palermo - assumidos pelo Governo guineense para combater o tráfico de droga, a corrupção, o branqueamento de capitais e o tráfico de pessoas. O projeto foi concebido com base na intervenção a longo prazo na Guiné-Bissau, levada a cabo pelo UNOGBIS/UNOGBIS (1999-2020). Os objetivos do projeto emergem de uma análise abrangente das diferentes causalidades de conflito que ameaçam a implementação do Estado de direito no país. O projeto seguiu uma estratégia de vários níveis, envolvendo coordenação regional, colaboração com autoridades governamentais, revisão legislativa e trabalho com organizações da sociedade civil que são abrangentes, sensíveis ao contexto e pertinentes, como todas as partes interessadas entrevistadas reconheceram. Os objetivos originais mantêm-se válidos e foram readaptados para a fase 2. No entanto, a dimensão do problema – apoiar a LEA, as instituições judiciais e a sociedade civil no combate ao crime organizado e ao tráfico – é demasiado vasta para um único projeto. Embora todas as ações sejam pertinentes, urgentes e necessárias, o seu âmbito é limitado. Essas limitações só podem ser superadas pela adoção de uma política pública contínua com financiamento adequado, implementada por um governo estável. A Teoria da Mudança subjacente a este projeto pressupõe a continuidade do apoio à LEA, às OSC e às instituições estatais que operam na implementação do direito e da justiça.

Coerência com o quadro e os princípios das Nações Unidas

A coerência do projeto foi considerada a três níveis: 1) O projeto satisfaz as necessidades dos beneficiários e foi alinhado com as prioridades do país. 2) O projeto CDTOC foi coerente com a intervenção das agências de execução e permitiu o cumprimento da sua visão e missão institucional. A discriminação das atividades do projeto entre as agências do sistema das Nações Unidas, nomeadamente OIM, PNUD e UNODC, respeitou o mandato de cada uma delas e foi estratégica do ponto de vista da capitalização e articulação com as ações em curso conduzidas por cada uma dessas agências. 3) O projeto foi alinhado com outras intervenções no país realizadas por parceiros internacionais com o objetivo de reforçar o estado de direito.

Eficácia

O projeto foi relativamente eficaz, considerando que enfrentou vários obstáculos à sua implementação devido a fatores externos: a crise pandémica e o estado de emergência no país; e os vários momentos de instabilidade política. Estas circunstâncias conduziram a que a implementação do projeto fosse atrasada e obrigou a pedir uma prorrogação sem custos (NCE) (outubro-2021 a agosto de 2022), seguida por uma extensão com custos ou fase 2 (2022-2025). A extensão sem custos (NCE) revelou-se crucial para concluir ou executar parcialmente quase todas as atividades planeadas (21 atividades em 22, incluindo 13 totalmente implementadas e 8 parcialmente executadas). Os principais resultados do projeto foram os seguintes:

1. Apoiar as reformas políticas e jurídicas relevantes no CDTOC, incluindo o Plano Nacional Integrado de Combate à Droga, ao Crime Organizado e à Redução de Riscos (PIN da Guiné-Bissau 2020-2026), o Plano

Estratégico de Combate ao Tráfico de Pessoas (2019-2021) e a Estratégia Nacional Anticorrupção 2021-2030. Foram igualmente elaborados o Código para a Proteção Global das Crianças e a Política Global de Proteção das Crianças. A dissolução da ANP impediu a discussão e aprovação de propostas legislativas previamente elaboradas.

2. Formação e apoio aos agentes de segurança nacional e ao sector da justiça. As formações foram realizadas com diferentes LEA (PJ, POP, GN). Estas formações foram desenhadas de forma a corresponder às necessidades específicas das corporações, incluindo a gestão e consciencialização da importância do combate ao tráfico de droga e crime organizado (CDTOC) nos postos fronteiriços, estratégias de política comunitária para a POP e a sociedade civil em Gabu, e questões técnicas para a PJ. Foram implementadas atividades de sensibilização sobre o CDTOC com a Polícia de Ordem Pública (POP), a Guarda Nacional (GN) e as Organizações da Sociedade Civil (OSC).

3. A formação realizada nos postos fronteiriços incluiu funcionários e auxiliares das diferentes brigadas da Guarda Nacional. O número de auxiliares ultrapassa claramente o número de funcionários. O problema da sua fraca relação com a instituição estatal e da falta de formação formal estava fora do alcance deste projeto.

4. A prisão de Bafatá foi reabilitada e a Delegacia Modelo de Gabú e os postos fronteiriços de Cambaju e Dungal foram construídos. A construção, reabilitação e fornecimento de equipamentos à GN e à POP foram sempre complementados por atividades de formação. Esta dupla abordagem (infraestruturas e formação) parece aumentar a motivação e a capacidade de trabalho dos agentes.

5. Foi melhorado o controlo das fronteiras. A Força Conjunta de Interdição Aeroportuária (JAITF) foi apoiada com equipamentos e ferramentas para uma ação mais eficaz. Foi distribuído equipamento MIND e FIND aos postos fronteiriços.

6. Foi reforçada a coordenação entre os diferentes intervenientes no CDTOC.

7. Foram entregues equipamentos ao CENTIF, PJ e MP.

8. A cooperação intrarregional em matéria de luta contra o tráfico de droga e a criminalidade organizada foi reforçada através de um fórum conjunto de investigação Guiné-Bissau, Cabo Verde, Portugal e Brasil, destinado a melhorar a cooperação transatlântica/sub-regional na luta contra o tráfico de droga.

9. Foi realizado o recenseamento, estudo e implementação de medidas para combater o tráfico de seres humanos, o que é significativo no caso das crianças talibé. As principais ações realizadas incluem: (1) recenseamento das crianças talibé realizado na SAB (721); (2) criação e apoio das associações de mestres corânicos; (3) mapeamento das crianças talibé em 4 regiões (Bafatá, Gabú, Quinara e Tombali); (4) ações de formação e sensibilização nestas regiões; (5) emissão de um total de 10.000 spots de rádio; (6) elaboração do Código de Conduta para as Escolas Corânicas, aprovado pelo IMC, pela Coordenação do Comité Nacional contra o Tráfico de Seres Humanos e pela Associação de Professores do Islão (API). Note-se que estas atividades foram realizadas pela IMC, AGLUCOMI (ONG) e organizações da sociedade civil.

Eficiência

O projeto foi moderadamente eficiente, tendo conseguido executar quase todo o orçamento devido ao NCE. Observou-se uma intensificação de atividades e custos nos últimos meses de implementação, junho e julho de 2022. Os recursos financeiros e a execução foram diferenciados entre as três agências, com relevância para a

OIM com um orçamento mais baixo e uma execução mais equilibrada. No entanto, a estratégia de implementação, dividida em três agências que, por sua vez, delegam a outros parceiros de execução e prestadores de serviços (um procedimento comum a todas as agências da ONU), exigiria mais esforços de coordenação. Os mecanismos de coordenação, acompanhamento e avaliação definidos no quadro do projeto não foram totalmente implementados. O NCE não poderia assegurar a continuidade do UNV do projeto, o qual deveria ter garantido algumas dessas tarefas. Os mecanismos de monitorização podiam ser melhorados. Além disso, duas das agências (UNODC e OIM) diminuíram os recursos humanos dos seus escritórios no país. No UNODC, com a partida do coordenador do projeto em Janeiro de 2022, a coordenação do projeto foi assumida pelo Chefe do Gabinete do Programa UNODC em Bissau, nomeado em Fevereiro de 2022, que desde 2008 cobre o Gabinete do UNODC em Cabo Verde. Esta mudança teve claras vantagens em termos de gestão regional, embora tenha criado alguma entropia na execução do projeto em duas fases diferentes: antes da nomeação do atual Chefe do Gabinete do Programa UNODC e após a partida do coordenador nacional da OIM. As atividades de construção de infraestruturas tiveram de ser reagendadas. A reabilitação dos 4 postos fronteiriços inicialmente contemplados foi alterada para a construção de 2 postos, estando os outros previstos para a fase 2. A construção do Posto Avançado da Polícia Judiciária em Bafatá, e o respetivo orçamento, foram atribuídos à fase 2, em resposta à exigência do Ministério da Justiça de um edifício maior e mais caro. As atividades de construção foram distribuídas entre duas agências (PNUD e UNODC), com base na experiência anterior do UNODC na construção dos postos de PJ em Bubaque e Catió. Estas atividades requerem conhecimentos específicos (contratação de construtores, discussão de planos com o ministério, monitorização de relatórios de construção) que poderiam ter sido concentrados eficientemente numa única agência. O projeto conseguiu executar quase todas as atividades em circunstâncias difíceis, mas a sua eficiência poderia ter sido melhorada através de mecanismos de monitorização, acompanhamento e coordenação mais eficazes.

Impacto

A segunda fase do projeto CDTOC está em curso e irá permitir a consolidação dos resultados e impactos. Embora seja demasiado cedo para realizar uma análise de impacto, o projeto já obteve um conjunto importante de resultados que apontam para os efeitos positivos da sua implementação e desencadearam expectativas nos beneficiários. Os impactos da ação, assim como as expectativas dos beneficiários expressas nas entrevistas, basearam-se nos seguintes resultados:

- . Reforço da capacidade de investigação criminal e luta contra o DTOC e o tráfico de seres humanos (UNODC).
- . Sensibilização para as consequências do tráfico de droga e promoção de ações contra o tráfico de seres humanos: 170 pessoas formadas; 1730 pessoas sensibilizadas (38% jovens e 27% mulheres); e 10.240 spots radiofónicos produzidos com 9 debates radiofónicos.
- . Planeamento estratégico da implementação do Plano Nacional Integrado de Combate à Droga, ao Crime Organizado e à Redução de Riscos (2020-2026 NISP da Guiné-Bissau).
- . Planeamento estratégico da implementação do Plano de Combate ao Tráfico de Pessoas (2019-2021) e da Estratégia Nacional Anticorrupção 2021-2030.
- . Modelo de Polícia Comunitária: 450 pessoas sensibilizadas (35% OSC, 22% mulheres e 12% jovens).

. Melhoria das condições de trabalho das forças de segurança: construção e equipamento de dois postos fronteiriços, Cambaju e Dungal; construção e equipamentos de uma delegacia modelo em Gabu; melhoria das condições de detenção na prisão regional de Bafatá.

. A resposta operacional da Joint Airport Interdiction Task Force (JAITF) foi melhorada através da doação de um veículo e de material de raios X para a detecção de drogas.

. Criação de redes de proteção infantil contra TSH nas 4 regiões, coordenadas pelo CAJ de Bafata, Gabu e Buba (Quinara e Tombali) e recenseamento de 721 crianças talibés em Bissau (23% raparigas e 77% rapazes). Os principais impactos destas ações foram os seguintes:

A) a nível regional, o projeto teve impacto na capacidade de coordenação das partes interessadas. As ações da CDTOC devem ser coordenadas entre os vários atores nacionais e internacionais. O investimento em organismos de coordenação como a COSIPOL e o CENTIF foi essencial para a correta continuação do projeto.

B) a nível nacional, o projeto apoiou o estabelecimento do quadro jurídico da CDTOC. O pacote legislativo ainda está no Ministério da Justiça e precisa de ser aprovado pelo Conselho de Ministros e pela Assembleia Nacional, que está suspenso desde maio de 2022. Estas leis e regulamentos, se acompanhados por uma estratégia de comunicação eficaz, terão um impacto relevante como suporte jurídico para futuras intervenções e referência para todos os principais intervenientes na CDTOC.

C) A nível institucional, o projeto contribuiu significativamente para: a) infraestruturas e b) o reforço das capacidades dos diferentes intervenientes no sistema de justiça e segurança. A construção e equipamento de infraestruturas é uma mais-valia reconhecida por todos os intervenientes, desde o nível ministerial até aos futuros utilizadores. Juntamente com a formação, estas atividades têm um impacto profundo nas atitudes e motivação das forças policiais. A esquadra modelo de Gabú é um importante ativo e um marco que permite uma nova forma de atuar, que aproximará a POP da população. Os agentes colocados nos postos fronteiriços, vivendo isolados e sem condições, veem agora a sua atividade reconhecida. Em ambos os casos, essas condições foram essenciais para motivar os policiais a combater as drogas e o crime organizado. As ações de formação foram estruturadas para atender às necessidades identificadas no país em relação aos recursos humanos das diferentes estruturas que atuam no combate à droga, tráfico de pessoas e lavagem de dinheiro. A unidade JAIFT, mais bem equipada, efetuou importantes apreensões de droga e controlo do tráfico ilícito no aeroporto em colaboração com outras JAIFT no Brasil, Europa e África, e a sua relevância é claramente reconhecida pelas autoridades nacionais

D) A nível local, o projeto investiu na sensibilização das Organizações da Sociedade Civil para os problemas relacionados com a DTOC. A campanha sobre as crianças talibé foi bem conduzida e as associações de mestres corânicos foram revitalizadas ou organizadas.

Sustentabilidade e apropriação

Este projeto visa mitigar os efeitos negativos da saída do Escritório Nacional das Nações Unidas (UNIOGBIS) e atua em áreas consideradas essenciais pelo governo da Guiné-Bissau que se enquadram na análise do PBF. A comunicação fluida entre os implementadores do projeto (PNUD e UNODC) e o Ministério da Justiça garante sua relevância para o governo.

A principal ameaça à sustentabilidade do projeto decorre dos problemas estruturais do país. Uma vez que a segunda fase do projeto já está em curso, assegura de imediato a continuidade das ações e a questão da sua sustentabilidade será ancorada nas atividades a realizar neste quadro.

Conforme verificado anteriormente, as ações do CDTOC devem ser coordenadas entre vários atores nacionais e internacionais. O investimento em organismos de coordenação como a COSIPOL e o CENTIF é essencial para a correta continuação do projeto. Ao nível da coordenação regional, é essencial apoiar a integração em organismos de coordenação como o GIABA para alcançar os objetivos do projeto.

Sensibilidade aos conflitos

O CDTOC é um projeto que visa a prevenção e resolução de conflitos, e todas as atividades contribuem para este objetivo. O projeto foi concebido com base na experiência de longo prazo das agências no país, particularmente durante a presença do UNIOGBIS, o que permitiu um melhor conhecimento do contexto de paz e conflito no país, e todo o projeto é construído em torno de atividades destinadas a abordar ou mitigar os fatores de conflito. Os principais objetivos do projeto foram contribuir para aliviar as tensões e aumentar a confiança entre o Estado e a população, conforme estabelecido na Teoria da Mudança.

Catalisador

O projeto CDTOC promove a prevenção e resolução de conflitos e a manutenção da paz através das atividades de diferentes agências. O projeto é financiado apenas pelo PBF e catalisa fundos interagências. Estes fundos e atividades coordenados atuam como uma alavanca para o impacto das atividades no CDTOC. O Governo da Guiné-Bissau está consciente da importância de uma cooperação multilateral e bilateral recorrente para implementar ações de combate à DTOC. Do lado ministerial/governamental estão previstos mais esforços catalisadores, destinados a alavancar as ações de CDTOC, concomitantes com a segunda fase do projeto.

Sensibilidade ao género

O projeto levou a cabo atividades sensíveis ao género, e promoveu formação sensível ao género, destacando-se a inclusão de um escritório de género na Esquadra Modelo de Gabú. No entanto, a percentagem de financiamento do projeto para atividades sensíveis às questões de género é muito baixa (marcador 1). A desagregação dos dados mostra que mais homens do que mulheres foram abrangidos pelas atividades do projeto. A formação das forças policiais, bem como das OSC e das redes de base, envolveu principalmente homens, devido à composição masculina da maioria das forças policiais, uma situação fora do controlo do projeto. Há muito a fazer para promover a igualdade de género e o acesso das mulheres a trabalho igualitário nas forças policiais, nas instituições judiciais ou mesmo nas redes de base numa sociedade tradicionalmente dominada por homens e por normas e valores masculinos.

Tolerância ao risco e inovação

A execução do projeto demonstrou capacidade de inovação e tolerância ao risco. Originalmente classificado como "risco médio" (1), o projeto enfrentou inesperadamente várias situações externas de alto risco, e necessitou de se adaptar em conformidade. O surto de COVID-19 teve graves implicações na implementação do projeto, pois o confinamento limitou todos os contactos com parceiros nacionais, tanto a nível técnico como ao nível superior, e colocou em risco a prossecução das atividades. Esta situação obrigou ao adiamento das reuniões com parceiros nacionais e internacionais, das atividades de formação, sensibilização e mobilização da sociedade civil, como o desenvolvimento de uma plataforma do Mecanismo de Alerta Precoce, e das consultas e atividades de formação com a LEA e as OSC. A tensão política também obrigou à

suspensão das atividades ou ao seu adiamento no primeiro semestre de 2020 e após a tentativa de golpe de Estado de fevereiro de 2022. Finalmente, a dissolução da Assembleia Nacional Popular em maio de 2022 impediu a aprovação atempada do roteiro legislativo de combate ao tráfico de droga e ao crime organizado já preparado. O projeto procurou criar soluções integradas que contemplassem as consequências das crises, que levaram, apesar das circunstâncias, à conclusão de muitas das atividades do projeto. Em primeiro lugar, a 25 de outubro de 2021 foi autorizada uma extensão sem custos (NCE) e uma reorganização das atividades. Depois, a 29 de setembro de 2022, foi adotada uma extensão com custos do projeto até 2025, permitindo a conclusão de atividades suspensas ou não executadas, e alargando o âmbito da intervenção. Por outro lado, é de notar que o projeto original não tinha uma estratégia de risco adequada. Não foi previamente estabelecido qualquer planeamento para abordar os fatores de risco associados ao contexto de instabilidade e às dificuldades de acesso às regiões do país.

Lições aprendidas

Na sequência da estratégia do projeto de uma intervenção multinível (nível regional, nacional, institucional e de base), as principais conclusões e lições aprendidas com a avaliação são organizadas em conformidade.

Nível	Lições
Nível regional: Esforços de coordenação	<ul style="list-style-type: none"> . Os esforços de coordenação a nível regional são essenciais para uma abordagem eficaz da CDTOC. Estas incluem o apoio à participação de representantes da Guiné-Bissau em organizações regionais, como a GIABA e a Interpol. . O mandato específico do UNODC em CDTOC foi uma vantagem. O secretariado regional do UNODC tem uma posição privilegiada para supervisionar as ações da CDTOC na região. . Mais esforços de coordenação regional poderiam ser feitos, por exemplo, com a CEDEAO e o mecanismo WANEP. . A pesquisa comum e o intercâmbio de know-how com organizações semelhantes na região ajudam a obter uma perspetiva mais ampla sobre o CDTOC.
Nível nacional: legislação	<ul style="list-style-type: none"> . Abordagem correta da intervenção nacional, apoiando tecnicamente o quadro legislativo e regulamentar (Planos Estratégicos Nacionais para o GN, POP; JP, INTERPOL, SIS; Plano Nacional Integrado de Combate às Drogas, ao Crime Organizado e à Redução de Riscos). . No entanto, tem de ser implementado desde o início do projeto e ser apoiado por profissionais nacionais (por exemplo, Faculdade de Direito). . Deve ser incluído no projeto um plano de implementação e comunicação do pacote legislativo.
Nível institucional: instituições	<ul style="list-style-type: none"> . Uma abordagem global das instituições, incluindo atividades de formação e apoio a infraestruturas e equipamentos, é mais eficaz e um importante impulsionador da motivação dos beneficiários. . O reforço da confiança do público no sistema judicial e nos serviços de segurança, bem como a promoção de uma cultura ética e o combate à corrupção na sociedade, são fundamentais para uma intervenção bem-sucedida.

	<ul style="list-style-type: none"> . A abordagem híbrida à implementação do projeto, através da existência de um gabinete para o Assessor Técnico Principal do Ministério da Justiça, não só é eficaz como promove a confiança entre os parceiros. Este exemplo deve ser adotado com diferentes instituições. . As forças policiais têm perfis diferentes e todos beneficiariam de consultorias de aconselhamento técnico a longo prazo. . A inexistência de uma escola de formação adequada para o GN e o POP, bem como a inserção de um número indeterminado de auxiliares (mais de 3000), dificulta todos os esforços de profissionalização destas forças. . A estratégia para promover uma abordagem da Polícia Comunitária tem o potencial de alterar o protocolo de intervenção das forças policiais (de um modelo repressivo para um modelo preventivo) e de aumentar a confiança da população. . Todas as partes interessadas, incluindo as autoridades nacionais e as OSC, devem ter uma visão global da execução do projeto.
Nível comunitário e organizações da sociedade civil	<ul style="list-style-type: none"> . A sociedade civil tem um papel fundamental a desempenhar na Guiné-Bissau e deve ser um dos pilares da estratégia de parceria. As organizações da sociedade civil dependem do apoio dos projetos e devem ter um plano de apoio contínuo. . Trabalhar com as OSC existentes é a maneira mais eficaz de alcançar a mudança de comportamento prevista na Teoria da Mudança do projeto. . O tráfico de pessoas, particularmente o tráfico de crianças na Guiné-Bissau, está relacionado com as crianças talibés, que estudam sob a tradição islâmica sufi local. Esta é uma tradição cultural que evoluiu para a exploração infantil. Enquanto tradição cultural, deve ser conduzida com uma abordagem sensível e baseada nas comunidades. O apoio às associações locais, o trabalho com as comunidades, o envolvimento de mestres corânicos e a sensibilização da comunidade revelaram-se uma estratégia altamente eficaz. . A abordagem baseada no género foi muito limitada. A igualdade de género é um grande desafio que precisa de ter uma abordagem estrutural e eficaz desde o início do projeto.
Gestão de projetos	<ul style="list-style-type: none"> . O projeto enfrentou duas grandes ameaças, a pandemia que levou ao estado de emergência, ao confinamento e ao abandono de funcionários expatriados das agências, e a crise política. A flexibilidade, o apoio dado aos parceiros para trabalharem remotamente e o adiamento das atividades foram as principais respostas que permitiram ao projeto executar a maior parte das suas atividades. . As diferentes agências seguiram abordagens distintas para implementar o projeto. Ter um coordenador local ou delegar (localização) numa instituição nacional provou ser uma estratégia eficaz (PNUD). . Apoiar as instituições nacionais e trabalhar a nível técnico e operacional revela-se uma melhor estratégia de gestão para enfrentar crises.

	<p>. As atividades de coordenação, acompanhamento e comunicação do projeto estavam incompletas e precisavam de ser melhoradas. É necessário um apoio administrativo contínuo.</p> <p>. O projeto carecia de mais atividades de coordenação e encontros com parceiros locais.</p> <p>. Atividades semelhantes, como construção de infraestruturas, devem ser coordenadas para assegurar a participação integrada das agências das Nações Unidas.</p> <p>. O PNUD tem uma estratégia clara de recursos humanos, envolvendo pessoal nacional e internacional, melhorando o diálogo interno e o reconhecimento.</p>
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Recomendações

Pertinência	A. Compromisso político
	1) ASSEGURAR O COMPROMISSO POLÍTICO
	Assegurar o compromisso político contínuo de todas as partes interessadas.
	2) MANTER UMA INTERAÇÃO CONSTANTE COM OS DECISORES NACIONAIS
	A interação com parceiros nacionais tem sido um ponto forte do projeto. Esta interação tem sido assegurada por todas as agências envolvidas. A inserção do gabinete do CTO do PNUD no Ministério da Justiça é muito relevante para facilitar o diálogo constante com os principais intervenientes do projecto que deve ser continuado. O diálogo fluido entre o Ministério da Justiça e as agências, nomeadamente o UNODC e o PNUD, foi essencial para os objectivos do projecto. As actividades do Grupo Temático sobre Justiça e Direitos Humanos devem ser retomadas. A interação estreita com os principais intervenientes, seguindo o exemplo da abordagem do Ministério da Justiça, deveria ser promulgada, nomeadamente com o Ministério do Interior.
Catalisação	B. Criação de sinergias e esforços de catalisação
	3) PROCURAR SINERGIAS COM DIFERENTES PARCEIROS INTERNACIONAIS
	Promover um diálogo constante e construtivo entre representantes governamentais e diferentes parceiros para intervir no setor da justiça e do Estado de direito e assegurar um mecanismo de reunião e acompanhamento para alcançar sinergias.
	Reforçar o apoio a iniciativas de luta contra o tráfico de droga e a criminalidade organizada, em especial no domínio das infraestruturas e da sua manutenção, com outros parceiros (por exemplo, através da criação de um fundo comum).
	Reforçar as sinergias com parceiros bilaterais para intervir em ações de formação das forças policiais, maioritariamente com países lusófonos que possam ministrar essa formação em português (Brasil, Cabo Verde, Portugal).

	Procurar parcerias com a rede WANEP da CEDEAO, já a trabalhar no país, para incluir atividades de alerta precoce face ao tráfico de droga, tráfico de seres humanos e crime organizado.
Sustentabilidade	C. Sustentabilidade
	4) CONSOLIDAÇÃO DOS RESULTADOS
	Consolidar os resultados alcançados até à data para promover a sustentabilidade do projeto e implementar atividades já planeadas, mas descontinuadas ou não totalmente implementadas. Estas atividades incluem a formação contínua, o acompanhamento da criação da Esquadra Modelo de Gabú, o reforço da formação dos guardas de fronteira e o aconselhamento sobre a melhor utilização dos novos postos fronteiriços.
	Reforçar as capacidades de reconhecer, combater e julgar DTOC de magistrados judiciais, procuradores e LEA.
	Construir as infraestruturas mais necessárias nos postos fronteiriços previamente identificados.
	5) CONTINUAR A FORMAÇÃO E APOIAR A FORMAÇÃO ESPECÍFICA
	A formação e os workshops são essenciais para informar os beneficiários, bem como para manter a sua motivação e compromisso com a CDTOC. A formação para a LEA deve incluir aspetos de gestão e organização, bem como informações sistematizadas sobre o funcionamento jurídico das instituições, incluindo a lei orgânica da polícia, a estrutura do POP e a deontologia profissional.
	Deve ser dada atenção à formação de base dos membros do GN e do POP.
	6) ALARGAR A IMPLEMENTAÇÃO DO MODELO DE POLÍCIA COMUNITÁRIA
	O Modelo de Polícia Comunitária revelou-se uma estratégia eficaz para mudar a abordagem policial de uma ação repressiva para um modelo preventivo que assenta no diálogo com a sociedade civil e se baseia no valor do serviço público. Para serem eficazes, as forças policiais devem seguir um programa de treinamentos voltados para um impacto a longo prazo. Um estudo do efeito das intervenções nas esquadras modelo de polícia de Bissau e Buba, construído pelo UNIOGBIS e operacional durante a última década, ajudaria a identificar as melhores práticas e os pontos frágeis desta abordagem.
	7) INTERAÇÃO COM A SOCIEDADE CIVIL
	A sociedade civil é o motor da democracia e o seu apoio continuado constitui uma prioridade. É necessário um plano integrado para apoiar as OSC mais ativas.
	Apoiar as Organizações da Sociedade Civil empenhadas no combate à DTOC.
	Desenvolver uma estratégia para orientar campanhas de sensibilização especificamente dirigidas a mulheres/crianças e outros grupos vulneráveis; promover parcerias com as mulheres e as organizações juvenis que trabalham a nível das bases.
	Prosseguir as ações de prevenção, integrando as regiões não abrangidas.
	Apoio contínuo às associações de mestres corânicos para desenvolver uma política verdadeiramente sustentável em relação às crianças talibés.
	8) LOCALIZAR A EXECUÇÃO DO PROJETO

	A implementação das atividades recorrendo a OSC r instituições nacionais promove a sua capacitação e a apropriação dos objetivos e resultados do projeto
	A prestação de apoio técnico e a criação de um quadro jurídico com os intervenientes nacionais, nomeadamente a Faculdade de Direito, é uma boa prática a prosseguir.
	9) PROSSEGUIR AS AÇÕES CONTRA O TRÁFICO DE SERES HUMANOS
	O tráfico de seres humanos na Guiné-Bissau está principalmente relacionado com a questão das crianças talibés. As associações locais revelaram-se eficazes na abordagem desta questão cultural tradicional. Esta estratégia deve ser prosseguida, nomeadamente com as associações de base e, em particular, com a associação de mestres corânicos.
	Devem ser prosseguidas as campanhas de sensibilização sobre o tráfico de seres humanos.
Eficácia e Eficiência	D. Gestão de Projetos
	10) RECURSOS HUMANOS
	Reforçar a equipa de gestão para uma melhor elaboração de relatórios, coordenação e monitorização. Realizar visitas de campo para apoiar os parceiros de implementação e verificar o desempenho e os desafios no local. Procurar manter os recursos humanos durante toda a duração do projeto.
	11) MONITORIZAÇÃO
	Implementar um sistema regular de monitorização, avaliação e comunicação de informações que sirva efetivamente para descrever as atividades do projeto e apoiar a sua abordagem eficaz e orientada. Todas as agências devem apresentar regularmente relatórios sobre as suas atividades e esses relatórios devem ser incluídos no sistema de monitorização. O acompanhamento das despesas do projeto deve ser mais detalhado. O estabelecimento de um sistema de monitorização mais eficaz é essencial para criar uma memória institucional do projeto e apoiar futuras intervenções.
	12) COORDENAÇÃO DO PROJETO
	Deve ser dada especial atenção às atividades de coordenação com as agências das Nações Unidas e as partes interessadas nacionais, particularmente num projeto complexo, implementado por várias agências e parceiros, e que aborda questões sensíveis como a DTOC. O projeto precisa criar um mecanismo de coordenação que promova reuniões semestrais para partilhar os resultados obtidos e discutir estratégias de implementação.
Impacto	E. Comunicação
	13) ORGANIZAR E CONSOLIDAR A INFORMAÇÃO
	Muitas das informações obtidas não são tornadas públicas pelas agências de execução. Embora não divulguem dados sensíveis, o projeto deve assegurar que todas a informação relevante e não sensível seja organizada e tornada pública. Isto inclui guardar e classificar os estudos realizados no atual projeto sobre as crianças talibé.

	A sistematização da informação sobre os projetos de justiça e Estado de Direito criará uma memória institucional e estabelecerá uma visão global dos principais objetivos e atividades do projeto.
	14) ESTRATÉGIA DE COMUNICAÇÃO
	Desenvolver uma estratégia de comunicação clara que articule as contribuições do projeto para o CDTOC com um processo mais amplo de transformação social e construção da paz. A estratégia de comunicação ajudará a superar a visão fragmentária do projeto por parte dos beneficiários. Esta estratégia deve centrar-se na clareza das mensagens, dar visibilidade às intervenções do projeto e implementar estratégias de divulgação adequadas de acordo com o público nacional e internacional, rural e urbano.
Sensibilidade ao género	15) MAIOR ATENÇÃO À PARTICIPAÇÃO DAS MULHERES
	É necessária uma abordagem mais estratégica de promoção da igualdade de género. Inclui a existência de um equilíbrio entre homens e mulheres, tanto na formação como na execução das atividades.
Tolerância ao Risco & Inovação	16) TER UMA AVALIAÇÃO CONTÍNUA DO RISCO
	Considerando o risco de instabilidade política e a sensibilidade do foco desta intervenção, seria aconselhável que o projeto tivesse um grupo de consultoria e planeasse mecanismos de adaptação rápida.

I. Introduction

The Final External evaluation is part of the joint UNDP, UNODC, and IOM project “*Strengthening the Justice and Security Sector response to drug trafficking and transnational organized crime to reduce insecurity in Guinea-Bissau*”, funded by the UN Peacebuilding Fund (PBF 01.12.2019-01.08.2022).

The main objective of the final evaluation is to assess the project's achievements and to determine its overall peacebuilding added value in Guinea-Bissau, including its relevance, coherence, effectiveness, efficiency, sustainability, and impact and to define/identify the baseline indicators for the next phase of the project. When assessing the extent to which the project has fulfilled the objectives and results intended for peacebuilding, the evaluation will look for evidence of peacebuilding results, highlight strategies and interventions that have contributed to or prevented its implementation, and provide lessons learned from the project and recommendations for future programming.

The assessment will be in the interests of UNDP, UNODC, IOM, the United Nations Peacebuilding Support Office (PBSO), the Government of Guinea-Bissau (notably the Ministry of Justice), as well as donors and international decision-makers involved in the country.

The aim of the evaluation was set out as being threefold:

1. Meet the UN agencies' (IOM, UNDP, UNODC) requirements for assessing accountability and performance of the Guinea-Bissau CDTOC project.
2. Determine its overall added value in reducing Guinea-Bissau's vulnerability to drug trafficking and organized crime.
3. Inform the implementation of the next phase of the programming of the CDTOC project of Guinea-Bissau (2022-2024), through strategic recommendations and indicators review.

The evaluation's focus is primarily on generating learning by looking at the project's contribution to controlling drug traffic and organized crime in Guinea-Bissau, against the background of an extremely fragile and volatile political and economic situation, cutting to the core of implementation. Hence, this report starts with a contextualization of the project in a time of continuous political instability in Guinea-Bissau. It then presents findings organized according to the evaluation criteria, before considering how the project evolved to CDTOC Phase II. The report concludes with strategic and operational recommendations for the IOM, UNDP CO, UNODC in the country, and national stakeholders, as well as for IOM, UNDP and UNODC, and considerations on CDTOC Phase II indicators and baselines.

II. Methodology

This is a theory-based assessment, as is apparent from the analysis of the evaluation questions listed in the TDR. Consequently, qualitative methods were privileged, and a contrafactual analysis was not performed as it was not requested. The evaluation consisted of: a) a documental analysis of the project's production; b) a reading of complementary studies; c) interviews with key informants (KI); d) focus group interviews; e) on-site observation.

The explanation of the methodology is detailed in the Evaluation Plan (Annex I). This was prepared to conduct the evaluation process, including the field mission that was carried out from December 9, 2022, to January 28, 2023. It consisted of a set of online interviews (6.12.2022 to 11.01.2023), a round of face-to-face interviews (9.12.2022 to 26.01.2023), on-site observation, and focus groups (17.01.2023 to 20.01.2023).

a. Type and Approach

The final evaluation of the Guinea-Bissau CDTOC project is a process and outcomes evaluation. The focus on the results allows us to move away only from the appreciation of the products and carry out an evaluation according to the objectives of the project. It is intended that these results contribute, together with the comments of implementers and partners, to a change in the conditions of justice and security.

The evaluation team adopted an interactive evaluation approach, through engagement with implementing agencies (UNDP, UNODC, and IOM), with different stakeholders, and with project beneficiaries in Guinea-Bissau.

It sought to balance the analysis of the institutional approach, which emphasizes capacity building and service delivery, with the perspective of beneficiaries. Contextual obstacles to the implementation of the CDTOC project in Guinea-Bissau were also considered, such as the COVID-19 pandemic, leading to long periods of confinement, and the relative political instability.

b. Criteria and Questions

The evaluation was conducted by the OECD CAD evaluation principles, as well as by PBF's specific evaluation criteria, as defined in the ToR, which have been adapted to the context and cover the entire duration of the project between January 2020 and August 2022: ¹

- Relevance
- Coherence
- Effectiveness
- Efficiency
- Impact
- Sustainability and Ownership
- Sensitivity to Conflict
- Catalytic
- Gender Sensitivity
- Risk Tolerance and Innovation

Throughout the assignment, the evaluation criteria were used as a frame of reference for data collection. Section III of the report answers both the evaluation questions and specific questions about each evaluation criterion. Some of the evaluation questions respect more than one criterion, so the text has been simplified to achieve narrative fluidity and avoid unnecessary repetitions.

¹ Criteria of evaluation OECD/CAD Available in: <http://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>

c. Data collection methods and analysis tools

The data collection compiled data from primary and secondary sources using mixed methods (both quantitative and qualitative methods). The quantitative analysis consisted of available Monitoring and Evaluation (M&E) project data and available country data. Qualitative methods were privileged for primary data collection, allowing the triangulation of the information, and included: review and documental analysis; semi-structured interviews with key informants (KII); focus-group; and direct observations (especially through visits made in Bafatá, Gabu and Oio). The secondary data review included document review and context analysis.

d. Limitations

The evaluation team encountered the following limitations:

- . The evaluation was awarded late, so it overlapped with the start of the implementation of the second phase of the project (CDTOC 2).
- . Some of the officials, both from the implementing entities (UNDP, UNODC, IOM) and of the national entities, had terminated their contracts, or been placed elsewhere, and could not be contacted.
- . The country does not have a public database with comprehensive information on drug trafficking and cultivation, corruption and economic crime, and trafficking in persons.
- . Considering this sensitive subject, concrete information and statistics are difficult to access, as there is no institutional culture of courts and or judicial entities to publicly disclose data of this nature.
- . Entities have a very fragmented project memory.

III. Country context

a. Rationale

Guinea-Bissau is considered a country of medium conflict, characterized by political instability, government changes, coup attempts, and coups since its independence. This instability stems from several intertwined causes, including a lack of access to justice and impunity. Despite the consecration in the Constitution of fundamental political, civil, economic, and social rights, laws are poorly implemented or enforced, resulting in limited and unequal access of the population to quality justice services, and the general decline of trust in the state justice system (as opposed to the traditional justice systems). ²

Since its independence, the country has known a succession of coups and coup attempts (1980, 1998, 2003, 2012, 2022) that demonstrate the difficulty of implementing and maintaining the rule of law, particularly regarding the subjection of military power to political power. This situation was aggravated by the country's insertion in the so-called "West African cocaine corridor"³. Guinea-Bissau has several conditions that provide

² Jens Herpolsheimer 2019, Spatializing practices of regional organizations during conflict intervention: The politics of ECOWAS and the African Union in Guinea-Bissau. Ph.D. thesis. Leipzig University.

³ Bird, Lucia. 2022. Cocaine Politics in West Africa. Guinea-Bissau's protection networks. Global Initiative Against Transnational Organized Crime.

this epithet: weak economic system, military influence driving back to the liberation war (with a ratio of 2 military/1000 inhabitants), political instability, not-surveilled borders, and an important and very accessible island zone that leads to the country being classified as a "Small Island Developing State" (SIDS). The roots of the drug transit trade in Guinea-Bissau can be traced back to the 1998 crisis and become apparent after the presidential elections of 2005. The peak of the bulk of the cocaine trade is attained in 2007 when the impunity of the Colombian cocaine trade and its relation to the political power and military leadership lead to the characterization of Guinea-Bissau as a "narco-state"⁴. Violent conflicts and instability followed, marked by the double assassination of the Chief of Defense Staff and of the Republic President (Nino Vieira) in 2009, and culminating in the military coup of 2012 led by General Antonio Injai, a military that, together with admiral Tchuto, were the main incriminated figures on cocaine trafficking by the US Drug Enforcement Agency. Eventually, Tchuto was arrested by the DEA in 2014, together with other traffickers, leading to an apparent outdrawn of the trafficking activities in the country that paired with the traffic re-emergence in neighboring countries, such as Guinea and Sierra Leone. The presidential and legislative elections of 2014 also contributed to an apparent regulation of the political situation in the country. The new government was able to pass an ambitious program, Terra Ranka, that received generous support from international partners, aimed at the economic restructuring and social development of the country. However, the conflict between the elected president and the main party, PAIGC, blew open in late 2015 when the president dismissed the PAIGC president as Prime Minister. The situation prompted recurring ECOWAS interventions and sanctions, and a succession of six prime ministers was nominated till the new electoral cycle in 2019, leading again to PAIGC as the main voted party (with no absolute majority) and an opposition president, Sissoko Embalo, empowered in March 2020 after a debated election. Albeit nominating a new prime minister of a minority party, that stays in office till now (2023), the continuous defiance between the president and the national assembly led to its dismissal in May 2022 and the scheduling a new legislative election for June 2023. Changeset in government officials are recurrent, as seen at the Ministry of Justice that was led by 4 different ministers during the project implementation.

The year of 2019 marks a new recognition of the importance of trafficking in the country. The two main seizures in the country's history occurred during the electoral periods in March (operation Navarra seized 789 kg of cocaine) and September (operation Carapau seized 1869 kg of cocaine). Together with the conviction of the main identified traffic dealers in March 2020, these seizures expressed the work done by the Judiciary Policy and the Public Ministry and lead to a renewed confidence in these institutions. However, recent events had shown a light on the continuous degree of impunity of illicit activities in the country: in 2020 the main Operation Navarra fugitive was reported to walk freely in Bissau; the two main convicted from that operation were cleared by the court in June 2022; in 2021 a high government official, "was identified during a police operation, Operation RED, as allegedly being behind the theft of 900 kilograms of cocaine from traffickers in an apparent rivalry between groups".⁵

⁴ This epithom was first used in an article by The Telegraph (Freeman 2007) followed by a paper by the Chatam House, as in Micael Pereira, 2022, Building a narco-state. The case of Guinea-Bissau, Master Dissertation, Iscte-JUL. Since then the classification as a narco-state has been object of debate, and refused by academics and policy theorists.

⁵ Micael Pereira, 2022: 40

The cocaine trade implicates a triangulation of actors, including the Latin American traffickers (mainly Colombians but also Venezuelans and Brazilians), the emergence of several regional criminal entrepreneurs who acted as intermediaries between the Latin American traffickers and regional state protection structures, and a military elite network, with the political protection of the main state figures⁶. The impact of this vicious triangle in the country is deeply felt. The main factors fueling this fragility are:

- . First, the country has a fragile economy, driving mainly from cashew nuts and fishing licenses. Guinea-Bissau's tax revenue base is extremely low, with the tax-to-GDP ratio long stagnating at around 10%. This fragility drives both the political and military elite to rely on the country's profitable illicit markets (guns in the late 90s, then cocaine and timber) to supplement public budgets.
- . Second, this situation entails a political system based on patronage and clientelism, fueled by rents from licit and illicit activities. Impunity is one of the main consequences and has its expression in a succession of violent acts. It also leads to the lack of confidence of the population in a state apparatus that is not providing the basic services.
- . Third, military forces enjoy prestige and power reflected in their disproportionate size and budgetary allocation⁷. They have repeatedly interfered in politics to safeguard interests with impunity.
- . Fourth, control over the military forces by the political power is limited, and even the entry into these corps is based on clientele interests, leading, for instance, to the "balantization" (an ethnic group) of the army in the early 2000s.
- . Fifth, the judiciary system suffers from fragilities and is permeable from political influence. The General Attorney (PGR) is directly nominated by the President. The Superior Council of the Judiciary (CSMJ) is composed of 13 members, including 2 appointed by the PR and 2 by the President of the Parliament. The others are all judges elected or members by inherence of their position.
- . Last, the police forces include the National Guard (GN), the Public Order Policy (POP), on the dependency of the Minister of Internal Affairs, and the Judiciary Police, a corporation with an international reputation of "capacity and independence", dependent from the Minister of Justice⁸. Most police officers from GN and POP recruited since the coup in 2012 have no formal ties with the state and are defined as "auxiliary"⁹. This situation is aggravated by the lack of a functional training institution for the police forces in the country, leading to a fragile control over of the judicial power in the country.

Traffick in Guinea-Bissau is part of a larger network that involves several actors, from Latin American traffickers to illegal entrepreneurs, usually of African and European origin, and their security allies including the military. Trafficking in Guinea-Bissau is related to different routes that go as far as Mali, profiting from the interest of rebel groups in the north of that country.¹⁰ These routes have been followed by the Global Initiative, a think-tank, as well as journalists and academics, and have been crossed with data gathered by

6 Mark Shaw, 2014, Drug trafficking in Guinea-Bissau, 1998–2014: The evolution of an elite protection network, *Journal of Modern African Studies*, 53, 3, 347

7 Bird, Lucia. 2022. Cocaine Politics in West Africa. Guinea-Bissau's protection networks. *Global Initiative Against Transnational Organized Crime*

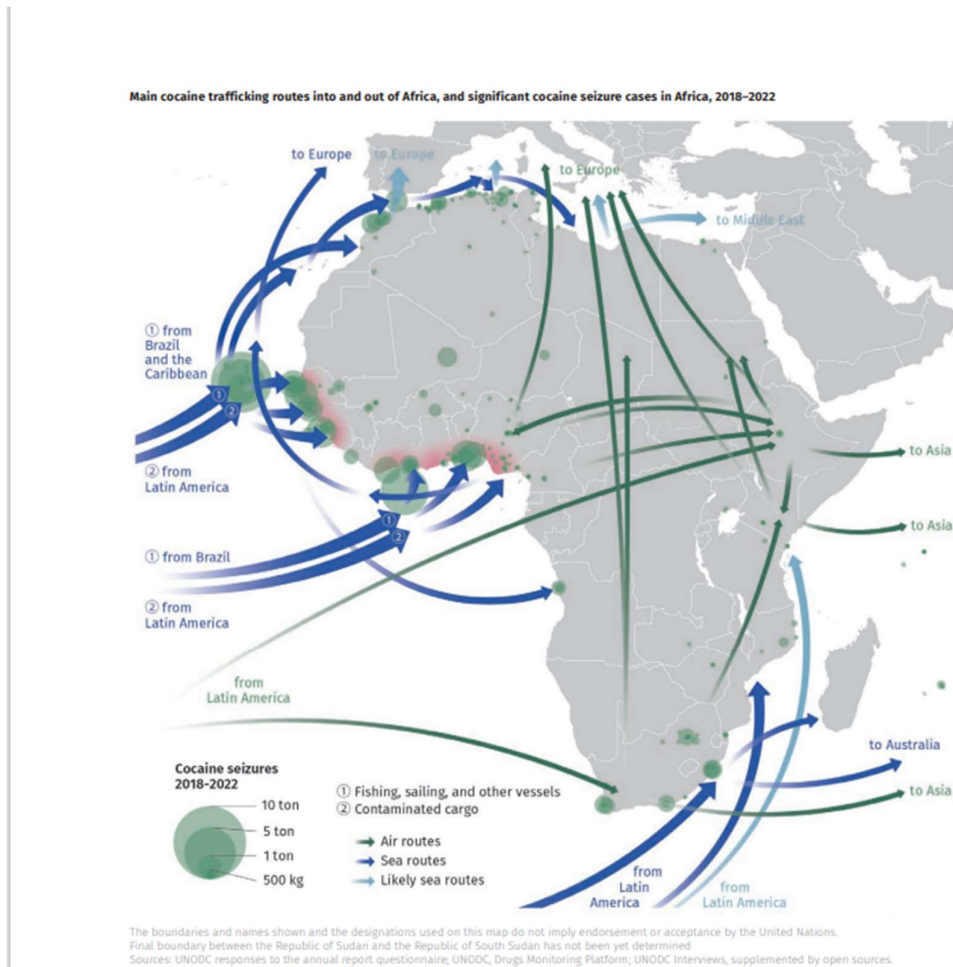
8 Global Initiative, 2021: 12, as quoted in Micael Pereira 2022: 37

9 According to Micael Pereira, the number overpasses 3000.

10 Micael Pereira 2021 and 2022

UNODC in Gambia, Senegal, and Portugal. According to UNODC, these three countries “have all ranked Guinea-Bissau among the top countries of provenance for seized cocaine shipments”¹¹.

Considering the importance of illicit trafficking in the country, any intervention will have to consider, at the macro level, the existence of these transnational networks and the regional mechanisms for linking anti-trafficking actions. The extent of these networks is exposed on the map below.



Source: UNODC Global Cocaine Report 2023: 105

Other forms of criminal activities add to cocaine traffic, the most profitable one. These include cannabis traffic, not only for local consumption but also for international markets, namely in Europe. Another criminal trading relates to illegal deforestation and timber traffic, conducted with impunity even if it is criminalized. Human traffic is less known, but some of the occurrences and episodic reports are an indicator of the crime occurrence. Since June 2017, IOM supported the return of more the 731 Bissau Guinean migrants (among them there were 21 women and 14 children of which 6 were girls) who embarked on irregular migration through the Central Mediterranean routes. A lack of comprehensive studies about these routes is deeply felt.

¹¹ UNODC Global Cocaine Report 2023: 110-111

The better-known face of human traffic reports to a traditional practice that is conducted with different intentionality. It is the case of Talibé children, the “students”, that their parents send to study with a marabout or koranic master, usually in Senegal. This practice dates to several centuries and is practiced in countries of West Africa in relation to Sufi Islam, like Senegal and Mali. Parents of deprived families in rural areas send their male children to study with a koranic master out of the country, without knowing that their son ends up in child exploitation and is forced to beg in the streets to support the master. This situation has been handed out for two decades by CSO that work in sensibilization within the communities or with foster homes and needs a cultural-sensitive approach.

Impunity towards these different crimes is spread in the country. Together with corruption, these are considered the main drivers of conflict. Corruption in Guinea-Bissau is among the highest levels in the world, and the country was ranked 168 out of 180 countries by Transparency International. This climate erodes the population's confidence in state structures and is considered a major cause of political instability and lack of development in the country.¹²

b. The program

The security threat posed by the illicit drug trafficking in West Africa led ECOWAS, supported by UNODC and UNOWA, to create a Regional Action Plan (2008) and implement coordinated actions to fight DTOC, such as the West Africa Coast Initiative (WACI), a joint technical assistance framework; a Transatlantic Cooperation forging dialogue and cooperation among Latin America, West Africa and Europe; and specific programs as AIRCOP for intelligence exchange in airports in the three continents¹³. The negative impact of transnational organized crime, in particular drug and human trafficking and cross-cutting crime, corruption, and money laundering, was recognized at the highest level by the Guinea-Bissau authorities, which considered combating these forms of crime a national priority. In June 2018, the President of the Republic and the Government of Guinea-Bissau requested the support of the United Nations in the fight against organized crime.

The United Nations Security Council (resolution 2404, adopted on 28 February 2018) expressed its concern at the range of challenges that the dysfunctional security institutions posed, including the capacity of the State of Guinea-Bissau to ensure public security and the rule of law, stressing that good governance and supervision of the security sector are important to ensure that 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 trafficking¹⁴. Given the impact that drug trafficking and transnational organized crime (DTOC) have on the development and stability of the country, as well as on the credibility and accountability of its institutions, the UN has decided to support national authorities to improve peace-sustaining capacity by supporting national actors in

12 United Nations, 2020, UN Common Country Analysis (CCA) October

13 <https://www.unodc.org/unode/en/drug-trafficking/west-and-central-africa.html>

14 Evaluation TOR CDTOC International Consultant 2022

developing resilient national capabilities and addressing conflict factors that undermine social cohesion and that can lead to violent conflicts. In this regard, UNDP, UNODC, IOM and UNIOGBIS-CDTOC combined their expertise for an integrated and coordinated approach to strengthening national capacities to combat drug trafficking and organized crime during the reconfiguration of the United Nations in Guinea-Bissau¹⁵.

c. The project

UNDP, UNODC and IOM implemented the joint project "Strengthening the Justice and Security Sector's response to drug trafficking and transnational organized crime to reduce insecurity in Guinea-Bissau" (phase 1: 2020-2022; phase 2: 2022-2025), funded by the UN Peacebuilding Fund (PBF).

The CDTOC project is part of the support provided to the Bissau-Guinean state by the United Nations agencies, aimed at reforming justice and the rule of law in Guinea-Bissau. This support dates to 2008, taking advantage of, and giving coherence to a set of initiatives and financing agreements over the last decade. These include the following programs: UNODC has been working to support national authorities in Guinea Bissau since 2011 to enhance their national response to drug trafficking, transnational organized crime, trafficking in persons, border control and illicit trafficking. UNODC has cooperated closely with the United Nations Integrated Peacekeeping Office in Guinea Bissau (UNIOGBIS) under several projects and initiatives, such as the West Africa Coast Initiative under which a transnational crime unit (TCU) and Aircop unit were initially established. The Section of the Rule of Law and Security Institutions (ROLSI) of the UN Political Mission (UNIOGBIS), was created in 2015, in a context of political turbulence following the resignation of Prime Minister Domingos Simões Pereira by former President José Mário Vaz. UNIOGBIS and the United Nations Office on Drugs and Crime (UNODC) worked together to support the implementation of national plans to combat organized crime and drug trafficking, strengthening border control and maritime security and coordinating their organization, strategies, and operations in the regions. Through offices in Bubaque (Bijagós archipelago) and Buba (South), the rule of law component of UNIOGBIS and UNODC helped national authorities in the prevention and investigation of drug trafficking and organized crime in Bubaque and Buba, as well as operationalizing case management databases. UNIOGBIS also supported the complete mapping of border posts' needs. Another key point was the coordination and identification of the functions of the different units, including the Transnational Crimes Unit, the Interpol component, the Aircop team that oversees the airport, the Judicial Police, the Public Order Police, and the National Guard to control the borders. These joint efforts led to the seizure of more than 2.6 tons of illicit drugs in 2019, the largest seizure in the country's history¹⁶. Recognizing the relevance of these actions, UNIOGBIS created a unit to combat drug trafficking and organized crime, which studied the prevalence of drug trafficking and transnational organized crime in Guinea-Bissau, with the help of UNDP and UNODC.

The CDTOC project is a follow-up of these initiatives, representing their continuity under the UN agencies' responsibility after UNIOGBIS closure. The project was already extended to a second phase (2022-2025).

¹⁵ CDTOC _ENG_ amendment - Final

¹⁶ Book Legacy UNIOGBIS, p. 80

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

The goal is to support the rule of law and security Institutions to prevent, investigate and prosecute drug trafficking and transnational organized crime, more effectively reducing the country's sources of fragility.

The expected results of the project are:

1. National security agencies and actors in the justice sector improve their strategic and operational coordination capacity to prevent, investigate and prosecute drug trafficking and transnational organized crime.
2. The institutions in the Security and Justice sector have improved their ability to investigate, prosecute, and effectively act against cases of transnational organized drug trafficking/organized crime.
3. Democratic governance and civil surveillance on security practices and institutions responsible for combating drug trafficking and transnational organized crime shall be strengthened¹⁷.

Main enforcement partners, governmental and non-governmental.

Ministry of Justice

Ministry of the Interior and Public Order

Ministry of Women, Family, and Social Solidarity

Councils of Magistrates and the Supreme Court of Justice

Office of the Attorney General

Judicial Police (PJ)

Public Order Police (POP)

National Guard (NG)

Transnational Crime Unit (UCT)

AIRCOP Joint Airport Interdiction Task Force (JAITF)

INTERPOL

National Committee for the Prevention of Trafficking in Human Beings

Financial Intelligence Unit (CENTIF)

Institute of Women and Children (IMC)

National Committee for the Prevention of Trafficking in Human Beings (CNPTSH)

Guinean League of Human Rights (LGDH)

Civil Society Observatory of Illicit Economies (Global Initiative/OCD)

Association of Teachers of Islam (API)

NGO AGLUCOMI-TSH (*Guinean Association for the Fight against Irregular Migration and Trafficking in Human Beings*)

Civil Society Organization (CSOs) in Bissau, Gabu and Buba and networks of young people and volunteers.

¹⁷ CDTOC_ENG_amendment - Finalv

Theory of Change

The CDTOC project is a complex intervention, involving a multiplicity of national partners and activities, and taking place at the international and regional levels (integration and coordination of regional networks to combat DTOC), at the national level (creating appropriate legislation), at the level of institutions (support and equipment; training of human resources) and at the level of civil society organizations and communities (Djumbais, implementation of surveillance networks).

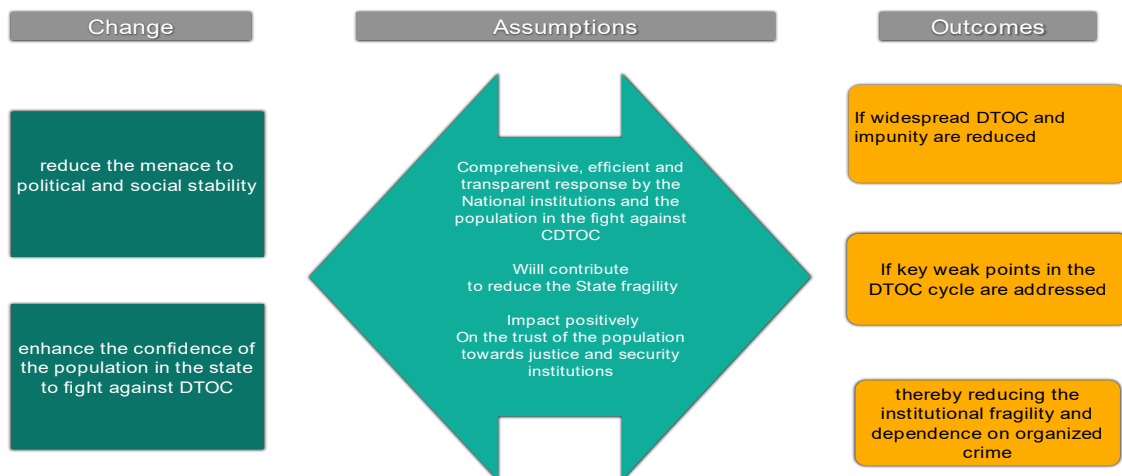
The project involves three agencies of the United Nations system with clearly defined activities at these four levels:

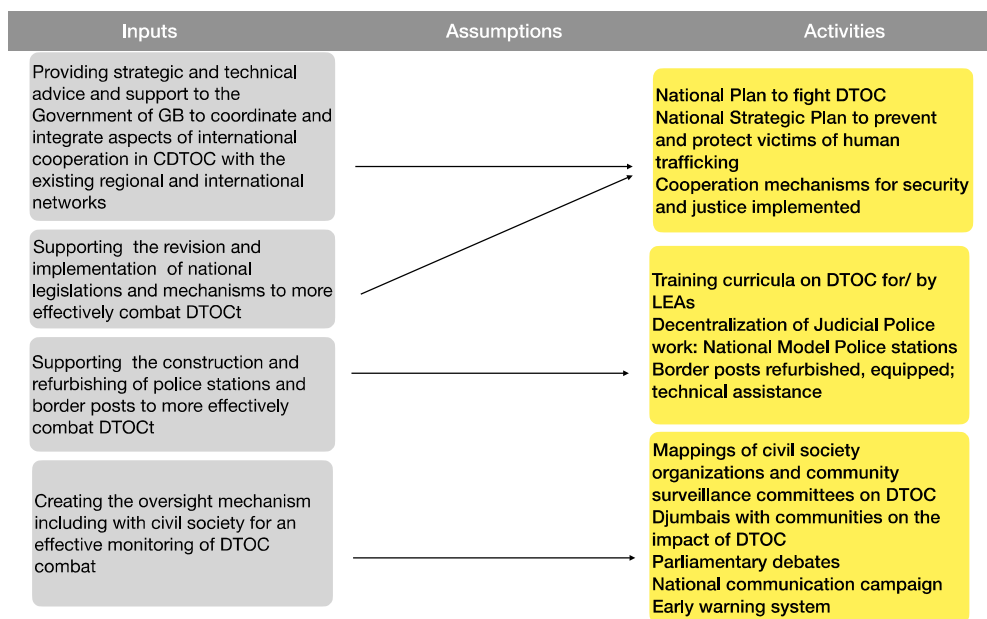
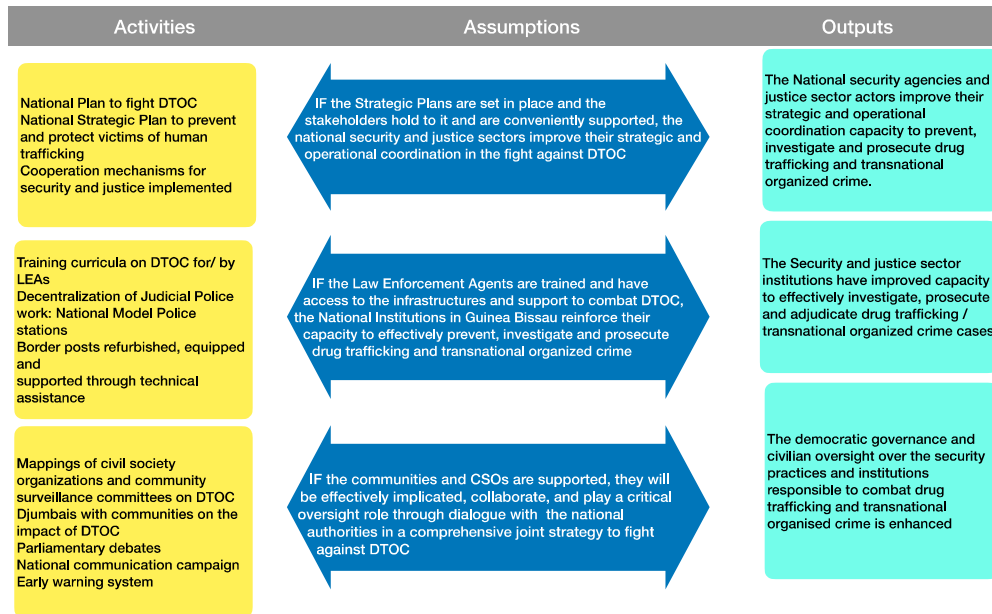
UNODC: strengthening regional and national articulation, and technical support for the establishment of the legal, operational and policy frameworks for CDTOC actions.

UNDP: intervention at the level of the institutions and the Ministry of Justice, including technical support, training, infrastructure, and equipment.

IOM: intervention at the level of local communities and civil society organizations in networking and CDTOC awareness-raising activities

The Theory of Change that underlies this project is explained below.





This Theory of Change is based on three fundamental assumptions that are not covered by the project:

1. Stakeholders (the Government of Guinea-Bissau and the Ministry of Justice) shall have the capacity to implement the Strategic Plans to combat the DTOC and to ensure operational coordination.
2. The Government of Guinea-Bissau shall have the means to systematically combat drug trafficking and organized crime, including salaries, operations, infrastructure and equipment, and training of human resources, to maintain the performance conditions of its activities.
3. The members of the CSOs will be well informed and sufficiently trained in combating drug trafficking and organized crime, and are supported and able to effectively maintain monitoring, surveillance and combating criminal activity.

The change envisaged by the project can only be verified if the three conditions listed are met.

IV. Findings

This section presents the analysis of the project following the script outlined by the evaluation questions. Since the implementation of this project suffered several delays, mainly due to external risk situations, we chose to precede the analyses on efficacy and efficiency (EQ3 and EQ4) of the answer to question EQ10 (risk assessment and innovation).

EQ1 Relevance

To what extent do the intervention objectives and design respond to the overall, national and partner/partner/institutions needs of the beneficiaries and continue to do so if circumstances change.

Specific issues

- Was the project relevant in addressing conflict factors and peace factors identified in conflict analysis? If there have been significant contextual changes, have the project's objectives and approaches continued to be relevant?
- Do the expected results of the project address the needs of the target groups? Are project activities and outputs consistent with the intended results? Has the intervention been adapted to respond to changing needs?
- What is the importance of intervention about local and national commitments and priorities? Are the project's activities and results consistent with global and national gender priorities?
- To what extent do the local population, beneficiaries and external observers consider the intervention relevant? Were they consulted during the design and implementation of the project?
- Was the project adequate and strategic for the main objectives and challenges of peacebuilding in the country at the time of the PBF and treaties project? Has relevance continued throughout the implementation?
- Does the theory of design change clearly articulate assumptions about why the project approach is expected to produce the desired change? Was the theory of change based on evidence?

The project represents an important step in the implementation of the international commitments assumed by the Guinean government to combat drug trafficking, corruption, money laundering, and trafficking in persons that, despite being autonomous crimes, are usually interconnected. Illicit trafficking needs local support of either military or government officials or both, who facilitate access to national routes, and traffic generate illicit funds that need to be laundered, as exposed in the country context description.

The project's relevance is expressed at three levels, detailed bellow: i) the government's need to respond to its international and national commitments in the implementation of law and justice; ii) the continued commitment between the UN agencies and the Government of Guinea-Bissau to support institutional

strengthening aimed at law enforcement and justice; iii) the perception of national actors about the relevance of the actions undertaken.

(i) Guinea-Bissau is a signatory to a set of international instruments to combat DTOC , including the United Nations Convention against Transnational Organized Crime, also known as the Palermo Convention (2000), the Convention Against Illicit Trafficking in Narcotic Drugs and Psychotropic Substances (1988), and the United Nations Convention against Corruption, adopted by the United Nations General Assembly in 2003. Therefore, the project is based on a logic of supporting and strengthening internal capacities to address global but equally national challenges, since Guinea-Bissau has joined the different international forums to combat organized crime. This project has made it up to raise awareness of key institutions in this area. It allows for an integrated response in the fight against drugs and organized crime. They respond to national and international commitments in this area.

(ii) The CDTOC project is part of a continuity of actions to support the rule of law undertaken by UNODC, UNIOGBIS, UNDP, OIM, and other agencies. Its continued relevance is recognized by the Government of Guinea-Bissau, which has requested the support of United Nations agencies in implementing effective actions to respond to international commitments and national needs in law enforcement and justice. This succession of activities started with the establishment of UNODC Program office in 2011 and was complemented under the former UNIOGBIS and will be continued in phase 2 of the CDTOC project, with a cost extension until 2025. As in the first phase of the project, the focus will be on strengthening the capacities of criminal justice institutions, and law enforcement authorities to effectively address the challenges associated with drug trafficking and organized crime, in an integrated and coordinated approach with civil society organizations and communities.

The project will help Guinea-Bissau fulfill its commitments to the United Nations Conventions on Drug Control of 1961, 1971, and 1988; the United Nations Convention against Transnational Organized Crime (UNTOC) and the United Nations Convention against Corruption (UNCAC) of which the country has been a part since 2007, as well as the United Nations Human Rights Council, through the implementation of recommendations of the UPR, including recommendation 69 to "actively combat corruption and improve mechanisms for opposition to transnational crime in general and in drug trafficking in particular"; recommendation 73 to "ensure the effective implementation of its National Strategic Plan for Combating Drugs and Organized Crime and Risk Reduction"; and recommendation 82 to "strengthen measures to combat trafficking in human beings and organized crime, and to strengthen relevant national police forces and justice institutions and ensure that they can work independently and free of political influence". In this sense, the Project will contribute to the effective implementation of the National Strategic Plan to Combat Drugs and Organized Crime and Risk Reduction and the National Strategy to Combat Corruption.

(iii) According to the interviews conducted with the stakeholders of the project, the project is considered highly relevant to the country. There is consensus among the beneficiaries on the need to combat drug and human trafficking, corruption, and money laundering for national security, and law enforcement, and to safeguard the effective, transparent, and credible functioning of state institutions. For the elaboration of this project, a broad process of auscultation of all parties involved was conducted, which included different

structures of both the justice sector (Ministry of Justice, JP, MP, INTERPOL) and the Ministry of Interior (POP, NG), as well as civil society organizations, NGOs and local communities. These auscultations included topics such as the relationship between the police and the community, the constraints of this relationship, and what could be improved. The project included these perspectives in its premises. There is a generalized recognition among stakeholders that drug trafficking and organized crime are strong causes of political and government instability in the country.

Beneficiaries' perspective

"A process of auscultation of the communities was carried out about the relationship with the police, what were the constraints and what could be improved. In this process, civil society, students, traditional authorities, regulos, police were auscultated. These actors are holders of knowledge and experience that allow us to draw lessons to identify community conflicts. Auscultations were conducted in the East, Gabu and Bafatá, and in Buba. In the proceedings of auscultation, the police were identified as collaborating with bandits and not solving the problems, always requiring money to act. The identification of these constraints guided the training sessions program." (LEA officer)

The most vehement response on the relevance of the project came from a director general at the Ministry of Justice who defined it as "the priority of priorities" of all interventions. Other key informants highlighted several relevant aspects such as:

. The project was designed following a detailed auscultation of the beneficiaries. It is part of the collaboration program between the state of Guinea-Bissau with UN agencies, as revealed in the interviews with representatives of the Ministry of Justice. Community interventions were based on the same collaborative principle.

. The relevance of investing in the Model Police Station, and in the Community Police strategy, are recognized by all social actors, from the head officials to the future agents of the Model Police Station of Gabú. One of the most repeated assertions in the interviews was the relevance of the trainings and the need to continue them. Otherwise, these police stations risk becoming traditional police squadrons, following the repressive model of policing (as opposed to the preventive model followed by the Community Police)

"The existence of the model police station of the Bairro Militar (Bissau), made prior to the project, contributed to draw lessons from the pertinence of this type of action, it indicates clear evidence that the police station served to reduce crime in the neighborhood, therefore, it is a need felt by POP since the communities indicated numerous problems and conflicts in the relationship with the police." (LEA official)

. The choice to invest in the border posts of Cambaju and Dugal, locations chosen by stakeholders, was highlighted in all interviews, and observed *in situ*. The evaluation team had the opportunity to verify the former deplorable conditions of these points of entry in the country and the advantages of the new posts. This investment also contributes to the motivation of the police forces placed there.

“The posts are relevant for the control of the country's borders, check the entry and exit of people and goods. Before in Cambaju the border had no control, there was no structure to do the inspection, with the construction of the post, although not yet operational, contributes to coerce the bad doers in entering the country with illicit products.” (LEA official)

Answer

The objectives and results of the project are highly relevant in the context of the country and to the main stakeholders: institutions in the justice sector, criminal police bodies (LEA), civil society organizations, in particular the weakest groups, women, and children, who are the most affected by criminal actions of trafficking in persons. Project's objectives emerge from a comprehensive analysis of the different conflict causalities threatening the implementation of the rule of law in the country. The project followed a multi-level strategy, involving collaboration with government authorities, legislative review, and work with civil society organizations that are detailed, context-sensitive and relevant.

The original objectives remain valid and have been readapted to phase 2 of the CDTOC project. The scale of the problem – supporting the LEA, judicial institutions, and civil society in combatting organized crime and traffic– is obviously too vast for a single project. Every action is relevant and necessary, although with a limited scope, which can only be overcome by the adoption of a continuous public policy with adequate funding, implemented by a stable government. The Theory of Change that underlies this project presupposes the continuity of support to the LEA, CSOs, and state institutions operating in the implementation of law and justice.

EQ 2 Coherence with the UN framework and principles

To what extent was the project compatible with other interventions and complemented work between different entities, especially with other UN actors in the country? Is the project consistent with the organization's past and future programming, and Guinea-Bissau's broad peace-building programming?

The action is consistent with the intervention of the implementing agencies and allows the fulfilment of their institutional vision and mission. The project satisfactorily meets the needs of the beneficiaries and aligns with the priorities of the country. The project itemization between the agencies of the United Nations system, namely UNDP, UNODC, and IOM, respected the mandate of each of them and was strategic from the point of view of capitalization and articulation with the ongoing actions conducted. It should be stressed that the UNODC and the IOM have moved from having a Head of Office based in Bissau. In the case of UNODC the new Head of Office is based in Cabo Verde since February 2022. This changeset respects the absolute need for regional coordination in combating DTOC, the priority objective of UNODC. UNODC's regional coordination has always provided substantive support in various thematic areas to all country offices in the region. Coordinated actions were highly relevant in this project, notably regarding the work of the LEA, particularly the JP, and synergies created with other countries such as the Gambia and Senegal. The coherence of the project with the international commitments of the Guinea-Bissau government was a potential added value of the project.

CDTOC project relates to a set of other interventions in the country conducted by international partners and aimed at reinforcing the state of law, such as:

- Placing Gender at the Centre of Justice Reform in Guinea-Bissau (Jan. 2019-June2020)
- Project to Support Institutional Capacities Strengthening in the Justice Sector
- CRIMJUST Global Program -Strengthening investigation and criminal justice cooperation along drug trafficking routes -UNODC
- WACI West Africa Coast Initiative – UNODC, UNIOGBIS, INTERPOL, UNOWAS, DPPA, DPO, ECOWAS (2009-2022)
- Global Maritime Crime Program UNODC
- AIRCOP Airport Communication Project – UNODC, INTERPOL, WCO
- CROSS-BORDER Project (2017-2022) - UNODC
- WACAP - The West African Network of Central Authorities and Prosecutors against Organised
- Crime (WACAP) - UNODC
- PBF - Building trust through political dialogue as the foundation for peaceful elections and key reforms in Guinea-Bissau

Beneficiaries' perspective

"The CDOT project represents a continuity of the actions triggered by UNIOGBIS, therefore, the legacy of this intervention allowed to constitute a starting point that guided part of the action." (LEA officer)

Answer

The project is part of a series of interventions to support the rule of law, promoted by UNODC and UNIOGBIS, which continue into phase 2 of the CDTOC. This continuity is expressed by their articulated objectives and increases their ability to produce impact. It should be highlighted that all actions were conducted in clear articulation with the government, particularly with the Ministry of Justice. The project is also coherent with the main regional strategies to combat DTOC and supports the government's international agreements at this level.

EQ10 Risk Tolerance and Innovation

If the project was characterized as "high risk", were the risks adequately monitored and mitigated?
How innovative or innovative was the project approach? Can lessons be learned to inform similar approaches elsewhere?

The project was classified as being of "medium risk" (1), having, unexpectedly, faced several situations of external high risk, and needed to adapt accordingly. These circumstances are detailed below in chronological order.

. The COVID-19 outbreak had major implications on the project implementation, the confinement limited all contact with national partners, both at a technical and a higher level, and put at risk the prosecution of activities. The Presidential Decree that determined the state of emergency in March 2020 was successively resumed during that year, and the adoption of preventive measures imposed the restriction of holding meetings, training sessions, seminars, and workshops. Meetings with national and international partners, training and awareness-raising and mobilization activities of civil society, such as the development of an Early Warning Mechanism platform, and consultations and training activities with the LEA and CSOs, were postponed. Guinea-Bissau ranking amongst the 20 countries in the world with the most defective healthcare system¹⁸, many international workers left the country during the pandemic outburst.

. Political tension forced the suspension of activities or their postponement. The main occurrences were the contestation of the results of the electoral process in early 2020. On February 1, 2022, a tentative coup d'état led to the temporary suspension of the project. Finally, the dissolution of the National People's Assembly in May 2022 prevented the timely approval of the legislative roadmap on combating drug trafficking and organized crime already prepared.

The project dealt with an improbable risk - facing a pandemic situation-, the following state of emergency, and the abandonment of the country by most of the international staff¹⁹. The fact that the UNDP Chief Technical Advisor to the Ministry of Justice stayed in place was highly praised. Furthermore, UNDP provided the Ministry of Justice with laptop computers, allowing the staff to work remotely. This quick response to the pandemic situation was positive and boosted national partners' confidence in UNDP cooperation²⁰. The project sought to create integrated solutions that contemplated the consequences of crises, which led, despite the circumstances, to the conclusion of many of the project's activities. First, a non-cost extension (NCE) and a reorganization of the activities were authorized on October 25, 2021. On 29 September 2022, a project extension with costs until 2025 was adopted allowing for the completion of suspended or not implemented activities and extending the scope of the intervention.

On the negative side, it is noteworthy that the original project did not have an adequate risk strategy. There were no planning and mitigating measures for addressing risk factors associated with the country's context of instability and difficulties to reach the regions. During the project implementation several problems needed to be addressed that could have been foreseen, such as a visit to the sites of the interventions, namely the border posts, which would have allowed verification of the need for new buildings. Originally, the project provided for the rehabilitation of four posts, based on a former UNIOGBIS mapping. However, the insufficiency of the pre-existing facilities obliged to invest in new buildings, and the budget just covered the construction of two posts (Cambadju and Dungal). Considering the risk of political instability, it would be advisable for the project to have rapid adaptation mechanisms, namely the possibility of quickly approving a

¹⁸ According to the Legatum Prosperity Index, World Population Review in <https://worldpopulationreview.com/country-rankings/best-healthcare-in-the-world>

¹⁹ Interviews 1, 5 and 10

²⁰ Interview 10

no-cost extension²¹. The difficulty in obtaining it, due to internal bureaucracy²², put the project at risk of not meeting the objectives.

Answer

The project faced two risks not foreseen in the initial elaboration: the pandemic crisis and the moments of political instability. In October 2021, the project's implementers reviewed the activities and results, which were reset in response to the problems encountered.

EQ3 Effectiveness

Effectiveness refers to the extent to which the project has contributed to the expected results. What progress has been made towards achieving the expected outcome of the project? What specific results have been achieved, both positive and negative? What important factors, strategies and interventions contributed to the achievement or non-achievement of the expected objectives of the project?

To what extent are beneficiaries satisfied with the results?

Does the project have effective monitoring mechanisms to measure progress in achieving results? To what extent have monitoring data been objectively used for management and decision-making action? Has the project monitoring system adequately captured data on peace-building outcomes at an appropriate level of outcome?

How appropriate and clear was the PBF project's guidance strategy in terms of geographical and beneficiary orientation?

As described in the answer to EQ 10, project's implementation was hindered by several factors, among which stands the COVID-19 pandemic and the declaration of the state of emergency, and political instability. A third delaying factor was the waiting time for the internal approval of the project no-cost extension. These three factors had a negative impact on the project's ability to conduct an effective intervention.

The project activities were implemented by the three agencies mentioned. UNDP was the lead agency, also responsible for monitoring, with a total of 3 monitoring reports.

Following a strategy common to other UN projects, most activities were not carried out directly by the agencies, but executed by partners (competent CSOs, state institutes) or contracted to services providers such as builders and consultants, in a service provision scheme. The following partners and service providers worked with the three agencies:

UNDP: consultants, services, and partnerships with Enda Santé, Observatory of Drug Dependence, Guinean Association to Fight against Corruption.

UNODC: consultants and partnership with the Bissau Law School, Observatory of Drug Dependence, and IMC.

IOM: consultants, and partnership with IMC and Aglucomi.

Project activities are subsumed in the following table:

21 Although a NCE is not a risk adaptation approach, extraordinary times call for extraordinary measures. NCEs have been conceded to other projects under these conditions, such as "Supporting Political and Institutional Stabilization of the Justice Sector for Peace Consolidation in Guinea Bissau" (2017-2020) and "Placing Women at the Center of Justice Reform in Guinea-Bissau" (2018-2020).

22 Interviews 1, 5 and 6.

Result 1- National security agencies and the justice sector improve their strategic and operational coordination capacity to prevent, investigate and prosecute drug trafficking and transnational organized crime.

Indicators	Activity	Agency.	RESULTS ACHIEVED: YES/NO/PARTIALLY
1.1.1 A National Plan to Combat DTOC is developed, approved, and advanced. 1.1.5 Level of information sharing and research cooperation with neighboring countries	1.1.1: Support the development and implementation of the National Strategic Plan to Combat Drug Trafficking and Transnational Organized Crime, in close collaboration with regional and sub-regional organizations.	UNODC	<p>YES</p> <p>The Integrated National Plan to Combat Drugs, Organized Crime, and Risk Reduction was elaborated and approved (2020-2026 Guinea-Bissau's NISP). Implementation is ongoing.</p> <p>Pending.</p> <p>Support for the implementation of the strategic plan related to the legislative component. Note that this action started at the very end of phase 1: desk review of existing laws and regulations undertaken in August 2022, followed in September by a mission to Bissau for a series of consultations with the Ministry of Justice, the Judicial Police, CENTIF (Guinea-Bissau's Financial Intelligence Unit), and the General Prosecutor's Office, to nurture a legislative roadmap centered on DTOC related provisions, and as a contribution toward a wider program of legislative reforms currently being devised by the Ministry of Justice.</p> <p>No quantifiable data on indicator 1.1.5.</p> <p>INTERPOL referred the lack of interaction with regional offices due to not paying the quotation.</p> <p>CENTIF is working with GIABA to adopt regional parameters with support from UNODC and UNDP.</p> <p>Organization of a joint Gambia-Guinea Bissau-Senegal operation, related to ongoing investigations. Heads of the Guinea Bissau agencies already nominated to coordinate with their homologues. (Inter-ministerial committee, Judicial Police Drug Agency, Interpol, WACAP Focal Point (GB prosecutor) has been implemented in July 2022.</p>
1.1.2 A National Strategic Plan to prevent and protect victims of human trafficking finalized and partially implemented	1.1.2: Support the development and implementation of the National Strategic Plan for the prevention and protection of victims of trafficking in human beings. Note: - There is a national emergency plan against trafficking in human beings. - UNODC responsible for judicial aspects and IOM for prevention issues and activities with civil society	UNODC	<p>PARTIAL</p> <p>The plan was not created, due to the COVID emergency. The National Emergency Plan To Prevent And Combat Trafficking In Human Beings was updated for another 2 years (2019-2021) with the support of UNODC and is still in use.</p> <p>. A new process started in 2022.</p> <p>Held:</p> <p>Working sessions with IMC.</p> <p>. Recruitment of national and international consultants to draw up the strategic plan.</p>
		IOM	<p>PARTIAL</p> <p>. IMC held 2 Meetings of the National Committee for the Prevention and Fight against THB with 50 participants.</p> <p>. Census of Talibé children in the Koranic schools of SAB. The regions of Bafata and Gabu are missing.</p> <p>. Awareness campaigns against THB were conducted.</p> <p>. Creation of the Association of Koranic Teachers and draft of the "Code of Conduct for Koranic Schools"</p>
1.1.3 The number of cooperation mechanisms for security and justice are	A 1.1.3: Advisory support to the Superior Council for Police and Internal Security Coordination (COSIPOL) as a strategic mechanism and	UNODC	<p>PARTIAL</p> <p>Evaluation of COSIPOL's coordination mechanism and identification of advisory support interventions has moved to phase 2.</p> <p>(Last COSIPOL meeting was held at the end of UNIOGBIS' term of office)</p>

<p>implemented or strengthened at national and international level</p> <p>1.1.4 The legal framework related to drug trafficking and organized crime is reviewed in accordance with the needs identified in the National Strategic Plan in accordance with the relevant international convention.</p>	<p>operational coordination of law enforcement agencies on the DTOC that affects the internal security of the country. Note: This structure was created within the framework of UNIOGBIS activities.</p>		<p>Cooperation mechanisms were enhanced besides COSIPOL:</p> <p>A) At national level, already existing coordination mechanisms have not proven to be relevant/functional fora to address issues DT-TOC. Two other alternatives are considered: (1) enhancing Judicial Police-CENTIF coordination / cooperation (gradual approach toward that objective currently underway); (2) supporting the Ministry of Justice in reactivating a committee that had already been created for the development of Guinea-Bissau's National Integrated Strategic Plan, which would from now on be mandated to act as a steering mechanism to drive the roll-out of that plan and advise the Minister of Justice accordingly. A follow-up mission by a consultant in charge of supporting that objective will take place later.</p> <p>B) Aiming at reinforcing Guinea-Bissau's response in the fight against drug trafficking and organized crime, a program mission led by UNODC and UNOWAS was carried out in April 2022 with the objectives to (1) assess institutional capacities of the national authorities to detect and interdict maritime crime and drug trafficking in the Bijagos Archipelago and along the coast; (2) assess law enforcement and prosecutorial capacities to establish a credible criminal justice chain; and (3) assess needs and opportunities to strengthen the legal and institutional framework to prevent and fight corruption in Guinea-Bissau.</p>
	<p>1.1.4: Strengthen the capacities of the Ministry of Justice and the competent authorities to prepare periodic analyses on data collected on drugs and trafficking in human beings</p>	<p>UNODC</p>	<p>PARTIAL</p> <p>Moved to phase 2.</p> <p>Trainings have taken place that shall improve the Min. Justice accountability in conducting CDTOC actions:</p> <ul style="list-style-type: none"> . In April 2021, the project supported the 'Training of technicians from the General Inspection of Justice Services', building capacity of inspectors from the Ministry of Justice to improve transparency and effectiveness in rule of law institutions (8 participants including 3 women trained by CENFOJ specialist). . A workshop was organized in June 2021 with 19 participants including 4 women to support the conduct of a Self-Assessment Checklist (SACL) exercise to allow Guinea-Bissau finalizing a report for submission to the UN Convention against Corruption (UNCAC) review mechanism. . An Ethics and Integrity Manual has also been drafted and is currently being finalized.
	<p>1.1.5: Provide legislative assistance for the review and development of the legal framework to combat drug trafficking and transnational organized crime.</p> <p>Support the MinJust legislative programme in accordance with the Palermo Convention</p>	<p>UNODC</p>	<p>YES</p> <ul style="list-style-type: none"> - Organization of a workshop on the results of a National Risk Assessment held in early 2022. - In the proposal to revise the penal code changes have been made to adapt it to the country's ratified international conventions to combat drug trafficking, corruption, and money laundering. - The mapping of the legal framework in this area on what are the adequacy needs carried out - Preparation of proposals for revision of the electoral law, framework law of political parties, national electoral commission law, right of judicial organization, draft law of judicial cooperation in criminal law, international law of judicial cooperation and cybercrime law. All these legislative packages are pending approval due to the collapse of parliament and the dissolution of the ANP (16.05.2022). The legal proposals were conducted by the Faculty of Law of Bissau in close collaboration with the Ministry of Justice.

	(2000) and other relevant instruments		
	1.1.6 Support the development of an internal anti-corruption strategy and improve transparency within the rule of law institutions by carrying out an assessment of existing mechanisms and the organisation of two (2) formulation/validation workshops.	UNODC	<p>YES</p> <p>The national anti-corruption strategy was discussed in two workshops. A draft was elaborated.</p> <p>. Guinea Bissau completed its first national risk assessment (NRA) of ML/FT in 2020. The NRA was conducted by the National Risk Assessment Working Group (GTANR) and coordinated by CENTIF, a key step towards strengthening its system to prevent money laundering and the financing of terrorism and the proliferation of weapons of mass destruction (PLD/FTP).</p> <p>. As for UNCAC, its Self-Assessment Checklist under the 2nd review cycle is under way, In June 2021, a workshop was held in Bissau to support the Focal point and government experts in completing the Self-Assessment Checklist. Guinea-Bissau is also a member of GIABA and participated in coordination actions.</p>
	1.1.7 Support inspection services and external supervisory mechanisms in the institutions of the rule of law by providing integrated long-term advisory services (length and modalities subject to further consultations with national counterparts).	UNODC	<p>PARTIAL</p> <p>. Proposals were prepared for draft regulations for the inspection services of the MP, UCT. Pending approval for these diplomas.</p> <p>. Strategic plans for GN, POP, PJ, INTERPOL and SIS were elaborated. Training sessions were also offered to PJ, INTERPOL, CAAT and UCT agents to improve the coordinated response of these entities.</p>

Outcome 2 - Security and justice institutions have improved their ability to investigate, prosecute, and effectively prosecute cases of transnational organized drug trafficking/organized crime.

Indicators	Activity	Agency	RESULTS ACHIEVED: YES/NO/PARTIALLY
1.2.1 DTOC training curricula are developed by law enforcement agencies (AA)	1.2.1: Provide technical assistance to law enforcement authorities to develop training curricula on the development and investigation of drug trafficking and transnational organized crime, as well as on ethics and gender.	UNODC	<p>PARTIAL</p> <p>. Working sessions with national authorities were held.</p> <p>. Evaluation of the training system to define the training curricula of the LEA in the CDTOC</p> <p>. Consolidation of training and preparation of curricula moved to phase 2</p>
	A 1.2.2: Deliver a Trainer Training Program to create an interagency set of national trainers on the development, investigation and prosecution of drug trafficking and transnational organized crime and provide on-the-spot guidance during the first national training delivery cycle	UNODC	<p>PARTIAL</p> <p>. The changes in the ministerial leaders prevented the realization of this activity.</p> <p>. A diagnosis was carried out for evaluating the training needs as a basis for the future design of a Trainer Training Program .</p>
	A 1.2.3: Support through training, equipment, implementation of specialized units to combat drug	UNDP	<p>YES</p> <p>. Training of public order police (POP) officers in the regions, in November 2021, by the Embassy of Portugal (Technical Police Cooperation) with the support of UNDP</p>

	trafficking and transnational organized crime.		<ul style="list-style-type: none"> . 40 law enforcement (inspectors and agents including 7 women) trained by Public Ministry and Judiciary Police specialists in May 2021 to combat money laundering, transnational crime and corruption. . 80 Police officers (including 6 women) from POP and National Guard trained during two weeks in November 2021 through the technical Portuguese cooperation with UNDP support by providing technical material as handbook registers that should be used in the police station withing the country.
		UNODC	YES <ul style="list-style-type: none"> . Participation of two members of the Judicial Police in a mission to Portugal to participate in a "Research Forum" Brazil - Portugal - Guinea-Bissau - Cape Verde for a joint examination of investigative clues generated by the arrests and seizures made by JAIF of Guinea-Bissau and Cape Verde, as part of a broader initiative to improve transatlantic/subregional police cooperation and identify possible branches of the network further upstream. . Organization of a joint operational meeting of The Gambia - Guinea-Bissau - Senegal in Dakar, related to ongoing investigations (dates still to be established) . Materials donated to the LEA. UNDP paid CENTIF the computer domain for 5 years. CENTIF, PJ, UCT and CAP were equipped (e.g., X-ray at the airport). Car donation. Members of the LEA attended the meetings. UCT coordinator, attended the S-GB-G meeting. Support for security operations. Technical training, including with MP and magistrates.
	A. 1.2.4: Strengthen security at Bafata detention centre to accommodate detainees convicted of DTOC cases	UNDP	YES <ul style="list-style-type: none"> . Strengthening the prison wall. . Construction and equipment of a prison new wing with 4 cells (total: 8 prisoners). Delivered in January 2023.
1.2.3 Number of national model police stations	A. 1.2.5: Support the replication of the police station model (MPS) in close coordination with the local community	UNDP	YES <ul style="list-style-type: none"> . 1 Model police station built and fully equipped. Delivered and inaugurated at the end of January 2023 . Training of LEA and members of civil society on the use and appropriation of the model police station. Training of 450 persons (35% CSO, 22% women) during 3 workshops. . Members of the POP and civil society trained to cooperate in combating CDO in Gabu
1.2.4 Number of remodeled and equipped border posts	A. 1.2.6: Strengthen criminal investigations and border control services through refurbishment, training and equipment at border checkpoints.	UNDP	PARTIAL <ul style="list-style-type: none"> . Cambaju and Dungal stations built and with equipment (including solar panels and batteries) but without water. Delivered and inaugurated at the end of January 2023 . Training sessions were carried out to the GN at the border posts, but additional training is needed. . The other planned posts (Suzana and Cacine) moved to phase 2
1.2.2 Perception of local authorities on the provision of	A. 1.2.7: Support the installation of Bafata outpost (Judicial Police)	UNODC	NO <p>Moved to phase 2</p> <p>The Ministry of Justice designed a new model of outpost²³ and the budget needed to be adjusted accordingly. The delay in the approval of the NCE coincided with the change of the UNODC</p>

services to the decentralisation of the Judicial Police through the creation of outposts in strategic areas			country coordinator and the attempted coup of 1.2.2022 ²⁴ leading to an impasse in the articulation with the government stakeholders. These different factors conducted to the postponement of the outpost to the 2 nd phase.
	1.2.9: Extend the development of the Case Management System in the DTOC to the offices of the Attorney General and the courts	UNDP	YES . Computer equipment and training were made available to the Public Prosecutor's Office. . The magistrates didn't get this training. This extension is advised in phase 2

Outcome 3 - Democratic govern and civil surveillance on security practices and institutions responsible for combating drug trafficking and organized crime

Indicators	Activity	Agency	RESULTS ACHIEVED: YES/NO/PARTIALLY
1.3.1 Number of mappings of civil society organizations and key actors involved in the CDTOC 1.3.2 Number of Community DTOC surveillance committees in different regions 1.3.3 Number of CDTOC reports produced by CSOs	1.3.5: Raising community and country awareness of the risk of drug trafficking and transnational organized crime through awareness-raising campaigns involving networks and associations of women, young people, and volunteers across the country	UNODC	YES . Follow-up to the first High Level National Dialogue, organized in November 2018, and preparation of a "National Dialogue II" on Drug Trafficking and Transnational Organized Crime
1.3.4 <i>Number of Dumbais</i> with community on the impact of DTOC on society, including women and young people (disaggregated by sex, age and regions) 1.3.8 Number of <i>Participants from Djumbais</i> , disaggregated by gender, age, region 1.3.6 A national communication campaign is organized on the consequences of drug trafficking in society, in consultation with civil society organisations, in particular youth and women's groups		OIM	YES . Organization of the national conference for the publication of the results of the Talibé children's census in Bissau (conducted by AGLUCOMI and IMC) . Strengthening the associations of Koranic masters to spread a message to communities on issues related to the prevention and fight against THB in 4 regions (Gabu, Bafata, Quinara and Tombali) . Raising awareness and advocacy in support of the "Children's Parliament" on protection against child trafficking. 100 Children from the National Children's Parliament (61 boys and 39 girls), representing the 9 regions of Guinea were sensitized and trained in advocacy for the approval of legal documents for the integral protection of children's rights in Guinea Bissau. This work allowed the children parliamentarians to develop Lobby and advocacy actions with the Political Decision-makers for the approval of two fundamental Diplomas on the protection of Children's Rights: The Code of Integral Protection of Children and the Policy of Integral Protection of Children

²⁴ Interview 4

1.3.5 Number of structured parliamentary debates, increased awareness, and capacity of Members in their deliberations on drug trafficking/organized crime	1.3.1: Provide advisory support and training for the new elected legislatures, including the security, justice and defense committees, to exercise supervision over security institutions	UNODC	YES . Thematic debates after the sessions organized with members of the National People's Assembly (ANP) in the framework of the International Day against Drug Abuse and Illicit Trafficking, on June 26, 2022.
1.3.9 Perception of the OSC on its ability to influence public policies on the DTOC and its freedom to engage in DTOC issues	1.3.2: Strengthen and replicate existing community-oriented practices and networks with a focus on impact analysis and improving the response of justice and security institutions to the needs of vulnerable groups, including women, men, boys, and girls	UNDP	YES . Preparation of the "Community Strategy of Security and Proximity Police" (CSPP) and organization of national and regional workshops (international and national consultant) to promote the installation of the future Model Squadron in Gabu. . Trainings were developed for 542 people. . With ENDA an awareness campaign on CDTOC focusing on money laundering and on societal drug effects, was developed, involving 15 journalists and 13 leaders; awareness campaign in 1 national radio and 4 regional radios. Also, diffusion materials were distributed. . 10,240 radio spots with messages on Money Laundering (BC) and Risk Reduction and Harm Minimization (RdRMD), linked to drug consumption and trafficking, on one national radio and four community radios and 1 radio debate with specialists, implemented in Canhungo (north west), Gabu (east) and Buba and Bijagos Islands (south) in March-November 2021. . 1,000 leaflets and awareness messages printed and distributed on Money Laundering (BC) and Risk Reduction and Harm Minimization. . The "Sol Mansi" project funded by the Project and Global Initiative, and executed by the NGO ENDA delivered five community dialogues' workshops with 90 influential and opinion leaders including 21% of women on all the 8 regions of the country, on combating money laundering and on risk reduction policies in minimizing damage related to drug trafficking and consumption. . 22 National NGOs and local associations and 2 international organizations have been recenssed by the ONG ENDA Sante . A total of 93 communities surveillance involved in the regions and 15 in Bissau has been mapped by the NGO Endas Sante in 2021 . A pilot community surveillance committee has been created in Bissau in February 2021 aiming to provide a national dimension of fifteen (15) Members of Civil Society Organizations (CSOs) working with DTOC (CNJ, OGD, Desafio Jovem, WANEP, RENAJ, MNSCPDD, ESSOR, LGDH, Céu e Terras, FADPD, ACOBES, CONAEGUIB, AMTSAP, NADEL e ENDA). This committee play a role of community observatory against drug trafficking and organized crime.

			Every CSO interviewed was acquainted with public policies related to CDTOC
	1.3.3: Support to the OGCD (Guinean Drugs Observatory) to strengthen coordination and cooperation between government and civil society, in particular youth and women groups and act as an early warning mechanism platform on the DTOC	UNODC	YES . Follow-up to the first High Level National Dialogue, organized in November 2018, and preparation of a "National Dialogue II" on Drug Trafficking and Transnational Organized Crime . View activity 1.3.1. . Between 22 and 26 June 2022 lectures were held in 10 educational establishments (schools, high schools, universities), organized by the Guinean Drug Observatory. . Peaceful march to the ANP

The effectiveness analysis implies considering the relative importance of the objectives or results. This table summarizes the level of execution of activities:

ACTIVITIES	IMPLEMENTED	NOT IMPLEMENTED	PARTIALLY IMPLEMENTED
UNDP	5		1
UNODC	7	1	6
IOM	1		1
Total:	13	1	8

The activities not implemented or partially implemented, for the reasons described above, reinforce the urgency of project continuity.

Answer

The project experienced several obstacles to its implementation, which led to the need to request first a no-cost extension followed by a cost-effective extension. The strategy of extending the project first phase with a NCE allowed for completing/partially implementing most of the planned activities (21 activities out of 22). The main results of the project were as follows:

1. Support the relevant policy and legal reforms on the CDTOC, including the Integrated National Plan to Combat Drugs, Organized Crime, and Risk Reduction (2020-2026 Guinea-Bissau's NISP), the Strategic Plan to

Combat Trafficking in Persons (2019-2021), the National Anti-Corruption Strategy 2021-2030. The Code for the Global Protection of Children and the Comprehensive Child Protection Policy has also been prepared. The dissolution of the ANP prevented the discussion and approval of proposals for legislation already prepared. This legislation is expected to be approved after the new Parliament is elected, later in the year.

2. Training and supporting of national security agents and the justice sector. Training was carried out with different LEA (PJ, POP, GN). These different trainings were tailored made for the needs of the specific corporations, including management and CDTOC awareness at the border posts, community policy strategies for POP and civil society in Gabu, and technical issues for the PJ. Awareness activities on CDTOC were implemented with the Public Order Police (POP), The National Guard (NG), and Civil Society Organizations (CSOs).

3. Training in border posts included both officials and auxiliaries to the National Guard's different brigades. The number of auxiliaries clearly overpass the number of officials, as described during focus group discussions (18 and 19 January 2023) and resumed below. The problem of their feeble relationship with the state institution and lack of formal training was out of the aims of this project.

National Guard officials and auxiliaries at the border posts (Cambaju and Dungal)

	Border Security	Environment Brigade	Migration and Border	Fiscal Brigade	Transit Brigade	Total
Cambaju Officials	4				2	6
Cambaju Auxiliaries	18 (4 women)	9 (1 women)	9 (3 women)	24 (5 women)	5 (2 women)	65 (15 women)
Dungal Officials	3		1 (women)	2		6 (1 women)
Dungal Auxiliaries	3 (2 women)	2	4	8 (1 women)		16 (3 women)

4. Building, rehabilitation, and supply of equipment to GN and POP was always complemented by training activities. The Bafatá's prison was rehabilitated, and the Model Police Station of Gabú and the border posts of Cambaju and Dungal were built. This double approach (infrastructure and training) seems to boost the agent's motivation and work capacity.

5. Improving border control. Joint Airport Interdiction Force (JAITF,) was supported with equipment and tools for more effective action. MIND and FIND equipment were distributed to the border posts.

6. Coordination between the different intervenient in CDTOC was reinforced.

7. Equipment was delivered to CENTIF, PJ, MP.

8. Intra-regional cooperation for combating drug trafficking and organized crime has been strengthened through a joint research forum - Guinea-Bissau, Cape Verde, Portugal, and Brazil - aimed at improving transatlantic/sub-regional cooperation in the fight against drug trafficking.

9. Census, study, and implementation of measures to combat trafficking in human beings which is significant in the case of Talibé children. Main actions undertaken include: (1) the census of Talibé children was carried out at SAB (721); (2) creation and support of the associations of Koranic masters; (3) mapping of the Talibé children in 4 regions (Bafatá, Gabú, Quinara and Tombali); (4) training and awareness-raising actions in these regions; (5) emission of a total of 10.000 radio spots; (6) drafting of the Code of Conduct for Koranic Schools, approved by the IMC, the Coordination of the National Committee against Trafficking in Human Beings and the Association of Teachers of Islam (API). It should be noted that these activities were carried out by IMC, AGLUCOMI (NGOs) and dedicated CSOs.

The project was effective in managing to carry out most of the proposed activities in an adverse pandemic situation and political turmoil. Adding to these complex circumstances, the challenges inherent to the fulfillment of a project in such a sensitive area as DTOC need to be highlighted. In a nutshell, the project was mostly effective, but some coordination, management and monitoring efforts need to be improved in the second phase.

EQ4 Efficiency

Did the organizational structures of the project, the support mechanisms and coordination of the project effectively support the implementation of the project? What are the recommendations for improving?

How efficient has overall staff, planning and coordination within the project been (including between executive agencies and stakeholders)?

How efficient and successful was the project implementation approach, including public procurement, number of implementation partners, and other activities?

What measures have been taken during planning and implementation to ensure effective use of resources?

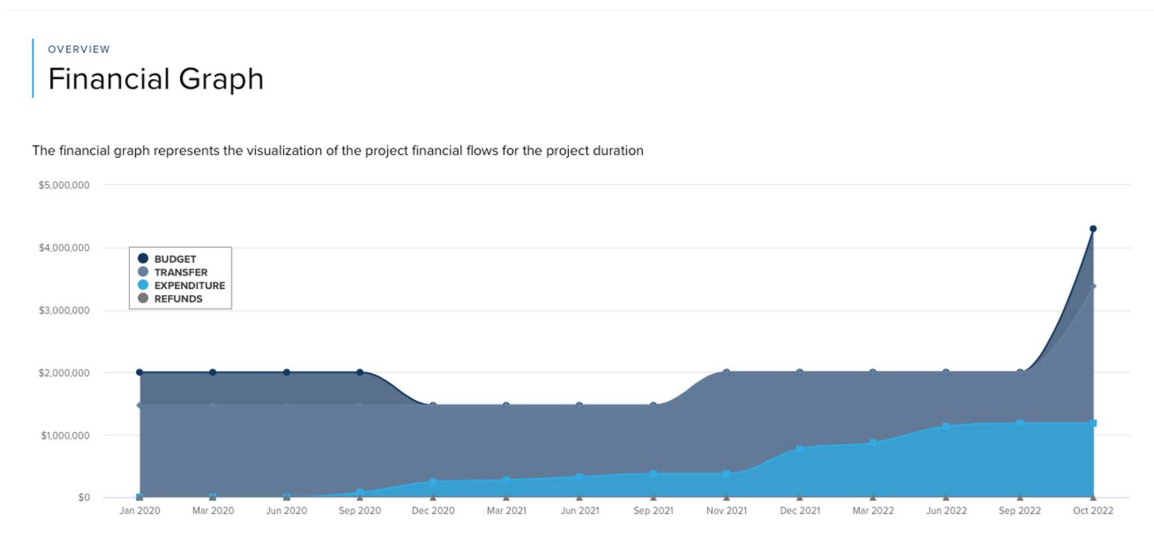
Were the outputs delivered in a timely manner? Otherwise, how did the project team attenuate the impact of delays? Have delays created missed opportunities to address context-sensitive peace-building opportunities?

Are the design and its components profitable? Could the activities and results have been delivered with fewer resources or within a reduced time frame, without reducing their quality and quantity?

The project execution can be examined according to its budgetary efficiency (i) and its operational efficiency (ii), also divided by the three implementation agencies.

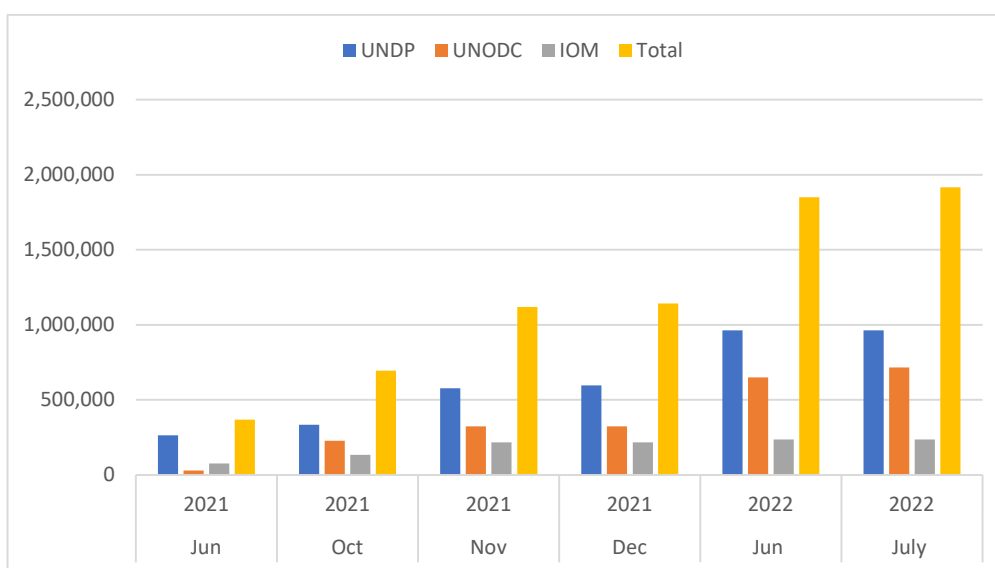
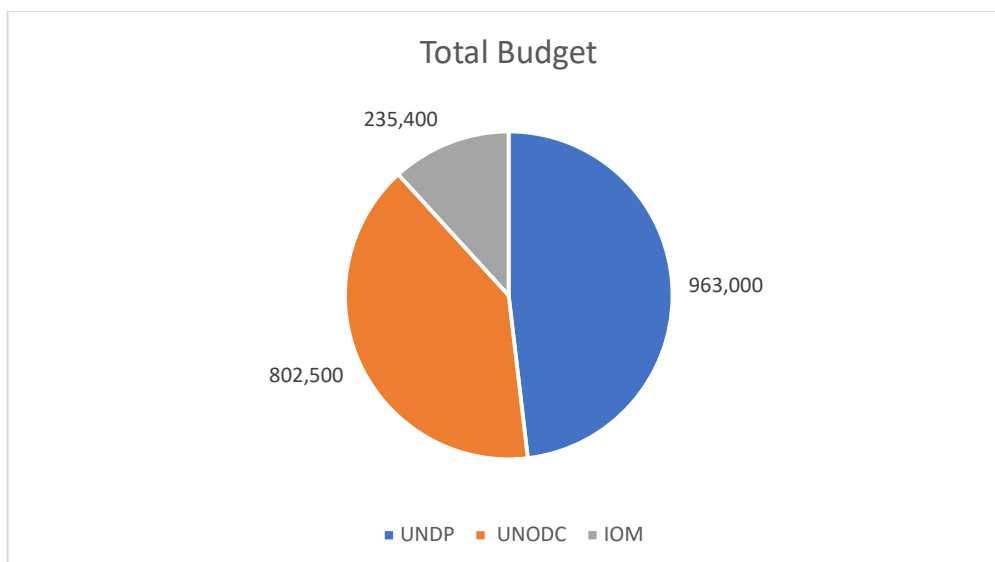
i) For external reasons (COVID-19 pandemic and political turmoil surrounding the presidential elections), the project began late, risking ending without products. The cost-free extension allowed the completion of

activities and execution of the project budget. Most activities were only carried out during the no cost extension, as expressed in the following chart:²⁵



The project was implemented by three agencies, and two of them changed their representation during the period of execution. UNDP had a large representation office in the country as of January 2023. IOM shortened its representation was working on a one-project basis. With the departure of the Head of the UNODC Guinea-Bissau, who was UNODC CDTOC Project Coordinator in January 2022, the new Head of UNODC Office in Bissau (based in Cabo Verde) was appointed in February 2022, who took over the CDTOC project coordination activities, although a Head of Program Office was in the process of being hired. The responsibilities, budget, and execution of each of these agencies were different, as demonstrated by the analysis of budgets and expenditures.

²⁵ Source: PBF/GNB/B-2: Strengthening the justice and security sector response to drug trafficking and transnational organized crime to reduce insecurity in Guinea-Bissau.
<https://mptf.undp.org/project/00119444>



It turns out that the project started late for all partners but had a differentiated execution pace for each of them. The IOM, the agency with a significantly smaller budget, had a balanced activity over the implementation period. UNDP maintained its constant activity, with a clear emphasis at the end (June and July 2022) that corresponds to the payment of services related to infrastructure construction. UNODC's activity also increased in the last two months, that coincided with the venue of the new coordinator. Concerning the activities, building activities were properly monitored and produced quality reports. The remaining expenses are not detailed in the execution reports.

(ii) The operational efficiency of the three agencies should be assessed individually, as they followed different strategies, and had separate financial and human resources.

UNDP is notoriously the agency with the best capacity for intervention and has a hybrid approach strategy: the Chief Technical Advisor, also responsible for implementing the project, works from an office at the Ministry of Justice, ensuring effective collaboration with this Ministry. The activities carried out were adequate to the budget and coordinated to obtain the greatest impact. It is worth noting the importance of complementing the building efforts carried out in Gabú, Cambaju, and Dungal, with the training sessions for members of the police forces, ensuring a better use and greater motivation of all agents. Even facing adverse circumstances, UNDP managed to run the entire budget and got positive results. However, the project suffered a considerable delay in its implementation due to COVID, the successive states of emergency, and political instability that led to asking for an NCE from June 2021 onwards but only signed by the UN country office in October the same year. The interviewees also mentioned the bureaucratic system of this agency and the long delay in obtaining the funds or hiring human resources as possible causes for initial delays²⁶.

UNODC, the agency with a mandate directly aimed at combating drug traffic and organized crime, was crucial in boosting the program's intra-regional coordination activities and supporting strategic CDTOC organs, such as Aircop, Centif, or the JP. The agency faced some major challenges during the program implementation. First, the previous coordinator left in December 2021, and a new Head of the UNODC Program Office in Guinea Bissau has been appointed as of February 2022 during the political turmoil caused by the attempted coup. The new coordinator also heads the Cabo Verde office, facilitating the cooperation intra-regional efforts, and this move was well received by the main stakeholders. However, this situation obliged a management adaptation. The PJ outpost in Bafatá that was carried over to the second phase of the project, with a new (and more expensive) architectonic project, under the Ministry of Justice requirement²⁷.

UNODC oversaw technical advice and implementation of legislative proposals, regulations and plans in CDTOC, which are an intrinsic part of its mandate. The legislative proposals were handed over to the Bissau Law School and were presented to the Ministry of Justice, which should propose them to the Council of Ministers for approval and later to the National Assembly. As the Parliament is currently suspended, these proposals have not yet been approved, also delaying the program implementation.

The IOM had a very limited budget and well-identified activities. This agency followed an implementation strategy through localization and delegation in a local institution, the Institute of Women and Children, which proved to be an effective and efficient partner. The IMC is a well-implemented institution in Guinean society, with a long experience working with civil society. The Institute delegated the activities to several consultants, who conducted the formations, surveys, and studies. Although the relationship with other aspects of the project was not clear to stakeholders, lessons on child trafficking, and Talibé children, were seized. It should be noted that not all the surveys of Talibé children were carried out and that the information spots did not pass in the main radio stations and none of the interviewees had noticed them. IOM followed an efficient strategy, based in localization, and reached the CSOs and communities. Nevertheless, the relation with other vectors of the project was not obvious for the CSOs interviewed. The problem of Talibé children as part of trafficking of human beings has a dynamic of its own.

Answer

²⁶ Interview 2 and 6

²⁷ Interview 10

The project was able to execute almost all the budget due to the non-cost extension. There is a clear intensification of activities and costs in the last months of implementation, June and July 2022. Financial resources and execution are differentiated among the three agencies, with relevance to the IOM with a lower budget and a more balanced execution. However, the implementation strategy, divided into three agencies that, in turn, delegate to other execution partners and services provider (a common procedure to every UN agency), would require more coordination efforts. The coordination, monitoring and evaluation mechanisms defined in the project framework were not completely implemented. The NCE couldn't provide for the continuity of the UNV attached to the project that should have secured some of these tasks²⁸. Additionally, two of the agencies (UNODC and IOM) changed their officers and presence in the country²⁹. Even if this move had advantages in terms of regional coordination, it created some entropy in the project execution at two different phases: before the nomination of the current UNODC Head of Office (February 2022), and after the IOM Head of Office departure³⁰. The construction of the Judicial Police Advanced Post in Bafatá and the remaining budget, that is not going to cover the entire cost, was allocated to phase 2, after the requirement from the Ministry of Justice to have a different building. The strategy of implementing a project in which building activities are distributed by two agencies (UNDP and UNODC) was not efficient. This strategy was based in the former experience of UNODC in building the PJ' posts in Bubaque and Catió. It demands specific expertise (contracting builders, discussing plans with the ministry, surveilling building reports) that could have been efficiently concentrated in a single agency.

The project managed to implement almost every activity under challenging circumstances, but its efficiency could have been improved by having more effective monitoring and coordination mechanisms.

EQ5 Impact

What happened because of the project and what is the proof for it?

What real difference did the project make to the beneficiaries?

How many people have been affected?

What results and changes in perceptions, attitudes, behaviors, relationships, expected and unexpected, can be observed at the end of the project? (In particular, as regards: promoting trust, confidence measures and mediation efforts between key political actors to achieve a political solution and the willingness to work for the country's political stabilization; enabling a broader inclusive dialogue on the design and implementation of key reforms (in accordance with the Conakry Agreement), reconciliation and greater participation of women and young people in the reform processes.)

The project is still being implemented, with the ongoing second phase of CDTOC allowing the consolidation of the outputs, outcomes, and impacts of the project. Although it is too early to perform an impact analysis, the project already obtained an important set of outcomes that pointed out the positive results of its

²⁸ Interview 1

²⁹ Interview 4 and 5

³⁰ Interview 5 and 14

implementation and triggered expectations in the beneficiaries. We start with an output enumeration to arrive at the outcomes and the expectations of the beneficiaries, as expressed in the interviews.

Main results (output) of CDTOC phase 1:

- . Strengthening the capacity for criminal investigation and combating DTOC and trafficking in human beings (UNODC).
- . Awareness of the consequences of drug trafficking and promotion of actions against trafficking in human beings: 170 people trained; 1730 people sensitized (38% young and 27% women); and 10,240 radio spots produced with 9 radio debates (UNODC & UNDP).
- . Strategic planning of the implementation of the Integrated National Plan to Combat Drugs, Organized Crime, and Risk Reduction (2020-2026 Guinea-Bissau's NISP) (UNODC).
- . Strategic planning of the implementation of the Plan to Combat the Traffic of Persons (2019-2021) and National Anti-Corruption Strategy 2021-2030 (UNDP).
- . Community Police Model: 450 people sensitized (35% CSOs, 22% women, and 12% young people) (UNDP)
- . Improving the working conditions of security forces: building and equipment of two border control posts, Cambaju and Dungal; building and equipment of a model police station in Gabu; improvement of detention conditions in the regional prison of Bafatá (UNDP). The project also contributed to the training of police officer on respect of Human right during the state of emergency declared in the aftermath of the COVID 19, 6 sessions were organized in 3 regions with 160 participants (127 men and 33 women).
- . Creation of child protection networks against TSH in the 4 regions, coordinated by the CAJ of Bafata, Gabu and Buba (Quinara and Tombali) and census of 721 Talibés children in Bissau (23% girls and 77% boys) (IOM).

To be implemented

- . Integrated National Plan to Combat Drugs, Organized Crime, and Risk Reduction (2020-2026 Guinea-Bissau's NISP) (UNODC): approved but not implemented.
- . Strategic Plan to Combat Trafficking in Human Beings (2020-2026).
- . National Anti-Corruption Strategy 2021-2030 (UNODC and UNDP): drafted but not implemented.
- . Technical support to COSIPOL (UNODC): to be implemented.
- . Technical support to the Ministry of Justice on data analysis in DTOC (UNODC): to be continued.
- . Technical assistance and training to the LEA, preparation of training curriculum in combat CDTOC (UNODC): partial implementation; there are no resumes.
- . Decentralization of the judiciary police facilities in Bafatá (UNODC): to be implemented.

The main impacts of these actions were the following:

Investment in human capital

The project contributed significantly to the capacity building of the different actors in the justice and security system.

The training actions were structured to meet the needs identified in the country in relation to the human resources of the different structures that act in the fight against drugs, human trafficking, and money laundering.

Training actions of the security forces (GN, POP) were conducted, and a community police model with a human rights-focused approach was introduced, together with the construction of a model police station. The training of security forces following a strategy of policing focusing on community involvement and proximity and on preventive action conducted with the help of the population is a reference for the country. Observation, focus groups and interviews carried on in Gabu's Model Police Station and with local forces highlighted the motivation, willingness, and effort, of the agents detached from that station. These results are expressed in the following interviews:

"Agents are very sensitive to an approach focused on respect for human rights, in everyday life it is possible to perceive changes in the relationship with communities, the model squad is an innovation. There is interference of political power in the technical decisions of the security forces. They give illegal and wrong guidance to the police, who oppose the defense of human rights. But when you are well trained and know the standards, you are comfortable in performing your duties to ponder certain orders." (LEA official)

"The police themselves should be agents of change and awareness, it is a form of appropriation, solutions must also emerge from within the structures, currently the populations are more susceptible to respond to the police when they are notified compared to before." (LEA official)

"Investment in human capital is undoubtedly crucial for the consolidation of the country's "savoir faire" in this area. Before the training we had I did not know, for example, that it was possible to traffic through liquid drugs, the training allowed to deepen the knowledge about the ways operands, make comparison, evaluate, and build a vision about the work. The various forms of manifestation of operations, the training allowed to acquire knowledge and tool." (LEA official)

"The existence of these structures has allowed us to make drug seizures in the country, we have already proven that we are able to do, we need the necessary means. The investment in the conduct of magistrates, the issue of ethical and deontological integrity, were greatly developed in the formations." (LEA official)

"Corruption involves people linked to the state apparatus, you can't fight corruption with the corrupt. It is necessary that the magistrates of the MP, Judges and the whole society have this conviction that the fight against corruption resides in us, it is cultural. It takes training for bosses, decision-makers, until that happens the public office will only serve to give privileges to the private." (LEA official)

"The project allowed the training of PM magistrates and judicial authorities in the matter of economic crimes. This has enabled an increase in suspicious statements, and banks are currently more diligent in controlling suspicious transactions. It helped to understand and raise awareness about an entity of this size and with these skills, it allowed CENTIF to have another face. CENTIF's training in operating procedures and institutional strengthening, with the acquisition of a confidential communication channel (the domain for

email), generated trust between the entity and the banks and promoted the image and visibility of CENTIF.”
(CENTIF)

Investment in Civil Society Organizations

Awareness raising was considered one of the most impactful interventions by most interviewees. Members of Civil Society Organizations are now more familiar with the different vectors of DTOC. The campaign on the Talibé children was well conducted and the associations of Koranic masters were revitalized or organized from the stretch.

“Improved the capacity and stimulus for complaints by technicians involved in child protection. To be noted that the number of contacts by informal means, such as telephone, WhatsApp, Messenger, or telephone calls to participate in some situations, this information occurs through indirect channels which end up not accounting for quantitative data. A TDR clearly defined the role of each entity in the fight against trafficking, according to its legal powers and the participation of the CSO”. (IMC)

Investment in infrastructure and operational capacity

Building and equipment of infrastructure is an asset recognized by all stakeholders, from the ministerial level to the future users. Together with the trainings, these activities have a profound impact on the attitudes and motivation of the police forces. The model police station of Gabú is envisaged as an important asset and a milestone allowing for a new way of acting, which will bring the POP closer to the population. Officers placed at border posts, living isolated and without conditions, now see their activity recognized. In both cases, these conditions were essential to motivate police officers to fight drugs and organized crime.

“Regarding the infrastructure built or rehabilitated, now the Government needs to receive and ensure that human resources are as they should be. The existence of infrastructure contributes to improving the responsiveness of technicians. The balance sheet is positive, there was an improvement of infrastructure. It has not yet begun to make an impact, but it will, the posts are not yet in operation, but when this occurs it will be an asset to the security of the country.” (LEA official)

“Before this support and the creation of these posts the country was vulnerable to illegality, this appropriation of material allowed to exercise greater control and taxation.” (LEA official)

Investment in stakeholder coordination capacity

As previously verified, CDTOC actions must be coordinated between various national and international actors. Investment in coordinating bodies such as COSIPOL and CENTIF are essential for the correct continuation of the project.

At the level of regional coordination, it is essential to support integration in coordination bodies such as GIABA to achieve the project objectives.

"The existence of CAAT at the airport has allowed us to inhibit the practice of drug trafficking in this way, people today know that the country is more vigilant than before." (CAAT)

"Before the Judiciary Police was the only entity competent for drug investigation and did not generate much confidence in seizures and the challenges were great, now the Cell involves all the necessary actors, this strengthened the institutional articulation, improved collaboration and allowed to generate more transparency and trust, because at the time of the seizures are all there. The institutional collaboration of those who make up the platform allowed us to open paths for the consolidation of ethics, professional deontology." (CAAT)

Improving the legal framework

Supporting the establishment of a legal framework for CDTOC is one of the main achievements of the project. The package of legislation on CDTOC is still at the Ministry of Justice and needs to be approved at the Council of Ministers and the National Assembly, which has been suspended. These laws and regulations, if accompanied by an effective communication strategy, will have a relevant impact as the legal support for future interventions and the reference for every key actor in CDTOC.

"There is still the work to consolidate international conventions on this matter in the country. It is important to combat organized crime the legal provision to regain the assets arising from these crimes, strengthen the specialization of magistrates affected in this type of crimes and related, dynamics of the modes operandis, lack to solve the problem of the lack of confidence. Training in forensics auditing, in the collection of evidence in economic crimes. It is also necessary to invest in the capacity of magistrates to expand training for others who are in the interior of the country, so that they can all be on the same level." (MP)

Answer

Assessing the impact of a project that is transitioning from the first to the second phase can only be based on the perceptions of social actors and not on measurable changes. The main impacts felt by the stakeholders were identified during the interviews. These are the acquisition of competences, and the capacity to identify the main problems of drug trafficking and organized crime, and of trafficking in human beings which, in the case of Guinea-Bissau, is particularly significant in the case of Talibé children. Then, the impact of infrastructure and equipment helping to professionalize the LEA. Finally, the enduring impact of a legal framework to future actions to combat drug trafficking and organized crime, and the continuous investment in the coordination of the activities of the different LEA officers.

EQ6 Sustainability and ownership

To what extent did the benefits of a program or project continue after donor funding had ceased?
What were the main factors that influenced the realization or non-realization of the sustainability of the program or project?
Did the design of the intervention include an appropriate sustainability and exit strategy (including the promotion of national/local property, the use of local capacity, etc.) to support positive changes after the end of the intervention?
How strong is the commitment of the Government and other stakeholders to sustain the results of PBF support and the ongoing initiatives supported under the Project?
How has the project improved and contributed to the development of national capacity to ensure the adequacy of efforts and benefits?

The project sought to secure some of the key means of implementing an effective CDTOC mechanism, such as: 1) support the establishment of a legislative corpus that supports CDTOC's activities; 2) create or improve the necessary infrastructure for the execution of the surveillance and control activities of DTOC; 3) carry out awareness-raising, training, and education activities with key stakeholders.

The implementation of these activities is a necessary condition for the objectives of the project, but does not guarantee its sustainability and continuity. Every national actor interviewed indicated as their first need having a budget allocation that would allow them to carry out their daily functions. At the OPC level, the sustainability of the project can only be ensured through an effective commitment by the government to ensure the financing of the OPC, as well as their continuous training, to keep them updated and motivated.

One of the main problems highlighted by the project promoters was the rapid circulation of project managers that could compromise the continuity and appropriation of results. This problem is common to all public sectors in Guinea-Bissau and is insurmountable. By investing in carrying out activities with national managers and intermediary staff, thus enriching their skills, the CDTOC project increased its potential to create impact and have results effectively appropriated by beneficiaries.

Civil society actors considered themselves enriched and informed by the project's activities, but their sustainability will have to be assured by future actions. This is the case for activities related to child trafficking and with Talibé children. The network and associations of Koranic masters will have to continue to be monitored and encouraged in fulfilling their engagements.

Answer

This project aims to mitigate the negative effects of the departure of the United Nations Country Office (UNIOGBIS) and acts in areas considered essential by the government of Guinea-Bissau that fall within the PBF analysis. A fluid communication between the project implementers (UNDP and UNODC) and the Min. of Justice guarantees its relevance for the government.

The main threat to project' sustainability stems from the country's structural problems. As the second phase of the project is already underway, it immediately ensures the continuity of the actions, and the issue of their sustainability will be better anchored in the activities to be carried out in this framework.

EQ7 Conflict sensitivity

Did the PBF project take an explicit approach to conflict sensitivity?
Have the internal capacities of the Beneficiary Organizations been adequate to ensure an ongoing conflict-sensitive approach?
Was the project responsible for any unintended negative impacts?
Has a continuous context monitoring process and monitoring system been established to monitor unintended impacts?
How effective was the project's risk management strategy?

CDTOC project was implemented in the context of medium conflict risk and aims to contribute to the reduction of conflict. It is recognized that conflictual situations, in Guinea-Bissau, are mainly taking place in the capital, involving politicians and military. The project faced a situation of potential political crisis, to which the implementers of the project were attentive.

At the local level, there are outbreaks of conflict that can be easily overcome by more and better policing and awareness-raising activities. The project aimed at contributing to solve civil conflicts based on three activities:

- . Training of the LEA and improving the conditions for the judicial institutions
- . Infrastructure improvement
- . Awareness and coordination of civil society to better respond to conflict situations.

These three activities have proved effective in solving situations of civil conflict. It is worth noting that the initiatives undertaken in Gabú, involving training, dialogue, and construction of the model police station, created a new confidence in the community and the previous negative impression on LEA agents was overpassed.

Answer

CDTOC is a project aimed at the prevention and resolution of conflicts, and all activities contribute to this objective. The project was designed based on the long-term experience of the agencies in the country, particularly during the presence of UNIOGBIS, that allowed for a better knowledge of the peace and conflict context in the country, and the entire project is built around adjusted activities aimed to address or mitigate drivers of conflict. The main objectives of the Project were to contribute to ease tensions and increase trust between the state and the population, as stated in the Theory of Change.

EQ8 Catalyst

Was the project financially and/or programmatic catalytic?
Was PBF funding used to increase other peace-building work and/or has it helped to create broader peace-building platforms?

This is a PBF-funded project that promotes catalyzing interagency funds. This common funding allows a better articulation and promotion of common activities amongst the UN agencies. Some good practices were noted during fieldwork, such as allowing resources and goods that are no longer used to reinforce the activities of the project (for instance, vehicles). A training program for the judicial police was also articulated with Portuguese cooperation (activity A 1.2.3).

In the first phase, the project did not include raising funds from other funders or the government. Nevertheless, this search continued in the second phase, and an important allocation of Japanese cooperation to the government of Guinea Bissau will support complementary actions to this project. This articulation with bilateral cooperation was achieved thanks to the diplomatic activities triggered by the UNDP. Catalyzation of funds or supporting activities is extremely relevant and an example to be followed with other partners, both bilateral and multilateral cooperation.

Answer

The project is only funded by the PBF and promotes the catalyzing of inter agencies funds. It is a project that promotes conflict prevention and resolution and peacekeeping through the activities of different agencies. Catalyzing funds helping to promote activities concurring to the same objective have been promoted by the government, under UNDP suggestion, for the second phase of the project.

EQ9 Gender sensitivity

Did the project consider the different challenges, opportunities, constraints and abilities of women, men, girls and boys in the project (including conflict analysis, results statements and outcome tables) and implementation?

Were the commitments made in the proposal for the project for peacebuilding in response to gender, regarding the budget, made throughout implementation?

The project did not have a clear and expressive gender approach. This is expressed by the project's low gender marker (1), that within the UN marker score is applied for projects that contribute in some way to gender equality, but not significantly (less than 15 % of the budget). There was no structured approach to gender inequality issues, although the project was implemented in areas where women's empowerment is an absolute need, like police forces training, civil society, and police forces awareness for trafficking, including girls and women trafficking. Some of the project's activities, as well as of its partners, are effective in areas to combat gender inequality, as in the following examples. The project was a partner of the Institute of Women and Children, an institution active in empowering women. The activities developed by the project should promote an effective gender perspective, as having a greater participation of women in training activities both in terms of the issues addressed and the attention to equal participation between men and women.

"They were trained for a more humanized approach to the interception of women, especially those with children." (LEA official)

"The women of the security force were also trained and participated in the auscultations for the design of the project. The proximity police allowed the training of human resources, in the model police stations a gender office was created to solve women's problems." (LEA official)

Answer

The project carried out activities and promoted gender-sensitive training, highlighting the inclusion of a gender office in the Gabú Model Police Station. However, the percentage of project funding for gender-sensitive activities is very low (marker 1). Data disaggregation shows that more men than women have been reached out directly by project activities. The training of police forces, as well as of CSO and grassroots networks, involved mainly men, due to the majority's masculine composition, a situation outside of the project control. Much work still needs to be done in addressing gender equality and women's access to equal work in police forces, judiciary institutions, or even as grassroots networks in a highly traditional society that is male dominated with masculine norms and values.

V. Lessons Learned

Following the project strategy of a multilayer intervention (regional level, national level, institutional level, and grassroots level), the main conclusions and lessons learned of the evaluation are organized accordingly.

Level	Lessons
Regional level: Coordination efforts	<ul style="list-style-type: none"> . Coordination efforts at the regional level are essential to have an efficient approach to CDTOC. These include supporting the participation of Guinea-Bissau representatives in regional organizations, such as GIABA and Interpol. . The UNODC regional secretariat has a privileged position to oversee the CDTOC actions in the region. . More regional coordination efforts could be done, for instance with ECOWAS and the WANEP mechanism. . Common research and exchange of know-how with similar organizations in the region help getting a broader perspective on CDTOC.
National level: legislation	<ul style="list-style-type: none"> . Correct approach to national intervention by technically supporting the legislative and regulatory framework (National Strategic Plans for NG, POP; JP, INTERPOL, SIS; Integrated National Plan to Combat Drugs, Organized Crime, and Risk Reduction). . However, it needs to be implemented from the beginning of the project and be supported by national professionals (e.g., Law Faculty). . An implementation plan should be included in the project.
Institutional level: supporting institutions	<ul style="list-style-type: none"> . A global approach to institutions, including both training activities and infrastructure and equipment support, is more effective and an important motivation booster. . Strengthening public confidence in the justice system and security services, as well as promoting a culture of ethics and combating corruption in society is fundamental to a successful intervention. . The hybrid approach to project implementation by having an office for the Technical Chief Advisor at the Ministry of Justice is not only efficacious as it promotes the confidence between partners. This example should be enacted with different institutions. . Police forces have different profiles, and all would benefit from long term technical advisement consultancies.

	<ul style="list-style-type: none"> . The inexistence of a proper training school for the NG and POP, as well as the insertion of an undetermined number of auxiliaries (over 3000), hinders every effort to professionalize these forces. . The strategy to promote a Community Police approach has the potential to change the intervention protocol of police forces (from a repressive to a preventive model), and to enhance the population confidence. . All stakeholders, including national authorities and CSOs operators, should have a generally defined vision and objective in the implementation of the project.
Community level and Civil Society Organizations	<ul style="list-style-type: none"> . Civil society has a key role to play in Guinea-Bissau and should be one of the pillars of the partnership strategy. Civil society organizations depend on backing from projects and should have a continuous supporting plan. . Working with the existing CSOs is the more effective way to attain the behavior change that is foreseen in the project' Theory of Change. . Trafficking in persons, and particularly child trafficking in Guinea-Bissau is mainly related to the Talibé children, studying under the local Sufi Islamic tradition. This is a cultural tradition, that evolved into child exploitation. As a cultural tradition, it should be lead with a sensitive and community-based approach. The strategy to support local associations, working with communities, involving koranic masters, and raising community awareness, proved to be highly effective. . The gender-based approach failed too short to its objectives. Gender equality is a major defy that needs to have a structural and effective approach from the beginning of the project.
Project management	<ul style="list-style-type: none"> . The project toiled with two major threats, pandemics leading to confinement and the dropout of expatriated officials of the agencies, and political crisis. Flexibility, support given to partners to work remotely, and the postponement of activities were the major responses that allowed the project to execute most of its activities. . The different agencies had different approaches to implementing the project. Having a local coordinator or delegating (localization) in a national institution proved to be an effective strategy (UNDP). . Supporting national institutions and working at a technical and operational level proves to be a better management strategy to face crisis. . The coordination, monitoring, and reporting activities of the project were incomplete and needed to be improved. A continuous administrative support is needed. . The project lacked more coordination activities and encounters with local partners. . Similar activities, like construction, should be well coordinated to ensure an integrated approach from UN participating agencies. . UNDP has a clear human resources strategy, involving national and international staff, improving internal dialogue and recognition.

VI. Recommendations

RELEVANCE

A. Political Commitment

1) ENSURING POLITICAL COMMITMENT

Ensure the continued political commitment of all relevant stakeholders.

2) MAINTAIN CONSTANT INTERACTION WITH NATIONAL DECISION-MAKERS

The insertion of the UNDP CTO office in the Ministry of Justice is very relevant to facilitate constant dialogue with the main stakeholders of the project that should be continued. The Thematic Group on Justice and Human Rights activities should be resumed. Close interaction with the main stakeholders, following the example of the Ministry of Justice approach, should be enacted, namely with the Ministry of Interior.

CATALYST

B. Building synergies and catalyzation efforts

3) SEEK SYNERGIES WITH DIFFERENT INTERNATIONAL PARTNERS

Promote constant and constructive dialogue between government representatives and different partners to intervene in the justice and rule of law sector and ensure a mechanism for meeting and monitoring to achieve synergies and build a constructive dialogue.

Boost support for initiatives to combat drug trafficking and organized crime, in particular in the area of infrastructure and its maintenance, with other partners (e.g. through the creation of a common fund).

Reinforce synergies with bilateral partners to intervene in training activities for the police forces, mostly with Lusophone countries that can provide such training in Portuguese (Brazil, Cabo Verde, Portugal).

Seek partnerships with ECOWAS's WANEP network, already working in the country, to include early warning activities in the face of drug trafficking, human trafficking, and organized crime.

SUSTAINABILITY

C. Sustainability

4) CONSOLIDATION OF RESULTS

Consolidate the results achieved so far to promote the sustainability of the project and implement activities already planned but discontinued or not fully implemented. These activities include continuing training, monitoring the establishment of the Model Police Station of Gabú, reinforcing the training of border guards and advice on how to better use the new border posts.

Strengthen the capacities of judicial magistrates to be prepared to prosecute DTOC crimes.

Building the most needed infrastructure in the border posts previously identified.

5) CONTINUE TRAINING AND SUPPORT SPECIFIC TRAINING

Training and workshops are essential to inform beneficiaries as well as to maintain their motivation and commitment to CDTOC. Training for the LEA should include aspects of management and organization, as well as systematized information on the legal functioning of the institutions including the organic law of police, the structure of the POP, and professional deontology.

Attention should be paid to the basic training of members of the GN and POP.

6) EXTEND THE IMPLEMENTATION OF THE COMMUNITY POLICE MODEL

The Community Police Model proved to be an effective strategy to change the police approach from a repressive action to a preventive model that relies on dialogue with civil society and is based on the value of public service. To be effective, police forces should follow a program of trainings aimed at a long-term impact. A study of the effect of the interventions in the model police stations of Bissau and Buba, build up by UNIOGBIS and operative during the past decade, would help identifying the best practices and fragile points of this approach.

7) INTERACTION WITH CIVIL SOCIETY

Civil society is the engine of democracy, and its continued support is a major priority. An integrated plan for backing the most active CSO is needed.

Support Civil Society Organizations committed to combating DTOC.

Develop a strategy to guide awareness-raising campaigns specifically aimed at women/children and other vulnerable groups; promote partnerships with women and youth organizations working at a grassroots level. Continue prevention actions, integrating the regions that have not been covered.

Continuous support to the koranic masters' associations to develop a truly sustainable policy on Talibé children.

8) LOCALISING THE PROJECT EXECUTION

The implementation of the project using national institutions and civil society organizations is effective at empowering them and of appropriating the project in national terms.

Giving technical support and creating a legal framework with national actors, namely the Law School, is a good practice to be continued.

9) CONTINUE THE ACTIONS AGAINST HUMAN TRAFFIC

Human traffic in Guinea-Bissau is mainly related to the issue of Talibé children. Local associations proved to be effective in approaching this traditional cultural issue. This strategy should be continued, namely with grassroots associations and particularly with the koranic master's association. Awareness campaigns on human traffic should be continued.

EFFICACITY AND EFFICIENCY

D. Project Management

10) HUMAN RESOURCES

Reinforce the management team for better reporting, coordination and monitoring. Conduct field visits to support implementation partners, and to verify performance and on-site challenges. Seek to maintain human resources throughout the duration of the project.

11) MONITORING

Implement a regular monitoring, evaluation, and reporting system that effectively serves to describe project activities and assist their effective and targeted approach. Every agency should report on their activities on

a regular basis and these reports must be included in the monitoring system. Monitoring of the project expenses should be more detailed. The establishment of a more effective monitoring system is essential to create a project institutional memory and to support future interventions.

12) PROJECT COORDINATION

Special attention should be given to coordination activities with the UN agencies and national stakeholders, particularly in a complex project, implemented by several agencies and partners, and addressing sensitive questions such as DTOC. The project needs to create a coordination mechanism that promotes bi-annual meetings to share the results obtained and discuss implementation strategies.

IMPACT

E. Communication

13) ORGANIZE AND CONSOLIDATE INFORMATION

Much of the information obtained is not made public by implementing agencies. While not disclosing sensitive information, the project must ensure, nevertheless, that all relevant and non-sensitive information is organized and public. This includes saving and classifying the studies carried out in the current project on Talibé children.

The systematization of information about justice and rule of law projects will create an institutional memory and establish a global view of the project's main objectives and activities.

14) COMMUNICATION STRATEGY

Develop a clear communication strategy that articulates the project's contributions to CDTOC with a broader process of social transformation and peacebuilding. The communication strategy will help overcome the fragmentary view of the project by the beneficiaries. This strategy should focus on the clarity of the messages, give visibility to the interventions of the project, and implement adequate dissemination strategies in accordance with the national and international public, rural and urban.

GENDER SENSITIVITY

15) INCREASED ATTENTION TO WOMEN PARTICIPATION

A more strategic approach to gender equality is needed. It includes having a gender balance in both training and implementation of activities.

RISK TOLERANCE AND INNOVATION

16) CONTINUOUS ASSESSMENT OF RISK

Considering the risk of political instability, and the sensitivity of this intervention focus, it would be advisable for the project to have a consulting group and plan rapid adaptation mechanisms.

VII. References and Documents

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Nº	Documents	Internal and external
1	Strengthen the justice and security sector response to drug trafficking and transnational organized crime to reduce insecurity in Guinea-Bissau – PRODOC PHASE I e II	Internal
2	Approach PBF CDTOC Phase II	Internal
3	PBF Annual Report - CDTOC 2020 - final draft	Internal
4	PBF CDTOC financial report 06 juin 2022	Internal
5	PBF CDTOC financial report 12 November 2021 VDF1	Internal
6	PBF CDTOC I Final report Aug22	Internal
7	Copy of Pbf_project_CDTOC_2021_annex_d_project_budget_english revision CORRECTED IOM 1 TRANCHE	Internal
8	Copy of Work Plan PBF CDTOC vz 05-08	Internal
9	Pres CDTOC II	Internal
10	Pres Gender Justice GB Jun22	Internal
11	Pres RoL + GB 22-25	Internal
12	Presentation Polícia de Proximidade (CSO - Buba)	Internal
13	Presentation Polícia de Proximidade (CSO - Gabu)	Internal
14	Rapport Final Evaluation Project Etat de droit	Internal
15	Revision - results framework - revised, finalized	Internal
16	High Level Advocacy Atelier 2021	Internal
17	Rapport Eng Constr CDTOC22	Internal
18	MPS Community Policing Philosophy - define que in 2010, in close coordination with national partners through dedicated working groups and ministries, ROLSI/UNIOGBIS and the Peacebuilding Commission instituted a program to establish twelve Model Police Stations fully equipped for efficient and effective community policing.	Internal
19	Monitoring Qty Mgt Plan CDTOC.docx	Internal
20	Mission report, in Community Police	Internal
21	Note to File - Meeting with Director of INTERPOL 03.11.2020	Internal
22	End-term evaluation “Supporting Political and Institutional Stabilization of the Justice Sector for Peace Consolidation in Guinea Bissau”	Internal
23	Bissau Strategy Validation Report May 2022	Internal
24	IOM-PPT_Results of the Talibés Census	Internal
25	Project results and recommendations book - VF	Internal
26	Census report in the autonomous sector of Bissau	Internal
27	Report - Awareness on Community Radios	Internal
28	Report - Community awareness	Internal
29	Report - Collective Meetings with Quranic Masters	Internal

30	IOM-Progress of Project Activities	Internal
31	IOM-Proposed Activities for 6 Months	Internal
32	Request for Proposal (RFP) - Consulting Firm Civil Construction	Internal
33	GN Strategic Plan	External
34	POP Strategic Plan	External
35	SIS Strategic Plan	External
36	PJ strategic plan	External
37	INTERPOL Strategic Plan	External
38	TSH Combat Emergency Plan	External
39	National plan to combat drug trafficking	External
40	National anti-corruption plan	External
41	Presentation líderes POP (ver 2) 23-05-2022	External
42	ENDA_Sol Mansi Report_03022022_validated	External
42	Measures to combat money laundering and combat terrorist financing – Guinea Bissau, Second Mutual Evaluation Report, GIABA, Dakar	External
44	Strategy to Combat Corruption Guinea-Bissau 11.22.2021	External
45	Report Consultancy_FredericaRodrigues_IOM.docx	Internal
46	IOM_PBF CDTOC Act 22	Internal
47	Belikow - Misison MAY 2022 Draft agenda	Internal
48	Rapport Final Evaluation projet Etat de droit	Internal
49	Ofício embaixada PT para PNUD.pdf	Internal

VIII Annexes

1. Evaluation Plan

The Evaluation Plan is a written document prepared by the evaluator after an initial review of relevant documentation. It sets out the conceptual framework to be applied in the evaluation. It includes the understanding of the evaluation objectives, evaluation questions, and possible sub-questions, defines the

1. Introduction

This evaluation was conducted on behalf of the UNDP by a team of two consultants, Clara Piçarra (International consultant) and Cleusnimar Silva (national consultant), therefore the Evaluation Team.

The main objective of the final evaluation is to assess the achievements of the project CDTOC and to determine its overall added value to peacebuilding in Guinea-Bissau, including its relevance, coherence, effectiveness, efficiency, sustainability, and impact, and to define/identify the baseline indicators for the project's next step. In assessing the degree to which the project met its intended peacebuilding objectives and results, the evaluation shall seek evidence of peacebuilding results, highlight the strategies and interventions that have contributed to or hindered their achievement, and provide lessons learned from the project and recommendations for future programming.

The evaluation will be of interest to UNDP, UNODC, IOM, the Peacebuilding Support Office of the United Nations (PBSO), the United Nations Peacebuilding Fund (PBF). In addition, the national and multilateral implementing partners are: UNFPA, Ministry of Justice and Human Rights, Ministry of Interior, the Magistrate Councils, Supreme Court of Justice, Prosecution Office, Judicial Police, Public Order Police, National Guard, Transnational Crime Unit (TCU), AIRCOP Joint Airport Interdiction Task Force (JAITF), INTERPOL, National Committee to Prevent Trafficking in Human Being; CENTIF; and Institute of Women and Children

Considering this background, the aim of the evaluation was set out as being threefold:

- i. to meet the corporate requirements for accountability and performance appraisal of the UNDP Guinea-Bissau CDTOC project
- ii. to determine its overall added value to peacebuilding in Guinea-Bissau
- iii. to inform the design of the next phase of Guinea-Bissau CDTOC programming, and the implementation of Phase II (2022-2024) with strategic recommendations and indicators review

This plan addresses the evaluation objectives, scope, methodology framework (including type and approach, criteria, questions, policy coherence, programmatic areas, data collection methods and limitations), evaluation steps, timeline, the proposed list of interviews, structure of the report, and expected evaluation outputs.

2. Objectives

The primary focus of the evaluation is to generate learning. As per the Terms of Reference agreed, the evaluation will strive to draw accumulated knowledge, and good practice and identify lessons from the CDTOC project in Guinea-Bissau, to input into its next programming phase. This learning from direct experience will also support the Phase II of the CDTOC in bridging country experiences and global knowledge. Hence, the methodology proposed for the evaluation responds to the need of improving UNDP support to strengthen the

justice and security sector response to drug trafficking and transnational organized crime to reduce insecurity at the country and global levels.

The overall objectives of the Evaluation Team are:

- to assess the achievements of the project. In assessing the degree to which the project met its intended peacebuilding objectives and results, the evaluation shall seek evidence of peacebuilding results by combating CDTOC, highlight the strategies and interventions that have contributed to or hindered their achievement
- to determine its overall added value to peacebuilding by combating CDTOC in Guinea-Bissau, including its Relevance, Coherence, Effectiveness, Efficiency, Impact, Sustainability & Ownership, Conflict Sensitivity, Catalytic, Gender-responsive/ gender-sensitive and Risk-tolerance and Innovation
- to define/identify the baseline indicators for the project's next step, and provide lessons learned from the project and recommendations for future programming.

In doing this, Evaluation Team retains the crucial goal of helping country offices improve the monitoring of the CDTOC program and ameliorate longer-term programming from an evidence-based position.

3. Scope

The primary object of the current evaluation is the UNDP Guinea-Bissau CDTOC project, covering the period 2020-2022, aimed at 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. Furthermore, the UNDP Guinea-Bissau CDTOC project will be examined considering the programming priority areas of Phase II of the CDTOC project. This will allow the development of recommendations for the next phase of programming of the Guinea-Bissau CDTOC project, in view of its coherence with the respective Country Program Document (CPD).

4. Evaluation framework

The evaluation methodology proposes a framework geared to produce knowledge, promote learning and its incorporation in the upcoming phase of programming. Through following these steps, a potential for generation of policy implications is also facilitated. The articulation of the dual core objective of the evaluation as indicated above requires careful consideration of the type and approach of evaluation, evaluation criteria and questions, policy coherence, programmatic areas, data collection methods and limitations. Outlining these aspects provides guidance for the development of the evaluation narrative and recommendations, and through reflecting on them the evaluation is strengthened as a learning and accountability tool for the CDTOC project.

4.1. Type and Approach

The final evaluation of the Guinea-Bissau CDTOC project is a decentralized project evaluation to assess the performance of a project in achieving its intended results, and its contribution to outcomes and associated theories of change. Also, it includes specific PBF questions on conflict sensitivity, project catalytic actions,

gender-responsive, and risk-tolerance and innovation. All the assessments are defined according to UNDP³¹ and PBF evaluation standards

Table 1: Elements of a project evaluation

Project Evaluation for UNDP	
Focus	Outcomes (whether, why and how the outcome has been achieved, and the contribution of UNDP to a change in each development situation) and Impact (did the intervention had the expected impact on stakeholders)
Scope	Broad, encompassing outcomes and the extent to which programs, project, soft assistance, partners' initiatives and synergies among partners contributed to its achievement
Purpose	The primary purpose of a project evaluation is to improve, continue or scale up an initiative; to assess its sustainability and replicability in other settings; to demonstrate accountability for results; or to consider alternatives.

The Evaluation Team adopts a participatory and interactive evaluation approach, involving the UNDP Country Office throughout the design and implementation of the evaluation phases. The evaluators will engage with the different Bissau-Guineans state and non-state project stakeholders and beneficiaries, and with relevant CDTOC UN and non-UN international partners through semi-structured interviews and focus groups. Efforts will be undertaken to balance analysis of the usually predominant capacity-building institutional approach with that of service delivery, through engaging with and incorporating the views of the CSO and other beneficiary groups in the evaluation. In addition, gender and human rights lenses will be present throughout the collection and analysis of data, as well as in the drafting of the recommendations. The context will be the object of main consideration given that it significantly affects the outcomes of the CDTOC project implementation in Guinea-Bissau. Outcomes, however, might have been achieved only through a confluence of justice and rule of law support efforts by different partners. This implies looking at the interactions, mutual influence, interdependence, and power relations that permeate project implementation and change management in this field of work. To overcome a positivist drive in the search for unidirectional causality of outcomes, recurrence will be made to contribution theory, aiming to ascertain whether the main principles and evaluation criteria were met, rather than looking for 100% fidelity in implementation.

4.2. Criteria and questions

The information gathered and analysis generated are structured according to the five OECD-DAC **evaluation criteria**, also adopted by UNDP, and looking as well at monitoring, comparative advantage, and the relevant cross-cutting issues:

³¹ For details on types of evaluation see UNDP 2021, *UNDP Evaluation Guidelines*

- Relevance
- Coherence
- Effectiveness
- Efficiency
- Impact
- Sustainability & Ownership
- Conflict Sensitivity
- Catalytic
- Gender-responsive/ gender-sensitive
- Risk-tolerance and Innovation

4.3. Evaluation questions

The evaluation questions (EQ) and sub-questions are as follows:

Table 2: Evaluation questions and sub-questions

EQ1. Relevance		
Was the project relevant in addressing conflict drivers and factors for peace identified in the conflict analysis? If there were significant contextual shifts, did the project goals and approach remain relevant?	Based on: context knowledge; principles of PBF	
Do the project expected results address the needs of the target groups? Are the activities and outputs of the project consistent with the intended outcomes? Was the intervention flexibly adapted to respond to evolving needs over time?	evaluation	National+CSO
What is the significance of the intervention as far as local and national commitments and priorities are concerned? Are the activities and outputs of the project consistent with the overall global and national gender priorities?	evaluation	National
To what extent the local population, beneficiaries and external observers perceive the intervention as relevant? Were they consulted during design and implementation of the project?	evaluation	National+CSO
Was the project appropriate and strategic to the main peacebuilding goals and challenges in the country at the time of the PBF project's design? Did relevance continue throughout implementation?	evaluation	UN+National
Did the project's theory of change clearly articulate assumptions about why the project approach is expected to produce the desired change? Was the theory of change grounded in evidence?	documentation	
EQ2. Coherence		
To what extent the project was compatible with other interventions and complemented the work among different entities, especially with other UN actors in the country?	evaluation	UN
Is the project consistent with the organizations' past and future programming, and with Guinea-Bissau wide peacebuilding programming, including other PBF projects?	evaluation	UN
How were stakeholders involved in the project's design and implementation?	evaluation	UN+National+CSO

EQ3. Effectiveness		
What has been the progress made towards achievement of the expected outcome of the project? What specific results were achieved, both positive and negative? What major factors, strategies and interventions contributed to the achievement or non-achievement of expected project objectives?	evaluation	UN
To what extent are beneficiaries satisfied with the results?	evaluation	National+ CSO
Did the project have effective monitoring mechanisms in place to measure progress towards achievement of results? To what extent was the monitoring data objectively used for management action and decision making? Was the project monitoring system adequately capturing data on peacebuilding results at an appropriate outcome level?	evaluation	UN
How appropriate and clear was the PBF project's targeting strategy in terms of geographic and beneficiary targeting?	Based on former projects	
To what extent did the PBF project substantively mainstream a gender and support gender-responsive peacebuilding?	evaluation+documentation	UN
EQ4. Efficiency		
Have the project's organizational structures, managerial support and coordination mechanisms effectively supported the delivery of the project? What are the recommendations for improvement?	evaluation	UN
How efficient was the overall staffing, planning and coordination within the project (including between the implementing agencies and with stakeholders)?	evaluation	UN
How efficient and successful was the project's implementation approach, including procurement, number of implementing partners and other activities?	evaluation+documentation	UN
What measures have been taken during planning and implementation to ensure that resources are efficiently used?	evaluation	UN
Have the outputs been delivered in a timely manner? If not, how did the project team mitigate the impact of delays? Did delays create missed opportunities to address time-sensitive peacebuilding opportunities?	evaluation	UN
Are the project and its components cost-effective? Could the activities and outputs have been delivered with fewer resources or within a reduced timeframe, without reducing their quality and quantity?	evaluation+documentation	UN
EQ5. Impact		
What has happened because of the project and what is the evidence for this?	evaluation	National+ CSO
What real difference has the project made to the beneficiaries?	evaluation	National+ CSO
How many people have been affected?	documentation	
What results and changes in perceptions, attitudes, behaviours, relationships, expected and unexpected, can be observed at the end of the project? (Particularly in relation to: promoting trust, confidence building	evaluation	National+ CSO

measures and mediation efforts among key political actors to reach political settlement and willingness to work for the country's political stabilization; enabling broader inclusive dialogue on the design and implementation of key reforms (as per the Conakry Agreement), national reconciliation, and greater participation of women and youth in reform processes.)		
EQ6. Sustainability & Ownership		
To what extent did the benefits of a programme or project continue after donor funding ceased?	evaluation	National+CSO
What were the major factors which influenced the achievement or non-achievement of sustainability of the programme or project?	evaluation	National+CSO
Did the intervention design include an appropriate sustainability and exit strategy (including promoting national/ local ownership, use of local capacity, etc.) to support positive changes after the end of the intervention?	Project	
How strong is the commitment of the Government and other stakeholders to sustaining the results of PBF support and continuing initiatives supported under the Project?	evaluation	National
How has the project enhanced and contributed to the development of national capacity in order to ensure suitability of efforts and benefits?	evaluation	National
EQ7. Conflict Sensitivity		
Did the PBF project have an explicit approach to conflict-sensitivity?	Project	
Were the internal capacities of Recipient Organizations adequate for ensuring an ongoing conflict-sensitive approach?	evaluation	National
Was the project responsible for any unintended negative impacts?	evaluation	UN
Was an ongoing process of context monitoring and a monitoring system that allows for monitoring of unintended impacts established?	project+documentation	
How effective was the project's risk management strategy?	project+evaluation	
EQ8. Catalytic:		
Was the project financially and/or programmatically catalytic?	evaluation+project	
Has PBF funding been used to scale-up other peacebuilding work and/or has it helped to create broader platforms for peacebuilding?	Evaluation	
EQ9. Gender-Responsive/Gender-Sensitive		
Did the project consider the different challenges, opportunities, constraints and capacities of women, men, girls and boys in project design (including within the conflict analysis, outcome statements and results frameworks) and implementation?	evaluation+project	
Were the commitments made in the project proposal to gender-responsive peacebuilding, particularly with respect to the budget, realized throughout implementation?	evaluation	

EQ10. Risk-Tolerance and Innovation:		
If the project was characterized as “high risk”, were risks adequately monitoring and mitigated?	project	
How novel or innovative was the project approach? Can lessons be drawn to inform similar approaches elsewhere?	project	

These questions relate to each of the evaluation criteria, as illustrated in Table 3, below:

Table 3: Evaluation questions in relation to evaluation criteria

	EQ1	EQ2	EQ3	EQ4	EQ5	EQ6	EQ7	EQ8	EQ9	EQ10
Relevance	X						X			
Coherence		X		X		X	X			
Effectiveness			X							
Efficiency	X		X	X		X				
Impact					X					
Sustainability & Ownership			X			X	X			
Conflict Sensitivity	X	X					X			
Catalytic		X						X		
Gender-responsive/ gender-sensitive	X		X	X					X	
Risk-tolerance and Innovation										X

4.4. Data collection methods and analysis tools

The following methods will be used to collect, structure, and analyze data:

- Document Review and Analysis (Project documents as well as other potentially relevant studies and surveys).
- Semi-structured interviews, undertaken with informed consent and ensuring anonymity and confidentiality.
- Focus group sessions.
- Direct observations (especially through visits to the regions).

The use of the abovementioned different methods will allow for the triangulation of the information, contributing to the validity of the findings and recommendations. The following tools will be used to facilitate the generation of analysis and recommendations:

- End-of-day debrief sessions amongst the Evaluation Team to analyze daily gathered data.
- Review of critical incidents during the project's existence and those related to the fieldwork per se.
- Outcome mapping analysis.
- Ripple effect mapping.
- Theory of Change (to assist the design of the next phase of the country CDTOC project design).

4.5. Limitations

The political instability in Guinea-Bissau has implications for the practical conditions for undertaking an evaluation, mostly weakening the predictability of the field mission. Whilst the overall situation is peaceful, the power struggles that triggered earlier political and constitutional crises were not resolved. Beyond the security risks, such a context is less conducive to the open and candid sharing of opinions and information, potentially limiting the extent of participation of some stakeholders in the evaluation.

Another difficulty might arise in attributing clearly to the CDTOC project results linked as well to other projects/support initiatives in this area, particularly where joint programming might be at stake. Hence, to avoid deadlock in searching for direct causality, the approach adopted is one of looking for indicators that account for significant contributions.

Finally, a direct limitation to the evaluation is the turnover in office of national officials and representatives or focal points for donor agencies and organizations. Also, the recent pandemic crisis leads to consider the risk of another outbreak.

5. Evaluation steps

Phase 1: Desk review and development of the evaluation plan

- Document analysis:
 - Project documents for the implementation of the CDTOC project
 - Monitoring documentation for the CDTOC project (e.g., Annual Project Reports, Annual Work Plans, field visits reports, and/or Standard Progress Reports, quarterly progress updates if available, agendas and minutes for annual reviews as well as any documentation on data collection where relevant)
 - Documents from related projects and funding arrangements concurring to the CDTOC project outcomes, as per the list suggested by UNDP CO in Bissau
- Preparation of a list of interviews.
- Drafting a detailed Evaluation Plan, including a methodology framework (this document).
- Undertake outcomes analysis and mapping for the CDTOC project.
- Carry out interviews with non-resident experts pertinent to the evaluation, whether necessary
- Draft an Inception Report
- Organize fieldwork logistics.
-

Phase 2: Field mission in Guinea-Bissau

- Initial meeting with UNDP CO leadership and main CDTOC project manager in Bissau.

- Individual interviews (see Annex I) with UNDP leadership, CDTOC project management staff, stakeholders, partners, and beneficiaries
- Focus groups with relevant CSO
- On-site observations and consultations outside Bissau in three regions where the CDTOC project had targeted interventions (Oio, Bafatá and Gabu).
- Initial analysis of the data collected, reflecting the perception of stakeholders, partners, and recipients of the project about key outcomes, and questioning the results of the CDTOC from the perspective of the next phase of implementation, and its potential for contributing to the.
- Draft recommendations for the next phase of the CDTOC project design.
- Final debriefing with UNDP CO leadership and main CDTOC project manager in Bissau

Phase 3: Analysis and synthesis of data collected and drafting of the evaluation report.

- Draft the first version of the evaluation report.
- Analyze comments by UNDP CO and HQ on the first draft report.
- Integrate comments and draft the final evaluation report.

Phase 4: Validation workshop with UNDP CO in Guinea-Bissau.

6. Expected evaluation outputs

- A pre-deployment evaluation plan outlining a methodology framework, country/project global relevant criteria.
- Inception report completed just before fieldwork, drafted based on the ret evaluation criteria, and view of project documents provided by the country office (time allowing).
- Debrief session with relevant country office leadership and management at the end of the fieldwork, including recommendations for the subsequent phase of UNDP programming on CDTOC as well as a reflection about global relevant evaluation criteria and lessons.
- Presentation of findings at a validation workshop
- A first version of the evaluation report.
- Final evaluation report in English, including recommendations for the next phase of programming
- An executive summary of the report, including recommendations in Portuguese
- Presentation of baseline indicators for the next phase of the project

7. Timeline

Key milestones are as follows:

- 7 November to 30 December: Desk analysis, Methodology, Logistics
- 19 December: delivery of methodological inception plan.
- December: starting interviews
- 10 to 28 January: Field mission in Bissau and regions
- Analysis, synthesis, and a first draft of the evaluation report
- Receive comments and suggestions from UNDP CO on the first draft of the evaluation report
- 30 Jan.: Submission of Evaluation Report (provided comments are sent back to Evaluation Team within the abovementioned dates)
- After comments from PBF: Submission of Executive Summary in Portuguese and English

2. Interviews

List of actors interviewed

Nº	NAME OF INSTITUTION	NAME	Form of Interview	Date	Time
1	UNDP	Oumar Diallo	Online/ Presencial	05/12/2022	11h00
2	PBF	Innocent Mugisha Mutarambirwa	Online	15/12/2022	09h00
3	PBF	Jelenna Zelenovic	Online	11/01/2023	10h00
4	UNDOC (Cabo Verde)	Ana Cristina Andrade	Online	15/12/2022	11h00
5	IOM	Emanuel Lopes	Online /Presencial	09/12/2022	09h00
6	IOM	Celso Lopes	Online /Presencial	09/12/2022	09h30
7	UNDP	Inês Cabral	Presencial	25/01/2023	14h30
8	UNDP	Victor Pereira	Presencial	25/01/2023	15h30
9	Cooperação Portuguesa	António Nunes	Presencial	27/01/2023	18h00
10	Ministério da Justiça e Direitos Humanos/ Direção da Política de Justiça	Degol Mendes	Presencial	24/01/2023	11h00
11	Ministério da Justiça e Direitos Humanos/Serviços Estudos e Relações Internacionais	Nelita Costa Correia	Presencial	24/01/2023	11h00
12	Ministério da Justiça e Direitos Humanos / Planificação e Produção Legislativa	Graciano da Silva Mango	Presencial	24/01/2023	11h00
13	DG Migrações e Fronteiras	Samba Cande	Presencial		12h00
14	Instituto da Mulher e Crianças (IMC)	Ussumane Embaló	Presencial	22/12/2022	13h30
15	Célula Anti Trafico Aeroportuário - PJ	Senghor Ca	Presencial		10h00
16	Direção Geral dos Serviços Prisionais	Tcherno Sanó Djalo	Presencial	19/12/2022	10h00
17	Polícia Judiciária (PJ)	Domingos Monteiro Correia	Presencial	27/12/2022	14h00
18	Guarda Nacional (GN)	Caetano Oliveira Sanca	Presencial	15/12/2022	14h00
19	Unidade de Combate ao Crime Transnacional (TCU),	Fernando Jorge	Presencial	22/12/2023	10h30
20	INTERPOL	José Quintino Lima	Presencial	16/12/2023	11h00
21	Ministério Interior POP/Ponto focal polícia proximidade	Intendente Jorge da Silva	Presencial	15/12/2022	09h00

22	Ministério Interior POP/Ponto focal polícia proximidade	Inspetor Malam Vaz	Presencial	15/12/2022	09h00
23	Célula Nacional de Tratamento da Informação Financeira (CENTIF)	Justino Sá Francisco Sanhá	Presencial	16/12/2022	13h00
24	Procuradoria Geral da República	Edmundo Mendes	Presencial	22/12/2022	12h00
25	Associação Guineense Anticorrupção	Joel Alo Fernandes, Presidente	Presencial	10/01/2022	14h00
26	Ordem dos Advogados Guiné Bissau	Januário Pedro Correia	Presencial	23/12/2022	12h00
27	Faculdade de Direito	Alcides Gomes	Presencial	28/12/2022	15h00
28	Observatório da Sociedade Civil de Economia Ilícita (Iniciativa Global/TOC)	Andreia Teixeira	Presencial	25/01/2023	16h00
29	Observatório de toxicodpendência	Abílio Aleluia Có Júnior	Presencial	11/01/2023	11h00
30	ONG ENDA Santé	Miriam Pereira	Presencial	10/01/2023	09h30
31	Casa dos Direitos	Guérri Gomes Lopes	Presencial	16/01/2023	12h30
32	POP Gabu	Ussumane Camara	Presencial	17/01/2023	14h00
33	POP Gabu	Amadu Uri Djalo	Presencial	17/01/2023	14h00
34	POP Gabu	João Mané	Presencial	17/01/2023	14h00
35	POP Gabu	Pansau Thongo	Presencial	17/01/2023	14h00
36	POP Gabu	Olívia Jorge Sunca	Presencial	17/01/2023	14h00
37	CAJ Gabu	Neto Gomes	Presencial	17/01/2023	16h00
38	Associação AGLUCOMI Gabu	Bubacar Tchalato	Presencial	17/01/2023	17h30
39	Associação de Mestres Corânicos Gabu	Mamadu Darame	Presencial	17/01/2023	18h30
40	Associação de Mestres Corânicos Gabu	Braima Balde	Presencial	17/01/2023	18h30
41	GN / Cambadju	Mussa Fati	Presencial	18/01/2023	11h30
42	GN/ BPNA - Cambadju	Sana Mané	Presencial	18/01/2023	11h30
43	Migração e Fronteira - Cambadju	Mussa Sano	Presencial	18/01/2023	11h30
44	Comandante da Guarda Nacional Bafatá	José Fanda	Presencial	18/01/2023	16h30
45	SOS Talibé Bafatá	Ciro Baio	Presencial	18/01/2023	17h30
46	Radio Mulher Bafatá	Fatumata Binta Candé -	Presencial	18/01/2023	09h30
47	Prisão de Bafatá	Mário Djata	Presencial	18/01/2023	10h00
48	Centro de Acesso à Justiça /Bafatá	Minervina de Pina Nanque	Presencial	19/01/2023	10h30
49	GN /Migração e Fronteiras Dungal	Iacine Conté	Presencial	19/01/2023	15h30
50	GN Dungal	Ansumane Mané	Presencial	19/01/2023	15h30
51	GN Dungal	Januário Alfredo Cumba	Presencial	19/01/2023	15h30

52	Sociedade Civil Gabu	Alimo Cande	Presencial	20/01/2023	12h00
53	Associação AGLUCOMI	Manuel Suleimane Embalo	Presencial	20/01/2023	12h00
54	Centro de Acesso à Justiça	Satu Biai	Presencial	24/01/2023	13h00

Focus-group: POP agents in Gabu, 17/1/2023; GN agents in Cambaju border post, 18/01/2023; GN agents in Dungal border post, 19/01/2023

Participants in Restitution Workshop 27/01/2023 09h30 to 11h30

Nº	Nome	Instituição	Função
1	Gueri Gomes Lopes	Casa dos Direitos	Coordenador
2	Andreia Teixeira	UNDP	PM
3	Malam Vaz	MI	Ponto focal CDTOP POP
4	Braima Mané	MI	Assessor CN
5	Calido Baldé	POP	
6	Jorge da Silva	POP	Ponto focal CDTOP POP
7	Katia R. Barreto	Enda Santé	Responsável Programa
8	Celso Ferreira Lopes	OIM	Encarregado do Escritório
9	José Baldé	PGR	Magistrado do MP
10	Caetano Oliveira Sanca	GN	Secretário Geral da GN
11	Bernardo Maria	UNDP	Assistente Programa
12	José Luís Rodrigues	CENTIF	Responsável Assunto Jurídico
13	Fernando Correia	Interpol	Inspetor Coordenador
14	Ussumane Embalo	IMC	Coordenador do CNPCTSH
15	Justino Sá	CENTIF	Presidente
16	Fodé Mané	INEP	Investigador
17	Fernando Jorge	UCT	Inspetor Coordenador

3. Questionnaires for interviews

QUESTIONNAIRE

I. Questions to UNDP Country Office
Qual foi a principal motivação e a lógica da criação projeto CDTOC?
Quais os principais pressupostos em que se baseou o projeto?
Que lições de outros projetos e programas foram tidos em conta no desenho do CDTOC? Que outras intervenções concorreram para os mesmos objetivos durante a implementação do projeto? (verificar com os outros programas identificados no projeto)
De que forma foram identificadas as necessidades dos principais destinatários do projeto: instituições do sector da justiça, órgãos de polícia criminal (OPC), organizações da sociedade civil (OSC)?
Que entidades e parceiros tiveram papel relevante na escolha dos eixos prioritários de intervenção do projeto?
De que forma descreve os principais resultados do projeto?
Que balanço faz dos resultados do CDTOC em relação aos recursos investidos?
Quais foram os fatores de sucesso nas áreas em que o projeto atingiu os objetivos pretendidos?
Quais foram os principais obstáculos à implementação do CDTOC?
Considera a estrutura de projeto adotada a mais adequada? Houve adaptações da estrutura de gestão durante a implementação do projeto?
Houve mecanismos de monitorização? Em que medida o projeto adotou os mecanismos de monitoramento previstos?
Que obstáculos ou dificuldades se apresentaram para o cumprimento do quadro de resultados?
Que tipos e fontes de financiamento foram usadas no decurso do projeto?
O projeto conseguiu mobilizar todos os fundos necessários ou houve estrangulamentos/carências durante a implementação? Se sim, como foram resolvidas?
Qual a participação do Governo ou outra instituição pública guineense no financiamento do projeto ou de alguns dos seus resultados?
Descreva e analise a contribuição do Programa Estratégico do PNUD durante a identificação, planeamento e implementação do CDTOC.
Descreva e analise a contribuição do CDTOC para o Programa Estratégico do PNUD.
Descreva o tipo de colaboração com outros parceiros do Sistema das Nações Unidas (OIM, UNODC e outros relevantes) e identifique as áreas em que foi mais frutífera.

Os eixos do projeto continuam a ser pertinentes no atual contexto guineense?
De que forma podem os ganhos do CDTOC ser garantidos e consolidados no futuro?
Que lições foram identificadas durante a implementação do projeto e quais são pertinentes para outros contextos onde atua o PNUD?
Em que medida o projeto CDTOC serviu iniciativas e mecanismos transversais ao Sistema das Nações Unidas, como o PBF?
Questions to national stakeholders:
<i>Questions to national counterparts and public institutions:</i>
Descreva o seu papel e envolvimento com o projeto CDTOC.
De que forma foram identificadas as necessidades dos principais destinatários do projeto: instituições do sector da justiça, órgãos de polícia criminal (OPC), organizações da sociedade civil (OSC)?
Foi envolvido/a em algum processo de consulta com vista ao desenho do projeto? Considera que a sua contribuição foi valorizada?
A identificação de prioridades corresponde ao diagnóstico de carências e necessidades efetuado pela instituição que representa?
De que forma descreve os principais resultados do projeto?
De que forma o projeto influenciou as oportunidades de participação e inclusão de grupos mais desfavorecidos na comunidade, sobretudo mulheres e crianças?
De que forma o projeto melhorou a competência dos agentes do Estado envolvidos na administração da justiça (Polícia, PGR, tribunais, prisões)?
Que balanço faz da atividade das esquadras e pontos de controlo?
Quais foram os fatores de sucesso nas áreas em que o projeto atingiu os objetivos pretendidos?
Que fatores limitaram o impacto do projeto?
Qual a participação do Governo ou outra instituição pública guineense no financiamento do projeto ou de alguns dos seus resultados?
Na sua perceção, que melhorias e/ou retrocessos na situação do combate à droga e crime organizado podem ser relacionadas com o projeto?
Os eixos do projeto continuam a ser pertinentes no atual contexto guineense?
De que forma podem os ganhos do CDTOC ser garantidos e consolidados no futuro?