

Final Evaluation

“Strengthening the Justice and security sector response to drug trafficking and transnational organized crime to reduce insecurity in Guinea-Bissau”

PBF CDTOC Project (02 January 2020 – 01 December 2025 (5.11 years))



Evaluation Team:

Sergio Benedito Cá, National Consultant

Alejandra Bernardo Andrés, International Consultant and Team Leader

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Acronyms

AGLUCOMI Associação Guineense de Luta Contra a Migração Ilegal

ANP	Assembleia Nacional Popular / National People Assembly
AJPDH	Associação da Juventude para a Promoção e Defesa dos Direitos Humanos da Guiné-Bissau / Youth Association for the Promotion and Defense of Human Rights,
CAJ	Justice Access Centers
CBO	Community Based Organization
AMIC	Associação dos Amigos da Criança / Children's Friends Association
OCWAR	Organized Crime: West African Response
AIRCOP	Airport Communication Project
AMJ	Association of Women Jurists
API	Association of Teachers of Islam
CAJ	Justice Access Centers
CBO	Community Based Organization
CDTOC	Combatting Drug and Transnational, Organized Crimes project
CENFOJ	Centro de Formação Judiciária
CENTIF	National Financial Intelligence Processing Centre or Financial Intelligence Unit (FIU)
CNF	Comissão Nacional de Fronteiras
CNPTSH	National Committee to Prevent Trafficking in Human Being
CPLP	Community of Portuguese Language Countries
CSO	Civil Society Organization
COSIPOL	Superior Council for the Coordination of Policing and Internal Security
CTA	Chief Technical Advisor
EQs	Evaluation Questions
EM	Evaluation Manager
ERG	Evaluation Reference Group
ET	Evaluation team
EU	European Union
FGD	Focus Group Discussion
GB	Guinea-Bissau
GBV	Gender Based Violence
GoGB	Government of Guinea Bissau
HR	Human Rights
HRBA	Human Rights-Based Approach
IMC	Instituto da Mulher e da Criança / Woman and Child Institute
INTERPOL	The International Criminal Police Organization
IOM	International Organization for Migration
IR	Inception Report
JAITF	Joint Airport Interdiction Task Force
JC	Judgement criteria
JP	Judicial Police
KII	Key Informant Interviews
LEA	Law enforcement agencies
LGDH	League of Human Rights
NCE	Non-cost Extension
NDP	National Development Plan
NG	National Guard
NGO	Non-Governmental Organization
MI	Ministry of Interior
MJHR	Ministry of Justice and Human Rights
MMFS	Ministry of Women, Family and Social Solidarity
OGDT	Observatório Guineense da Droga e da Toxicodependência / Guinean Observatory on Drugs and Toxic Addiction
PBF	Peacebuilding Fund
PBPSO	Peacebuilding and Peace Support Office
POP	Public Order Police
RC	Resident Coordinator
RCO	Resident Coordinator's Office

ROSCEI	Rede de Organizações da Sociedade Civil para Educação na Guiné-Bissau / Network of Civil Society Organizations for Education in Guinea-Bissau
SOPs	Standard Operating Procedures
ToRs	Terms of Reference
TCU	Transnational Crime Unit
ToC	Theory of Change
TOC	Transnational organized crime
ToRs	Terms of Reference
TUC	Transnational Crime Unit
UNIOGBIS	United Nations Integrated Peacebuilding Office in Guinea-Bissau
UN	United Nations
UNIOGBIS	United Nations Integrated Peacebuilding Office in Guinea-Bissau
UNSDCF	United Nations Sustainable Development Cooperation Framework
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
UNSCDF	United Nations Sustainable Cooperation Development Framework
UNSCR	United Nations Security Council resolution
WLOs	Women Led Organizations
WPS NAP	Women Peace and Security National Action Plan
WROs	Women's Rights Organizations

Executive Summary

This report presents the findings of the final evaluation of the project “Strengthening the Justice and Security Sector Response to Drug Trafficking and Transnational Organized Crime to Reduce Insecurity in Guinea-Bissau” and jointly implemented by the United Nations Development Programme (UNDP) and the United Nations Office on Drugs and Crime (UNODC) during Phase II (2023–2025), building on a first phase implemented by the same agencies together with the International Organization for Migration (IOM).

Implemented between January 2020 and December 2025, the CDTOC project aimed to reduce Guinea-Bissau’s vulnerability to transnational organized crime by strengthening justice and security institutions and promoting a transition from reactive, enforcement-driven responses toward a comprehensive rule-of-law-based approach. The intervention was conceived as a contribution to broader peacebuilding objectives, including institutional resilience, social cohesion, and the restoration of trust between citizens and the State.

This evaluation assesses the project against OECD/DAC criteria—relevance, effectiveness, efficiency, sustainability, and impact—while also applying a theory of change-based and conflict-sensitive analytical framework. Beyond accountability, the evaluation seeks to generate strategic insights into how justice and security interventions can contribute to systemic transformation in fragile and politically volatile contexts. Guinea-Bissau continues to operate within a structurally fragile environment marked by recurrent political instability, weak institutional capacity, limited territorial control, and significant governance deficits. These structural conditions have facilitated the country’s emergence as a key node within the West African cocaine trafficking corridor, reinforcing illicit economies and undermining state authority.

The justice and security sectors are particularly affected by chronic constraints, including limited investigative capacity, weak inter-institutional coordination, insufficient resources, and low levels of public trust. These challenges are compounded by political interference, corruption risks, and institutional discontinuity. Within this context, the CDTOC project demonstrated high strategic relevance, aligning closely with national priorities as articulated in the National Development Plan (2020–2023), as well as international frameworks, including the United Nations Conflict Analysis (2019) and Sustainable Development Goal 16 (peace, justice, and strong institutions).

Importantly, the project moved beyond formal alignment to contribute to a systemic reorientation of the national response to organized crime. By strengthening the linkages between investigation, prosecution, and adjudication, the intervention supported a shift away from fragmented and reactive approaches toward a more coherent and rule-based system. Evidence of this transformation includes the systematic referral of investigated drug trafficking cases to prosecution, reflecting improved functionality across the criminal justice chain.

The evaluation reconstructed the project’s implicit Theory of Change (ToC), which posits that enhancing technical capacities, strengthening institutional coordination, and promoting community engagement collectively contribute to reducing state fragility and increasing resilience to organized crime.

This causal pathway operates across three interconnected levels:

- Individual level: strengthening skills, knowledge, and professional standards of justice and security actors.
- Institutional level: improving procedures, coordination mechanisms, and accountability systems.
- Societal level: rebuilding trust between citizens and state institutions through inclusive and community-based approaches.

The evaluation finds that the project’s effectiveness is partly explained by its ability to act simultaneously across these levels. In particular, the combination of technical training, operational support, and community policing initiatives created mutually reinforcing effects that extended beyond immediate outputs.

A notable dimension of the project is its contribution to behavioral change, both within institutions and among communities. In the Gabú Model Police Station, for example, the adoption of proximity policing approaches contributed to increased public trust in law enforcement. Qualitative evidence indicates that police officers internalized new norms related to human rights and proportional use of force, reflecting a shift from coercive practices toward service-oriented policing.

These findings suggest that institutional reform in fragile contexts requires not only capacity-building but also norm change, supported by practical application and sustained engagement. The project achieved significant results, particularly in strengthening the operational and technical capacities of justice and security institutions.

At the output level, key achievements include:

- Training of over 1,200 justice and security personnel across multiple institutions.
- Support to the recruitment of new Judicial Police agents, marking the first such recruitment in over a decade.
- Development and adoption of standard operating procedures and operational guidelines.
- Expansion of community policing initiatives to multiple regions.

Beyond these outputs, the project contributed to institutional transformation. Improved coordination between law enforcement agencies and judicial authorities enhanced the efficiency and coherence of case management processes, particularly in drug trafficking cases. The increased rate of case referral to prosecution reflects progress toward a more functional and integrated criminal justice system.

Operational support also contributed to tangible law enforcement outcomes, including drug seizures and improved border management practices. While attribution remains complex, the project's contribution to these outcomes is supported by both quantitative data and stakeholder perceptions.

At the community level, the project strengthened mechanisms for citizen engagement in security governance, contributing to increased trust and improved relationships between communities and law enforcement actors. The project demonstrated overall efficient use of resources, achieving full financial execution despite operating in a highly challenging political and institutional environment.

However, the evaluation identifies several operational constraints that affected efficiency:

- Delays in fund disbursement linked to administrative procedures.
- High turnover among public sector personnel, affecting continuity and institutional memories.
- Fragmentation in implementation arrangements, particularly in infrastructure development.

The division of responsibilities between implementing agencies for infrastructure-related activities resulted in parallel procurement and supervision processes, leading to inefficiencies and delays. This reflects a broader issue of operational fragmentation, which reduced potential economies of scale and increased transaction costs. These findings underscore the importance of integrated implementation models and unified management structures, particularly in joint programmes operating in fragile contexts.

The sustainability of project results is assessed as moderate but promising. On the one hand, the project succeeded in embedding several achievements within institutional frameworks, including standard procedures, coordination mechanisms, and trained personnel.

On the other hand, sustainability remains constrained by structural factors, particularly:

- Limited domestic budget allocation for maintenance of infrastructure and equipment.
- Continued dependence on external funding.
- Political and institutional instability.

Despite these challenges, the project demonstrated a strong catalytic effect. It successfully leveraged initial PBF funding to mobilize USD 11 million for additional related security and justice programming. Furthermore, it stimulated increased national ownership, including complementary investments by government institutions as in the case of governmental contribution to the Judicial Police headquarters in Bafatá.

These catalytic effects indicate that the project played a key role in shaping the trajectory of sectoral reform, although long-term sustainability continues to depend on broader structural conditions, with political instability, institutional fragility and corruption being the main pillars of the major challenges.

The evaluation was conducted in a politically sensitive environment, including a post-coup context, which imposed limitations on data collection and stakeholder engagement. These constraints affected the availability of outcome-level data, particularly in areas related to corruption and internal accountability systems.

The project design incorporated elements of risk mitigation, notably by channeling support through institutional structures rather than individuals, thereby reducing exposure to political interference and elite capture. However, related risks associated to corruption, politicization, and institutional fragility remain significant and require continued attention in future programming.

The project made incremental but meaningful progress in advancing gender equality and inclusion. While initial efforts focused on participation (e.g., training of women), the project increasingly contributed to institutional change, including:

- Support to the recruitment of women into the Judicial Police
- Integration of gender-based violence considerations into standard operating procedures
- Promotion of gender-sensitive approaches within law enforcement practices

Despite these advances, structural barriers persist, particularly regarding women's representation in leadership and decision-making roles. Addressing these challenges will require sustained and targeted interventions beyond the scope of the project.

The evaluation identifies several cross-cutting lessons:

- Community-based policing is a critical entry point for rebuilding trust and legitimacy.
- Behavioral change is as important as technical capacity in achieving institutional reform.
- Operational coherence is essential for efficiency in joint programming.
- Sustainability must be planned early, including through domestic resource mobilization.
- Systemic change requires shared frameworks, including aligned theories of change and outcome indicators.

To conclude, the CDTOC project was highly relevant and broadly effective, contributing to a paradigm shift in the national response to organized crime and laying the foundations for longer-term institutional reform. Its limitations were primarily linked to structural and contextual factors rather than design weaknesses.

Based on these evaluation conclusions, the evaluation makes the following main recommendations: (1) for the Government of Guinea-Bissau to institutionalize coordination mechanisms among justice and security actors and allocate dedicated resources for the maintenance of infrastructure and operational capacities; (2) for UN implementing partners to prioritize mentoring-based approaches and ensure greater operational coherence in joint programming; (3) for the Peacebuilding Fund to strengthen sustainability requirements by linking funding to domestic commitments and ensuring dedicated project teams; and (4) for civil society to strengthen coordination and formalize coalitions to enhance their role in oversight, accountability, and community security. A detailed list of lessons learned and recommendations is provided in the Recommendations section of this report.

1. Introduction

The project “PBF/GNB/B-7 Strengthening the Justice and Security Sector Response to Drug Trafficking and Transnational Organized Crime to Reduce Insecurity in Guinea-Bissau” (Project No. 00119444) was funded by the United Nations Peacebuilding Fund (PBF) and implemented in Guinea-Bissau from 2 January 2020 to 1 December 2025 in two consecutive phases: 2020-2022 and 2022-2025.

The PBF CDTOC project falls under the priority window of the Peacebuilding Secretariat Fund (PBF) that supports the transition from peacekeeping missions and special political missions of the United Nations or regional missions, and was granted two Non-cost Extensions (NCE) during its implementation period, one in each of the phases.

It was jointly implemented by the United Nations Development Programme (UNDP), the United Nations Office on Drugs and Crime (UNODC) and the IOM (International Organization for Migration), in its first phase and by the UNDP and the UNODC in the second phase.

A total PBF-approved budget of USD 4,300,900 was allocated and implemented as follows:

PBF/PRF 00119444 joint project “Strengthening the Justice and Security Sector response to drug trafficking and transnational organized crime to reduce insecurity in Guinea-Bissau
Phase1: Date: 01 December 2019 – 31 January 2022
End date: 01 August 2022 – NCE 6 months (approved PBSO 25/10/2021)
Duration: 31 months
Total approved budget: 2,000,900 USD
UNDP: 963,000 USD (48,13%)
UNODC: 802,500 USD (40,11%)
IOM: 235,400 USD (11,76%)
Phase2: Date: 10 October 2022 – 1 February 2025
End date: 01 December 2025 – NCE 9 months (GB NCE CDTOC Project UNODC - Jan 2025 – SIGNED)
Duration: 35 months
Total approved budget: 2,300,000 USD
UNDP: 1.310.750,00 USD (57%)
UNODC: 989.250,00 USD (43%)

Table1: Project budget Recipient agencies allocation of funds and expenditures (February 2026)

This Final Evaluation Report assesses the relevance, coherence, effectiveness, efficiency, impact, and sustainability of the project focusing on the second phase of its implementation as an external evaluation for phase 1 was already conducted in 2022.

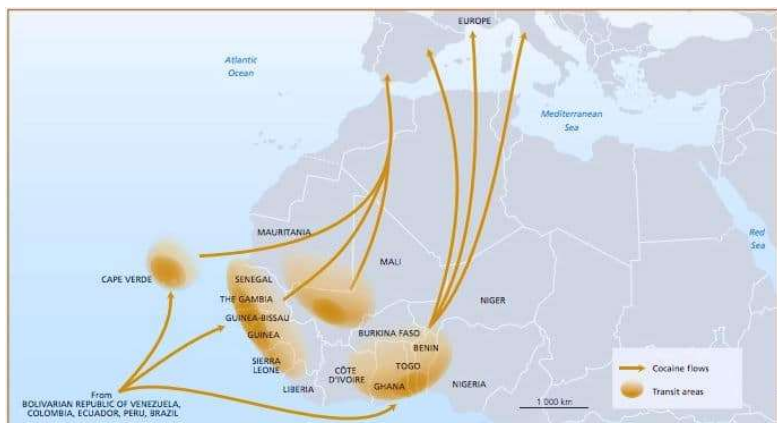
The evaluation examines the extent to which the project achieved its intended outcomes, strengthened institutional capacities, and contributed to broader peacebuilding objectives under the PBF framework. It is based on the desk review and secondary and primary data collected in the country. It presents the purpose, focus, and scope of the evaluation, the evaluation object itself, the followed evaluation methodology and associated work plan, the evaluation results, the conclusions and recommendations to all stakeholders.

The report is based on a comprehensive desk review of project documentation, financial data, activity reports, and relevant policy frameworks, complemented by primary data collected through stakeholder consultations and fieldwork. It presents the purpose, scope, and methodology of the evaluation; an overview of the intervention; key findings and analysis; conclusions; lessons learned; and recommendations addressed to the implementing agencies, national counterparts, the Peacebuilding Fund, and other relevant stakeholders.

1.1. Country context and background

Guinea-Bissau continues to face structural governance challenges linked to prolonged political instability, weak institutional capacity, and limited state presence outside the capital¹. Within this fragile environment, transnational organized crime—particularly drug and human trafficking—has emerged as a significant threat to the rule of law, democratic governance, and human rights.

Situated along West African trafficking routes, the country faces heightened vulnerability to criminal networks due to porous borders, a significant long coastline economically and environmentally difficult to effectively monitor, and limited law enforcement capacity. These dynamics have, at various moments, undermined public institutions and eroded public trust in state authority. Weak oversight and accountability mechanisms have further constrained the State's capacity to effectively prevent and combat organized crime in line with international standards.



Graphic 1: Drug flows from Latin America to West Africa and European markets

The impact of organized crime extends beyond security concerns. Illicit economies distort political processes, undermine judicial independence, and fuel corruption, thereby negatively affecting the enjoyment of the population's fundamental rights. In particular, limited access to

justice, prolonged pre-trial detention, insufficient legal aid services, and inadequate protection mechanisms for vulnerable groups remain persistent challenges. Women, children, youth, and rural populations face compounded barriers in accessing justice and protection from exploitation and abuse.

Despite these constraints, Guinea-Bissau has demonstrated commitment at the international and regional levels to strengthening its legal and policy frameworks. The country is a State Party to the United Nations Convention against Transnational Organized Crime (UNTOC) and has engaged with the United Nations Office on Drugs and Crime (UNODC) through its technical assistance programmes and related review mechanisms, including the UNTOC Implementation Review Mechanism. At the regional level, it participates in African Union frameworks such as the African Union Convention on Preventing and Combating Corruption and the AU Plan of Action on Drug Control and Crime Prevention, as well as ECOWAS initiatives including the ECOWAS Political Declaration on Drug Trafficking and the Regional Action Plan to Address Illicit Drug Trafficking, Organized Crime and Drug Abuse in West Africa. These engagements reflect ongoing efforts to combat illicit trafficking and strengthen criminal justice systems.

However, implementation gaps of the above-mentioned instruments remain significant. Institutional fragility, limited inter-agency coordination, insufficient technical capacity, and resource constraints continue to affect the effectiveness and sustainability of reforms. Trust in the justice and security sectors remains uneven, particularly in remote areas where state presence is limited, and customary mechanisms often substitute formal systems.

Within this context, the CDTOC project was designed to strengthen national capacities to prevent and combat transnational organized crime while reinforcing rule of law institutions and promoting compliance with international standards. Its relevance is closely linked to the structural vulnerabilities identified above, particularly the need to enhance institutional resilience, accountability, and access to justice as foundations for sustainable peace and development.

¹ The World Bank. Systematic Country Diagnostic, Update for Guinea-Bissau. Addressing fragility for sustained poverty. Reduction and shared prosperity. September 2023 ;

2. Evaluation purpose, objectives and scope

This evaluation provides an independent assessment of the Peacebuilding Fund (PBF)-supported project “Strengthening the Justice and Security Sector Response to Drug Trafficking and Transnational Organized Crime to Reduce Insecurity in Guinea-Bissau” (PBF CDTOC project). It builds on the evaluation of Phase I and offers a comprehensive review of the entire project, with a particular focus on Phase II and its implementation results.

It analyzes the project’s contribution to peace and security in Guinea-Bissau against the OECD DAC evaluation criteria—relevance, effectiveness, efficiency, sustainability, and coherence—complemented by PBF-specific dimensions, namely localization, conflict sensitivity, catalytic effect, and gender equality and inclusion.

The evaluation is designed to ensure accountability to stakeholders while generating lessons to inform future programming on countering drug trafficking and transnational organized crime, as well as broader peacebuilding efforts and national ownership. Particular attention is given to the project’s catalytic role, its timeliness in addressing conflict risks associated with organized crime, its potential for replication or expansion, and its influence on political dialogue dynamics. It also considers whether advances—or limited progress—in addressing organized crime have affected related drivers of instability.

The primary users of this evaluation comprise the PBF Secretariat in Guinea-Bissau, Peacebuilding and Peace Support Office (PBPSO), donors, UN agencies, national institutions, civil society organizations, and other relevant stakeholders.

2.1. Evaluation criteria and evaluation questions

Key evaluation questions for each of the evaluation criteria are presented in Table 2. The ET reviewed the EQs proposed in the evaluation Terms of Reference ToR (Annex 1). These questions were revisited in light of the reconstructed ToC, the preliminary desk review, and the kick-off meeting with the project lead agencies. No changes were made to the suggested EQs.

The Evaluation Matrix (EM) in Annex 2 presents the EQs as well as judgement criteria (JC), indicators, primary & secondary sources, and data collection methods. The evaluation matrix guided systematic data collection, triangulation, and analysis across the evaluation.

Table 2: Evaluation questions

Evaluation criteria	Questions
Relevance	- EQ1: Was the project aligned with national human rights, justice and security priorities, conflict drivers, and peacebuilding entry points? - EQ2: Did the theory of change remain valid and contextually grounded?
Effectiveness	- EQ3: To what extent did the project achieve its intended results? - EQ4: What positive systemic changes can be attributed to project interventions?
Efficiency	- EQ5: Were financial, human, and operational resources used strategically and economically? - EQ6: Were coordination mechanisms among implementing agencies effective?
Sustainability	- EQ7: Are results and benefits likely to be sustained beyond project completion? - EQ8: Were national capacities and ownership built adequately?
Coherence & localization	- EQ9: Was the project complementary to other peacebuilding and human rights initiatives? - EQ10: How effectively did it engage national and local actors?
Conflict sensitivity and Do no harm	- EQ11: Did the project consider conflict risks and mitigate potential harms? - EQ12: Was it adaptive to evolving political and social dynamics?
Catalytic impact	EQ13: Did the project lead to follow-on initiatives, policy changes, or institutional shifts?
Gender Equality and Inclusion	EQ14: To what extent were gender equality, youth empowerment, and disability inclusion mainstreamed?

3. The programme

The project "Strengthening the justice and security sector response to drug trafficking and transnational organized crime to reduce insecurity in Guinea-Bissau" (CDTOC) is a comprehensive peacebuilding initiative designed to mitigate the structural vulnerabilities that have historically made Guinea-Bissau a hub for illicit economies. Funded by the United Nations Peacebuilding Fund (PBF), the project is jointly implemented by the United Nations Development Programme (UNDP) as the convening agency, the United Nations Office on Drugs and Crime (UNODC), and the International Organization for Migration (IOM).

Guinea-Bissau is widely classified as a fragile and conflict-affected state (World Bank; Fragile States Index), characterized by chronic political instability and weak rule of law. According to UNODC and International Crisis Group reporting, the country has also been identified as part of West Africa's transnational cocaine trafficking routes, where organized crime networks exploit institutional weaknesses and governance gaps. The 2019 UN Conflict Analysis identified drug trafficking and transnational organized crime (CDTOC) as a primary driver of instability and a major peacebuilding priority.

The project was conceived to address these challenges by transitioning the national response from reactive, military-style interventions toward a Rule-of-Law-based approach. It focuses on strengthening the capacity of justice and security institutions to provide public services effectively throughout the territory, thereby reducing the country's reliance on illicit economies.

The main objective of the project was **to reduce Guinea-Bissau's vulnerability to organized crime and mitigate its negative impacts on security institutions, the rule of law, and local communities.**

Outcome 1: The Rule of Law and Security Institutions are able to more effectively prevent, investigate and prosecute drug trafficking and transnational organized crime, reducing the country's sources of fragility

The project is structured around four primary outputs:

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

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

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

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

3.1. Stakeholders mapping

The main stakeholders of the program were as follows:

Table 3: Stakeholders mapping phase 1 and phase II.

Stakeholder group	Role & involvement in the intervention	Expected impact of the intervention on the stakeholder group
UN system	Providing funding and technical oversight. UNDP focused on infrastructure and policy, UNODC on legal framework and investigating mentoring, and IOM on community engagement and human trafficking prevention.	Strengthened their collective capacity, to deliver evidence-based programming and alignment with United Nations Peacebuilding priorities.
Implementing partners (IPs) – UNDP, UNODC, IOM	Lead implementation, coordination, and monitoring of projects; deliver services across justice, security, protection, and empowerment.	Reinforced technical and organizational capacities; strengthened partnerships and networks; greater legitimacy and credibility

		of justice and security actors
National counterparts – Ministry of Justice and Human Rights, Ministry of Interior and Public Order, Ministry of Women, Family and Social Solidarity, Financial Intelligence Unit (CENTIF), Institute of Women and Children (IMC), National Committee to Prevent Trafficking in Human Being (CNPTSH), Centro de Formação Judiciária (CENFOJ), Comissão Nacional de Fronteiras (CNF)	Policy development, coordination; oversee national strategies and action plans; liaise with donors and IPs.	Strengthened institutional and operational capacities to design, coordinate and monitor policies on CDTOC; improved inter-ministerial collaboration.
Region-level authorities	Adapt and implement interventions at state level; provide oversight and facilitate access.	Improved technical capacity and resources to coordinate and monitor CDTOC-responsive programming at state level.
Law enforcement institutions: the Magistrate Councils, Supreme Court of Justice, Office of the Prosecutor General, Judicial Police, Public Order Police (POP), National Guard (NG), Transnational Crime Unit (TCU), Aircop Joint Airport Interdiction Task Force (JAITF), INTERPOL	Act as duty bearers in justice and security service delivery; facilitate enforcement of laws and protection measures; provide local governance structures and local driven responses.	Increased awareness and capacity to address CDTOC and access to justice; more responsive justice and service delivery at local levels; improved community empowerment and trust
Civil society organizations & networks – Association of Women Jurists (AMJ – GB), Guinean League of Human Rights (LGDH), Civil Society Observatory of Illicit Economies (Global Initiative/TOC), Association of Teachers of Islam (API), Civil Society Organization (CSOs) in Bissau, Gabu and Buba and youth and volunteer networks, BAR Association	Advocacy, service provision, monitoring of cases and rights; mobilize communities; act as voice for victims specially for vulnerable groups	Strengthened advocacy capacity, expanded reach, improved ability to organize and sustain networks, enhanced service delivery to survivors and vulnerable groups.
Influential leaders – Traditional and religious leaders, faith leaders and opinion leaders	Shape community norms and attitudes and detect illicit activities like trafficking of talibé children and resolve conflicts; mobilize support and collaborate with national competent authorities.	Increased awareness; behavioral change; establishment community led mechanisms
End beneficiaries – Bissau Guinean women and men (disaggregated by sex, age and other conditions: disability, rural/urban/ etc.)	Primary beneficiaries; recipients of services	Increased awareness; enhanced skills and literacy; improved participation in community decision-making; stronger agency to claim their rights in relation to CDTOC
Media	Inform and educate the public, acting as a crucial bridge for quickly sharing news, opinions, and culture, while also serving vital societal roles like holding power accountable (watchdog), shaping public opinion, and transmitting cultural values	Increased awareness on rights, risk and protection measures

The roles and responsibilities among the recipient agencies were distributed as follows:

- **UNDP:** (Convening Agency) Acts as the lead coordinator and focuses on institutional support and infrastructure. Its primary responsibilities include building and equipping strategic facilities such as the Gabú Model Police Station and several border posts. UNDP provides high-level policy guidance with national decision-makers;
- **UNODC:** Leads efforts in regional and national coordination providing technical assistance for the creation of legal and policy frameworks. UNODC mentors specialized units like the Judicial Police and CENTIF (Financial Intelligence Unit) in criminal investigation, anti-money laundering, and anti-corruption strategies. They also facilitate inter-regional cooperation forums to dismantle transnational criminal networks
- **OIM:** Focuses on the community level, specially managing awareness-raising activities and civil society networking, particularly involving Talibé children, by supporting vigilance committees and associations of the Koranic masters to detect and report illicit transportation of children. Main work was conducted during phase 1 and remaining work was done in phase 2 with the support of a consultant that worked in phase 1.

4. Evaluation approach, strategy and methodology

The evaluation methodology was designed and finalized during the inception phase and is presented in this report. It was guided by the Terms of Reference (ToR) (see Annex 1), an extensive desk review of relevant documentation, including the Final Report of the Final Evaluation of the project's Phase 1 and preliminary stakeholder consultations. The reconstructed Theory of Change (ToC) provided the analytical framework for assessing the intervention's logic, coherence, and intended results pathway. The approach was further grounded in internationally recognized evaluation principles and standards, ensuring methodological rigor, transparency, and credibility throughout the process.

4.1. Overall evaluation approach

This Final Evaluation applied a utilization-focused and theory-based approach. Close engagement with project staff and stakeholders was maintained throughout, including preliminary consultations to identify key informants and refine the evaluation focus. Semi-structured interviews during the main data collection phase allowed for in-depth exploration of emerging issues and challenges.

The theory-based approach² assessed not only what worked, but also how and why results were achieved or not achieved, and what factors influenced performance. A reconstructed ToC guided the Evaluation Matrix, as well as the scope and focus of the desk review and interviews.

4.2. The PBF CDTOC project Theory of Change

The reconstructed ToC (see Annex 3) developed by the Evaluation Team (ET) clarifies the specific contribution of the PBF CDTOC project (the object of the evaluation) to the broader objective of strengthening justice and security institutions in Guinea-Bissau to more effectively prevent, investigate, and prosecute drug trafficking and transnational organized crime, while promoting and protecting human rights. It articulates the logical pathway through which the project's strategies, components, activities, and allocated resources were expected to generate outputs and contribute to short-, medium-, and longer-term results. It is based on the project's ToC and the reconstructed ToC by the Evaluation team of the Phase 1.

At the output level, the ToC assumes that implementing partners possesses the technical and operational capacity to support national and local institutions, that funds are disbursed in a timely manner, and that institutional engagement, coordination, and meaningful civil society participation is secured. It also acknowledges risks related to limited technical and financial capacities, challenges in mobilizing national stakeholders, and the potential overlap or complementarity of support from other development partners.

Immediate outcomes were expected to include the mobilization of key state and non-state actors, strengthened institutional and individual capacities, and improved coordination mechanisms, particularly in support of the operationalization of the national strategies. At the intermediate level, the project aimed to contribute to enhanced institutional resilience and reduced vulnerability to drug trafficking and transnational organized crime,

² See <https://www.intrac.org/wpcms/wp-content/uploads/2017/01/Theory-based-evaluation.pdf> for more information on theory-based evaluations

contingent upon sustained stakeholder commitment, political stability, and the institutionalization of tools and methodologies introduced through the project.

As reflected in the ToC, the project's degree of control over results decreases at higher outcome and impact levels, where external factors—such as political instability, fluctuating political will, and donor coordination—play a more significant role. The intended long-term impact relates to strengthened institutional effectiveness and improved stability, to which the project was designed to contribute alongside other national and international efforts.

4.3. Evaluation approach and principles

The external evaluation of the PBF CDTOC project applied a gender-transformative, human rights-based, and conflict-sensitive approach, in line with good evaluation practice and the contextual realities in Guinea-Bissau. Beyond assessing progress against intended results, the evaluation examined how the project engaged with gender norms, power relations, and structural inequalities affecting access to justice and security.

Guided by feminist and human rights principles, the evaluation paid particular attention to power dynamics, inclusion, meaningful participation, and the perspectives of women and vulnerable groups, while recognizing the role of civil society and women's rights actors. A conflict-sensitive lens was applied throughout, with careful consideration of contextual dynamics and adherence to the “do no harm” principle. The evaluation process remained adaptive, and no issues were identified that posed risks to participants.

4.3.1. Data collection and analysis

The evidence base for this final external evaluation of the PBF CDTOC project draws on both documentary analysis and primary qualitative data collection. A comprehensive desk review was undertaken, covering project documents, progress and financial reports, deliverables, monitoring data, and relevant materials provided by UNDP and UNODC as well as previous IOM staff and other stakeholders. The review also included key national policy and legal framework documents relating to justice, security, anti-corruption, and human rights in Guinea-Bissau (see Annex 4).

The evaluation focused on phase 2 of the CDTOC project, taking into account the results of the phase 1 evaluation in order to provide better informed and more useful recommendations for future actions.

Primary data were collected through semi-structured interviews and focus group discussions conducted in Bissau, Gabú, Bafatá and São Domingos. In total, 25 interviews were carried out with 27 key informants (5 women and 22 men), including project staff, representatives of state institutions, civil society organizations, and other partners. Key informants were identified in consultation with recipient organizations and through the independent assessment of the evaluation team. In addition, focus group discussions were held with local-level state actors and representatives of non-state actors to capture diverse perspectives on project relevance, effectiveness, and sustainability.

As part of the final evaluation process, the evaluation team conducted field visits to Gabú (including the Esquadra Modelo, Koranic Schools, and NGO AGLUCOMI), Bafatá (Detention Center, Judicial Police new building, and Cambadju Border Post), and São Domingos (notably the Suzana National Guard Post) to collect first-hand data and strengthen the quality, accuracy, and credibility of the findings. These visits allowed the team to directly assess the physical condition, state of conservation, and maintenance of infrastructure delivered under Phase I of the project, including operational readiness and current use where applicable. They also provided an opportunity to engage with frontline staff and local stakeholders to gather qualitative insights on implementation progress, service delivery, and remaining challenges. Information obtained on site was systematically triangulated with documentary review and key informant interviews to validate reported results and ensure robust, evidence-based conclusions. Overall, the field missions were essential to verify achievements, identify operational and infrastructural gaps, and inform practical, context-specific recommendations to enhance the sustainability and functionality of project outcomes.

Tailored interview guides³ were developed for different stakeholder groups (see Annex 5), and standardized templates were used to record and systematize data, ensuring consistency in analysis across project components.

³ Interview guides for KIIS and GFDs ;

A purposive sampling strategy was primarily applied to select direct and indirect beneficiaries in target communities, complemented by convenience sampling for relevant stakeholders with specialized knowledge of project implementation and results.

All findings were systematically triangulated across at least two independent data sources to strengthen their credibility and validity. Conclusions were drawn from converging lines of evidence and are explicitly linked to the key evaluation questions, ensuring analytical coherence and traceability. The recommendations are grounded in these conclusions and informed by identified lessons learned, offering forward-looking, practical, and actionable guidance to support decision-making and improve future programming.

4.3.2. Ethics and participation

The evaluation was conducted in line with OECD/DAC quality standards and PBF-specific criteria⁴, adapted to the local context. The team kept impartiality, independence, and credibility, ensuring strict confidentiality—only the team had access to interview data, and no sensitive information on organizations or individuals is reported.

The process was utilization-focused and participatory, with stakeholder feedback systematically integrated. A conflict-sensitive approach was applied, in line with UNEG evaluator obligations and the 2020 UNEG Ethical Guidelines. Activities respected dignity, diversity, self-determination, and fair representation. The team did not interact with minors or vulnerable groups, and no formal ethical clearance was required in Guinea-Bissau.

4.3.3. Limitations and challenges

The main limitations of this evaluation were multiple and interrelated. **Limited time for fieldwork** constrained the depth of data collection at both national and regional levels. The evaluation took place in a **post-coup d'état context** in Guinea-Bissau, which shaped the political environment and influenced stakeholders' responses, often focused on political tensions and stability. **Restricted access to institutions** and key stakeholders, combined with the **availability of information** challenges—as the project was ending, staff were out of contract, key informants had limited understanding of the project framework including at national level and limited evidence of institutional reforms (Outcome-level data on corruption cases and systemic change in DTOC prosecution remain incomplete), e.g., procedural changes, internal compliance systems, others; beyond training activities—further constrained the evaluation. Despite these challenges, the evaluation team took care to ensure that available perspectives were adequately captured and reflected in the findings and the recommendations.

5. Evaluation findings

5.1. Relevance

The OECD/DAC defines relevance as the extent to which a project's objectives and design respond to the needs, priorities, and problems of the context in which it operates, including alignment with national policies and stakeholder priorities. The CDTOC project demonstrates high relevance when evaluated against this criterion.

5.1.1. Addressing a Critical National Challenge

Guinea-Bissau has long been identified as a key transit hub for drug trafficking and transnational organized crime, with these phenomena undermining governance, justice, and public security. The Organized Crime Index explains that Guinea-Bissau's coastal location makes it a key transit hub for cocaine moving from South America to Europe and that corruption deeply permeates state institutions, with connections between state actors and organized criminal networks involved in drug trafficking⁵. The Government itself recognizes⁶ the negative impact of drug trafficking, corruption, and related organized crime on national stability, and has prioritized strengthening institutional responses to these challenges.

The CDTOC project directly targets this core fragility factor by supporting justice and security sector capacity, rule of law, and institutional effectiveness—precisely areas that affect the country's peace and stability. This

⁴ The Secretary-General's Peacebuilding Fund (PBF) Project Evaluation Checklist Last Updated: September 2023: https://www.un.org/peacebuilding/sites/www.un.org/peacebuilding/files/documents/pbf_project_evaluation_checklist-english.pdf ;

⁵ Guinea Bissau. Global Organised Crime Index: <https://ocindex.net/country/guinea-bissau> ;

⁶ UN Integrated Peacebuilding Office in Guinea-Bissau (UNIOGBIS), The PBF CDTOC project is aligned with national priorities defined in the 2020-2023 National Development Plan (PND) for Guinea-Bissau, also known as "Hora Tchiga", as well with the Country Programme Document (2022-26) and UN Cooperation Framework (2022-26) ;

clear problem-to-response logic is at the heart of the OECD/DAC relevance standard. As identified in the Phase I evaluation, the project represents a significant step in supporting the implementation of Guinea-Bissau's international commitments to combat drug trafficking, corruption, money laundering, and human trafficking, which are closely linked and mutually reinforcing forms of organized crime.

5.1.2. Alignment with National Policies and Strategic Frameworks

Although Guinea-Bissau faces significant institutional limitations, there are emerging efforts to improve policy frameworks to which the project's activities has contributed. The PBF CDTOC was connected to evolving government policy priorities and strategic processes, which reinforces the project's relevance under the OECD/DAC framework.

The project was aligned with the 2020–2023 National Development Plan (PND), which prioritizes peace, stability, rule of law, and institutional strengthening as foundations for development. The PND explicitly recognizes the need to reinforce governance, combat corruption, and strengthen justice and security institutions—areas directly targeted by the CDTOC project.

The intervention was also consistent with the United Nations Sustainable Development Cooperation Framework (UNSDCF) 2022–2026, particularly outcomes related to governance, rule of law, institutional effectiveness, and social cohesion. Strategic Objective 1 has targets that include tackling drug trafficking and organized crime. The project contributes directly to:

- SDG 16⁷: Promote peaceful and inclusive societies, provide access to justice, and build effective, accountable institutions.
- SDG 5⁸: Gender equality, particularly where trafficking and organized crime intersect with vulnerabilities affecting women and girls.

5.1.3. Alignment with UN Peacebuilding and PBF Priorities

The CDTOC project was highly relevant to the Peacebuilding Fund (PBF) mandate, which focuses on addressing structural drivers of fragility and preventing relapse into conflict. In Guinea-Bissau, organized crime and drug trafficking are deeply intertwined with political instability, corruption, and weakened state institutions⁹. The project aligns with:

- The UN Sustaining Peace Agenda (A/RES/70/262 and S/RES/2282)¹⁰, emphasizing accountable institutions, rule of law, and inclusive governance.
- The PBF Strategy (2020–2024)¹¹, which calls for integrated approaches linking peace, development, human rights, and security.
- The peacebuilding priorities identified in the 2020 UN Country Common Analysis (CCA) and the UN conflict analysis validated by the Government in November 2020¹².

By targeting one of the principal conflict drivers—criminal economies linked to weak institutional control—the project directly contributed to peace consolidation objectives.

5.1.4. Alignment with National Security and Justice Sector Strategies

Guinea-Bissau has acknowledged the need for improved coordination among justice, security, and law enforcement actors to effectively address organized crime. The meetings of national and international experts held throughout the life of the project called for improved cooperation mechanisms and stronger national plans to combat transnational crime, reflecting a growing political recognition of these problems.

⁷ United Nations. Sustainable Development Goals. Goal 16: Promote just, peaceful and inclusive societies: <https://www.un.org/sustainabledevelopment/peace-justice/> ;

⁸ United Nations. Sustainable Development Goals. Goal 16: Achieve gender equality and empower all women and girls: <https://sdgs.un.org/goals/goal5> ;

⁹ Institute for Security Studies (ISS) / ENACT Programme. 2023. *Organized Crime Index: Guinea-Bissau*;

¹⁰ https://www.un.org/en/development/desa/population/migration/generalassembly/docs/globalcompact/A_RES_70_262.pdf ;

¹¹ PBF 2020-2024 Strategy ;

¹² UN Conflict Analysis ;

In this regards, drug trafficking and organized crime have been formally recognized by national authorities as major threats to governance, institutional credibility, and stability¹³. In this context, regular meetings with General Directors from the justice and security sectors, as well as senior law enforcement officials, played a critical role in strengthening alignment between implemented activities and the country's identified priorities.

The project was designed to address these concerns, with the objective of strengthening investigative, prosecutorial, and inter-institutional coordination capacities across the justice and security sectors.

The CDTOC project aligns with several national strategic frameworks and reform processes, including:

- The Priority Plan for the Justice Sector;
- Ongoing Security Sector Reform (SSR) efforts;
- The development of national frameworks to combat drug trafficking and transnational organized crime;
- Anti-corruption and governance reform initiatives.

The project also demonstrates alignment with other key national strategic frameworks as for instance the National Policy and Action Plan for Gender Equality and Equity, and the National Action Plan for the Implementation of UNSCR 1325 (2020)¹⁴. It is also consistent with the National Youth Policy¹⁵.

By providing technical support for legislative and coordination frameworks, the PBF CDTOC project aligns with national policy intentions, elevating its relevance within the national reform agenda.

5.1.5. Alignment with International Commitments and Treaty Obligations

The project was also aligned with Guinea-Bissau's international commitments, including:

- The United Nations Convention against Transnational Organized Crime (UNTOC)¹⁶;
- The United Nations Convention against Corruption (UNCAC)¹⁷;
- International frameworks addressing drug trafficking and human trafficking¹⁸;
- Regional commitments under ECOWAS related to organized crime and security cooperation and the "Organized Crime: West African Response" (OCWAR), the practical application of these commitments: trafficking (humans, drugs, and firearms), cybersecurity and money laundering.

By supporting capacity-building for justice institutions and coordination mechanisms, the project contributed to the country's ability to comply with these international legal and policy obligations.

5.1.6. Alignment with International and Peacebuilding Mandates

The United Nations Secretary-General's Peacebuilding Fund (PBF) is the Organization's primary financial instrument for supporting peacebuilding and sustaining peace in countries affected by, or at risk of, violent conflict. As a timely, catalytic, and risk-tolerant funding mechanism, it facilitates integrated responses across the humanitarian, development, human rights, and peace and security pillars, while reinforcing national ownership and promoting inclusive approaches. The PBF seeks to address critical peacebuilding gaps, strengthen institutional capacities, and support nationally defined priorities aimed at preventing the recurrence of conflict and fostering sustainable stability.

¹³ UN Conflict Analysis ;

¹⁴ Peace Women. Women International Ligue for Peace and Freedom. NAP for the implementation of the UNSCR 1325 (2020). Guonea Bissau: <https://1325naps.peacewomen.org/>;

¹⁵ United Nations. December 2025. Peacebuilding: Seeds of Stability: How Guinea-Bissau's Youth are Transforming Political Dialogue for Peace;

¹⁶ United Nations Treaty Collection. United Nations Convention against Transnational Organized Crime New York, 15 November 2000: https://treaties.un.org/pages/viewdetails.aspx?src=treaty&mtdsg_no=xviii-12&chapter=18&clang=_en;

¹⁷ UNODC. Corruption and economic crime branch: <https://www.unodc.org/corruption/en/uncac/index.html>;

¹⁸ UN Office of drug and crime. United Nations conventions and their related protocols underpin all the operational work of UNODC: <https://www.unodc.org/unodc/en/treaties/index.html> ;

Guinea-Bissau's persistent vulnerability to drug trafficking and organized crime poses a significant challenge to governance, institutional integrity, and social cohesion, as consistently highlighted in United Nations¹⁹ and policy analyses emphasizing its detrimental impact on the rule of law, political stability, and public trust in state institutions. This reality underscores the strategic relevance of interventions such as the CDTOC project within both national priorities and broader international peacebuilding frameworks.

The project's design—focusing on strengthening institutions, promoting transparency, and increasing operational capacities—reflects the broader policy landscape where national authorities and international partners seek sustainable solutions to entrenched security and justice challenges

The project also supported the institutional mandate of the Guinean Observatory on Drugs and Toxic Addiction (OGDT), the national reference body responsible for data collection and analysis on drug use and trafficking trends, monitoring drug-related risks and vulnerabilities, and providing evidence to inform policy and prevention strategies. This support contributed to strengthening the analytical foundation of prevention efforts and enhancing alignment with national drug policy frameworks.

Support was also provided to The Network of Civil Society Organizations for Education in Guinea-Bissau (ROSCEI), the network of Civil Society Organizations (CSOs) supporting the fight against illicit markets to present at the Justice Thematic Group, with the presence of the Ministry of Justice, the civil society priorities with regards the implementation of the National Strategic Plan to CDTOC building bridges for close cooperation between state and civil society.

5.1.7. Identification of Institutional and Operational Gaps

Following the completion of Phase 1, which generated tangible results and provided lessons on priorities and gaps on the fight against organized crime and drug trafficking in Guinea Bissau, the project has been extended for an additional 30 months to address the needs identified during the Phase 1. Phase 2 of the project focused on strengthening Guinea-Bissau's resilience to drug trafficking and transnational organized crime by enhancing the capacities of criminal justice institutions and law enforcement agencies (LEAs). Additional support was also extended to LEAs to reinforce their operational effectiveness and coordination.

Phase 2 was a logical and natural sequence of phase 1 of the CDTOC project. The needs in Guinea-Bissau are so great that support can actually be constantly being formulated in this area. Phase 2 was developed following consultations with key national stakeholders²⁰ in the justice and security sectors, including at high level meeting held by UNDP Resident Representative and UNODC Regional Representative with the Minister of Justice, the President of Supreme Court and the General Attorney Office to discuss about country expectations related to CDTOC support.

At technical level several meetings were held with the Ministry of Justice, LEAs, Judicial authorities and relevant oversight and coordination bodies. At the same time a gap assessment was organized (March 2022) with national partners and it was identified the need to reinforce the support to national authorities in the fight against drug trafficking and organized crime. Limited investigative and prosecutorial capacity, weak inter-agency coordination, insufficient technical expertise and equipment, fragmented institutional responses to organized crime and low public confidence in justice institutions were identified as major gaps. Phase II of the CDTOC project includes the conclusions and recommendation of all discussions and the gap assessment report. In July 2022, a meeting was organized with all the key stakeholders where the project was discussed, its ToC and Logical framework.

The CDTOC project is therefore, in general, explicitly aligned with national priorities and Phase 2 explicitly aligned with the gaps identified in Phase 1²¹, including the need for improved institutional coordination, technical capacity, and community engagement. To address these needs, the project adopts an integrated approach that

¹⁹ The New Humanitarian. Security Council warns drug trafficking undermines stability: https://www.thenewhumanitarian.org/report/74912/guinea-bissau-security-council-warns-drug-trafficking-undermines-stability?utm_source=chatgpt.com ;

²⁰ KII with UNODC staff ;

²¹ 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". 2022;

combines capacity-building for State actors with active collaboration with civil society organizations and local communities.

A community-based crime prevention model was implemented to prevent and deter drug trafficking, drug use, and associated crimes, while targeted support will enhance the technical and operational abilities of both State and non-State actors to counter impunity effectively.

By focusing on these areas, Phase 2 directly responds to the priorities and challenges identified in Phase 1, to support the development of a more resilient, accountable, transparent, inclusive, health and just society, thus contributing to sustainable peace and security in Guinea-Bissau.

The project's multi-agency design (involving UNDP, UNODC and IOM) ensured a comprehensive approach linking criminal justice reform, migration management dimensions of trafficking, and broader rule of law strengthening.

5.1.8. Complementarity and Continuity

The CDTOC project built on previous UN and PBF-supported interventions in Guinea-Bissau aimed at justice sector stabilization and political confidence-building²². It also filled gaps left by the closure of UNIOGBIS in 2020, particularly in sustaining technical support to justice and security institutions in combating organized crime.

Rather than creating parallel structures, the project reinforced existing national institutions and frameworks, enhancing ownership and institutional sustainability.

The CDTOC project is also well aligned with Civil Society efforts and more specifically with Strategic Axe number 6 of the National Strategy for Human Rights and Citizenship Guinea-Bissau 2022-2026: Combating Trafficking in Human Beings.

The project also capitalized on efforts and partnerships with state and non-state actors that the United Nations (UN) have been accompanying over the years.

5.1.9. Alignment with population needs

The CDTOC project is strongly aligned with documented population needs in Guinea-Bissau, where organized crime, drug trafficking, weak law enforcement presence, and limited access to justice directly affect citizens' safety and livelihoods. Independent assessments identify Guinea-Bissau as highly vulnerable to transnational organized crime, with porous borders and limited institutional capacity contributing to insecurity and social fragility²³. These structural challenges undermine public trust in state institutions and disproportionately affect rural and border communities.

The OGDТ and related research²⁴ highlights that drug consumption is increasingly prevalent among youth and extending beyond urban centers into rural areas. While systematic prevalence data are limited, Observatory statements indicate a significant rise in drug use patterns, with synthetic substances, cannabis, and cocaine increasingly present among young populations, and consumption no longer confined to the capital and major towns. This shift suggests an urgent public health and social welfare concern that affects families and communities across the country.

The Observatory has also linked drug trafficking and consumption to broader instability, noting that widespread circulation of illicit substances contributes to political fragility, social disruption, and erosion of community well-being — conditions repeatedly voiced by local organizations and residents as pressing needs for intervention. Such civil society commentary underscores that drug-related insecurity is not just a law enforcement issue, but a lived experience shaping everyday life and social cohesion in affected communities.

Independent research also points to a high prevalence of drug use among young people — including early initiation and poly-substance use in some communities — suggesting that demand-side issues are deeply rooted

²² UNODC. CDTOC project progress summary 2022 ;

²³ Global Organized Crime Index, 2023. Guinea-Bissau Country Profile (2023): <https://ocindex.net/2023/country/guinea-bissau> ;

²⁴ OGDТ. Guinean Observatory on Drugs and Toxic Addiction, a civil society initiative dedicated to monitoring drug use and trafficking ;

and multifaceted. These patterns imply that effective responses must go beyond macro-level crime control to encompass prevention, community engagement, and support for affected families²⁵.

This civil society and Observatory-linked evidence situates drug use and its social effects as community-expressed needs, influencing population priorities around safety, protection, youth welfare, and access to supportive services. The Observatory's focus on both trafficking and consumption reflects a lived reality in which illicit economies and social vulnerabilities intersect, shaping the daily experiences of citizens and informing their expectations from state and development interventions.

By addressing these intersecting concerns — drug trafficking, insecurity, institutional capacity, and community resilience — the CDTOC project aligns with population needs as articulated not only by official frameworks but by civil society voices and grassroots indicators of social distress.

5.2. Effectiveness

The OECD/DAC defines effectiveness as the extent to which a project achieves its objectives and intended results, taking into account their relative importance and the extent to which outcomes are attributable to the intervention. The CDTOC project, funded by the United Nations Peacebuilding Fund (PBF), demonstrates strong effectiveness when evaluated against this criterion.

5.2.1. Project performance

The PBF CDTOC project delivered in all products and outcomes, undoubtedly achieving its set targets as showed in the project final report.

Key developments in 2024 and 2025 include:

- **International & Regional Cooperation:**

1. Trilateral Agreement (2025): In June 2025, Guinea-Bissau, Senegal, and The Gambia finalized a Joint Investigation Team (JIT) agreement to specifically target drug trafficking networks,
2. CPLP Commitment (2024): In February 2024, Guinea-Bissau joined other Portuguese-speaking countries (CPLP) in renewing commitments to strengthen judicial cooperation against organized crime,
3. Portugal Cooperation (2024): In July 2024, UNODC and Interpol supported forums between Portuguese and Bissau-Guinean judicial police to strengthen maritime and air interdiction efforts,
4. Aircop & Crimjust: Continued support from UNODC's Aircop (Airport Communication Project) and Crimjust has been critical in enhancing detection, resulting in major seizures,

- **Cooperation Mechanisms:**

5. Bilateral Agreement (Guinea-Bissau) and Policia Federal (Brazil) to strengthen the cooperation between the two countries in security and the capacities of the Guinean institution,
6. Establishment and consolidation of the National Commission of Borders (2025) to strengthen border control and security, also promoting local development in regions alongside the borders,
7. Enhanced cooperation between Cabo Verde and Guinea-Bissau has been observed within the framework of the two countries' participation in the global session (34th) on crime prevention and criminal justice held in Vienna in May 2025 particularly in the context of implementing the United Nations Convention against Transnational Organized Crime

- **Robust National Plans & Reforms:**

8. A National Plan to fight DTOC is developed, endorsed and at least partially implemented with UNODC assistance,
9. National Strategic Plan to prevent and protect victims of human trafficking officially adopted and partially implemented,
10. Operationalization of the national anti-corruption strategy,

²⁵ E-Global, reporting statements from OGDIT representatives on increasing drug consumption in the interior (2023): <https://www.e-global.pt/noticias/lusofonia/guine-bissau/explosao-consumo-droga-interior> ;

- **Infrastructure Investment:**

11. 4 additional border posts (in Cambadju, Dungal, Cacine and Suzana) refurbished and equipped and 3 border post Pirada (DGMF), Djegue (Guarda Nacional), Djegue (DGMF-2026) received solar electricity systems

- **Narcotics & Seizures:**

12. In September 2024, a major operation resulted in the seizure of 2.63 tons of cocaine and the arrest of international suspects, highlighting the need for specialized, rapid-response units.

- **Recognition:**

13. Special recognition made by INTERPOL to the government of Guinea-Bissau for its efforts on addressing DTOC.

5.2.1.1. Output 1.1 – Strengthened coordination capacity of national security and justice actors

Phase II was highly effective in enhancing coordination at national, regional, and international levels. A National Integrated Plan to Combat Drug Trafficking and Organized Crime was developed, endorsed, and partially implemented, while the National Strategic Plan to Prevent and Protect Victims of Human Trafficking was officially adopted and partially implemented. The project supported the operationalization of three cooperation mechanisms (national, regional, and international), exceeding the annual target of 2 national and 1 regional mechanism.

Strategic policy dialogues engaged multiple national authorities, civil society actors, and international partners—including Brazil, France, Portugal, Spain, and the EU—resulting in a total catalytic resource mobilization of USD 11,000,000, attributable in part to the experience and credibility established through CDTOC. Of this amount, a USD 5,500,000 project focused on Justice Sector Reform has been formalized and is already under implementation²⁶. While this initiative is not a direct follow-on programme, it reflects strong alignment with CDTOC objectives and demonstrates the programme’s influence in leveraging additional resources. The remaining funding for the Joint Programme Supporting Rule of Law and Security in Guinea-Bissau (2026–2029), led by UNDP and UNODC and developed in response to the Government’s request for coordinated support, has been designed but remains on hold awaiting signature. Overall, these developments indicate solid progress in catalytic resource mobilization, while highlighting that part of the anticipated funding has yet to be secured.

The Guinean Observatory on Drugs and Addictions (OGDT) was also a key player, but its participation was purely activity-based (despite the significant strengthening of its institutional capacity provided with the support of the project), without specific performance indicators measuring its contribution of technical advice or its long-term institutional integration into project monitoring frameworks, which weakened the potential support this active body can provide to national strategies aiming at addressing drug-related harms at different levels: data collection, early detection, sensitization and oversight²⁷.

5.2.1.2. Output 1.2 – Improved investigative, prosecutorial, and adjudication capacity

The project successfully strengthened operational capacity of security and justice institutions. During Phase II: 10 DTOC cases investigated during the reporting period were all prosecuted and referred to court, achieving 100% of the target²⁸.

Beneficiaries trained and mentored reported 100% increase in capacity across the Public Prosecutor’s Office, Supreme Court of Justice, and Judicial Police, with full gender coverage (100% men, 100% women)²⁹. All training participants reported that the sessions were highly beneficial and that they had significantly strengthened their knowledge and skills on the topics covered some of which were totally unknown for the officials. Participants

²⁶ European Commission: https://international-partnerships.ec.europa.eu/countries/guinea-bissau_en ;

²⁷ KIIs in Bissau ;

²⁸ PBF CDTOC Final Report 2025 ;

²⁹ Training reports ;

expressed strong interest in the subject matter and demonstrated engagement throughout the training activities³⁰.

“Things have changed a lot. The way of exercising our profession has changed. The police are now more professional and respects human rights”. POP

“Agencies that were supported work now in synergy. The capacities of the institutions were reinforced, so the performance of MOUs already signed within the framework of other projects improved”. PJ.

In addition, participants provided constructive feedback and suggestions for future trainings, including requests for more in-depth sessions, practical case studies, and follow-up activities to further consolidate learning. The overall feedback reflects both satisfaction with the trainings delivered and a clear demand for continued capacity-building initiatives in the related areas³¹.



Photo 2: Border Post Guarda Nacional in Suzana (São Domingos)

Infrastructure improvements included the establishment of 1 new model police station (Gabu) and the refurbishment and equipping of 4 border posts (Cambadju, Dungal, Cacine and Suzana), and 3 border posts (2 in Djegué and 1 in Pirada) received photovoltaic energy installations and IT equipment³². This evaluation could visit the border post in Suzana and Cambadju and the model police station in Gabú and different levels of conservation were identified among the evaluated infrastructures. Some elements are in satisfactory condition and suitable for continued operational use. However, others

show varying degrees of deterioration. Two additional border posts (Djegué and Pirada)³³ also received specialized technical assistance, including COVID-19 prevention measures and training in border control systems.

These results show strong effectiveness in building institutional and operational readiness (border monitoring, counter cross-border trafficking, contributing criminal investigations to decentralizing —key factors in reducing fragility in historically neglected regions), though broader system-level outcomes (e.g., overall prosecution rates or case throughput) remain partially evidenced.

5.2.1.3. Output 1.3 – Enhanced civil society and community oversight

The project effectively engaged communities and civil society in DTOC oversight. Achievements include:

- 3 national communication campaigns organized on the societal consequences of drug trafficking (target achieved) and 3 others in the pipeline ;
- 2 additional community policing mechanisms operational across boarder regions (5 in total), (existing: 1 in Bissau, 1 in Buba and 1 in Gabu and 2 additional: 1 in Quinhamel and 2 Cacheu) in which representatives of CSOS participated ;
- 42 participants engaged in Djumbai dialogue sessions, exceeding the target of >20 per session, with balanced gender representation (27 law enforcement: 7 men, 20 women; 15 CSO participants: 7 men, 8 women).

³⁰ Questionário de avaliação do Seminário sobre a situação da criminalidade económica e financeira na Guiné-Bissau . Data: 25 de outubro ; de 2023 – CENFOJ ;

³¹ Resultado do questionário pós-evento: Seminário de Formação em matéria de Branqueamento de Capitais
22 a 25 de Maio de 2023 – Hotel Royal Bissau ;

³² PBF DTOC Final Report 2025 ;

³³ Ibid ;

The OGDТ contributed substantively to the preventive and awareness-raising dimensions of the project under Output 1.3. It supported the successful implementation of 6 national communication campaigns and delivered drug prevention sessions within a 10-day youth formation initiative reaching 448 participants implemented by the National Youth Council in Bolama. These initiatives strengthened the project's preventive orientation and complemented enforcement-focused interventions. OGDТ contributed with technical input to awareness and prevention content and evidence-based messaging for communication campaigns.

ROSCEI played a complementary role under Output 1.3 by supporting community-level awareness, dialogue, and engagement activities. As a national civil society network, it contributed to the implementation of communication campaigns, participation in community policing mechanisms, and facilitation of dialogue between citizens and security institutions. Its involvement strengthened grassroots outreach and inclusivity—particularly among youth and women—thereby reinforcing the project's objective of enhancing community oversight and trust in rule of law institutions.

From an effectiveness perspective, ROSCEI's contribution strengthened grassroots implementation but remained largely supportive rather than strategic. Its comparative advantage—community outreach and education—was well utilized, though its potential advisory or policy voice, which would also contribute to improve the judicial outcomes, seems less formalized.

Afrique Enjeux (AFEX) is a development support organization based in Senegal (founded in 2002) that works to promote peace, social justice, good local governance, and economic development, particularly in the Senegambian cross-border region and Guinea-Bissau. By supporting communication initiatives and promoting informed reporting, AFEX enhanced transparency and contributed to an enabling environment for accountability. Its role complemented institutional capacity-building efforts by reinforcing public scrutiny and citizen awareness. However, its contribution was indirect in relation to outcome-level indicators and was not associated with specific quantitative targets within the project's results framework.

This output demonstrates strong effectiveness in promoting inclusive dialogue and awareness, though the long-term impact on community oversight and institutional accountability is still emerging.

5.2.1.4. Output 1.4 – Operationalization of the national anti-corruption strategy

Phase II made substantial progress in operationalizing anti-corruption and anti-money laundering efforts. The project met its quantitative target of 8 initiatives involving internal and external partners in the fight against corruption. These initiatives included:

- A year-long criminal investigation training programme for 96 new Judicial Police agents, strengthening investigative foundations;
- A structured qualification programme for 36 Ministry of Justice inspectors, focusing on anti-corruption and transparency standards;
- An anti-corruption mission in Bubaque (Bijagós) reaching 40 Public Order Police officers and 5 civil society representatives, with 15 women participating, marking the first comprehensive anti-corruption training delivered in this geographically isolated region;
- Participation in the African Regional Workshop on the Strategic Use of UN Human Rights Mechanisms for Anti-Corruption, enhancing exposure to international standards;
- A 10-day anti-money laundering workshop in September 2025 training 95 new Judicial Police agents on financial investigation methodologies.

Although outcome-level indicators, such as the percentage of corruption cases treated, remain pending, these initiatives demonstrate both geographic expansion (including remote regions) and institutional breadth (Judicial Police, Ministry of Justice inspectors, Public Order Police, and CSOs). Obtained results reflect significant effectiveness at the activity and output level, though measurable systemic change in corruption detection and prosecution is still in development.

5.2.2. Strategic partnerships

Phase II demonstrated strong effectiveness in fostering multi-level strategic partnerships:

- Nationally, it strengthened institutional coordination and revived cooperation mechanisms;
- Between state and non-state actors, it promoted inclusive dialogue and community engagement;
- Internationally, it catalyzed bilateral cooperation and mobilized substantial follow-on funding;
- Within global governance frameworks, it enhanced compliance and visibility.

At the national level, the project strengthened collaboration among key rule of law and security institutions, including The Public Prosecutor's Office, The Supreme Court of Justice, The Judicial Police, The Public Order Police, The Ministry of Justice and The Ministry of Territory Administration and Local Development.

The development and partial implementation of the National Integrated Plan to Combat Drug Trafficking and Organized Crime and the National Strategic Plan to Prevent and Protect Victims of Human Trafficking required multi-institutional coordination, which the project actively supported.

Notably, the project contributed to the establishment and consolidation of the National Commission of Borders (2025)³⁴, strengthening inter-ministerial coordination on border governance. Previously inactive coordination platforms were revitalized and operational collaboration between justice and security actors improved through joint training and dialogue. At baseline, two national coordination platforms—the Superior Council for the Coordination of Policing and Internal Security (COSIPOL) and the Transnational Crime Unit (TCU) Management Board—had been inactive since February 2020. Phase II of the project supported the restoration of coordination functions within these mechanisms and strengthened Guinea-Bissau's engagement in regional platforms such as Aircop, Waci, Giaba, and Arinwa. This contributed to improved inter-agency collaboration and cross-border cooperation in addressing DTOC.

At the international level, the CDTOC project has also supported strategic partnerships with the Community of Portuguese Language Countries (CPLP) partners and South-South cooperation, particularly with Brazil³⁵, fostering knowledge exchange and joint capacity-building initiatives to strengthen responses to drug trafficking and organized crime. In this way in 2024 it was enhanced bilateral cooperation between the Judicial Police of Guinea-Bissau and the Federal Police of Brazil, strengthening investigative collaboration and technical exchange.

The CDTOC project significantly strengthened Guinea-Bissau's engagement with other regional and global partners including: The 34th Session of the Commission on Crime Prevention and Criminal Justice (Vienna, May 2025)³⁶ which brought enhanced cooperation with Cabo Verde on the fight against trafficking and organized crime; Regional anti-corruption workshops; Cooperation within frameworks related to the UN Convention against Transnational Organized Crime. These engagements strengthened: alignment with international legal standards, knowledge exchange and peer learning and visibility of Guinea-Bissau's reform efforts. Participation in such I reinforced the country's integration into global governance mechanisms addressing organized crime and corruption.

One of the most significant strategic achievements was the mobilization of the USD 11 million³⁷ (see section 5.2.1.1), demonstrating donor confidence and institutional credibility generated through Phase II of the project. This demonstrates strong leveraging of PBF catalytic funding to attract follow-on investment.

However, while partnerships were actively facilitated and operationally effective, their long-term sustainability will depend on formalization within national policy frameworks (political commitment), continued financing (including domestic budget), and consistent inter-institutional engagement beyond project funding cycles.

The project also fostered partnerships between state institutions and civil society actors, particularly under Output 1.3. Collaboration involved: Rede de Organizações da Sociedade Civil para Educação na Guiné-Bissau (ROSCEI), Observatório Guineense da Droga e da Toxicodependência (OGDT) and Afrique Enjeux (AFEX), Through communication campaigns (6 implemented), Djumbai dialogue sessions (42 participants in one recorded session), youth outreach activities (reaching 448 youth), and anti-corruption training missions involving both police and CSO representatives, the project strengthened state–society engagement.

³⁴ PBF CDTOC 2025 Annual Report Final ;

³⁵ CDTOC Annual Report 2024 ;

³⁶ PBF CDTOC 2025 Annual Report Final ;

³⁷ Ibid ;

These partnerships increased inclusivity in DTOC responses, strengthened community policing mechanisms and fostered trust-building between security actors and communities, and while these linkages were operationally effective, their institutionalization within formal governance structures appears limited, suggesting the need for stronger formal accountability frameworks in future phases.

5.2.3. Peacebuilding efforts and results

Phase II of the CDTOC project in Guinea-Bissau contributed to peacebuilding by addressing the structural drivers of fragility linked to drug trafficking and transnational organized crime (DTOC). The project's interventions targeted institutional capacity, community engagement, and multi-level partnerships, thereby strengthening the rule of law and social cohesion.

Beyond the strategic alignment, the project contributed to peacebuilding objectives by strengthening the capacity of justice and security institutions to detect, investigate, and respond to illicit trafficking and related criminal activities. Through support to institutional capacity-building, infrastructure rehabilitation, training of judicial and security actors, and improved coordination mechanisms among relevant institutions, the project aimed to reduce governance gaps that enable illicit economic activity. It also contributed to enhancing border management and law enforcement presence in key geographic hotspots, thereby increasing state visibility and operational control in areas vulnerable to trafficking routes.

By improving the functioning of core justice and security institutions and reinforcing their ability to enforce legal frameworks, the project sought to limit opportunities for criminal networks to operate within institutional weaknesses. This, in turn, contributed to reducing incentives for corruption and reinforcing the credibility of public authority, both of which are essential conditions for sustained peace and state legitimacy.

5.2.4. Peacebuilding Outcomes and Reflections

The PBF continues to fund projects aimed at strengthening the justice and security sector, with an emphasis on creating robust, long-term national strategies. Phase II's peacebuilding achievements can be summarized as follows:

- Reduction of fragility drivers: strengthened institutions, improved investigative capacity, and better prosecution of DTOC cases;
- Enhanced social cohesion: inclusive engagement with communities, youth, and civil society improved trust and communication with state institutions;
- Institutional credibility and legitimacy: anti-corruption and anti-money laundering initiatives contributed to more transparent governance;
- Cross-sectoral and multi-level coordination: partnerships facilitated a coherent approach linking national, regional, and international actors.

5.2.5. Factors influencing the achievement and non-achievement of results

The achievement of results in Phase II was influenced by both internal and external factors that shaped efficiency and the depth of impact.

Under the coherence criterion, the project presents mixed performance, reflecting both efforts toward coordination and persistent structural fragmentation within the implementation architecture. While the intervention was designed as a joint initiative among multiple UN entities and national counterparts, strategic alignment and operational integration among implementing partners remained limited in practice.

In particular, the absence of a unified results and monitoring framework reduced the extent to which activities, outputs, and outcomes could be systematically tracked, compared, and aggregated across partners. This fragmentation resulted in parallel reporting lines and divergent monitoring tools, which constrained effective joint analysis, hindered learning, and limited adaptive management during implementation.

Although coordination mechanisms were in place, they were not sufficiently robust to ensure full programmatic coherence or to maximize synergies between interventions. As a result, coherence was achieved at the level of intent and design, but only partially realized at the level of implementation and results management.

Externally, implementation took place in the fragile political and institutional context of Guinea-Bissau, marked by chronic instability and limited state capacity. Delays in the disbursement of the fourth PBF tranche created funding uncertainty and required a no-cost extension, affecting temporal efficiency. Weak national data systems further limited impact measurement.

Overall, despite strong delivery under challenging conditions, coordination gaps, monitoring weaknesses and contextual volatility moderated efficiency and constrained the depth of measurable outcome-level (systemic) change.

5.3. Efficiency

Under OECD-DAC and PBF criteria, efficiency assesses the extent to which financial, human and technical resources were converted into results in a timely and cost-effective manner, taking into account the fragility context of Guinea-Bissau. The CDTOC project in Phase II demonstrates moderate efficiency, with strong delivery and conversion of outputs, but only moderate process efficiency due to weakened performance in timeliness and coordination.

Overall Efficiency Judgment – Phase II	
Phase II demonstrates:	
• High budget absorption • Strong output delivery • Tangible institutional strengthening • Evidence of outcome-level peacebuilding results	
Evidence of outcome-level peacebuilding results	
• Continued reliance on a no-cost extension • Late-cycle expenditure concentration • Coordination and monitoring limitations • Some structural inefficiencies in multi-agency implementation	

5.3.1. Budgetary Efficiency

Phase II of the PBF CDTOC project in Guinea-Bissau was implemented exclusively by UNDP and UNODC, with a total Phase II budget of USD 2.30 million (UNDP: USD 1.31 million; UNODC: USD 0.99 million, including 7% indirect costs). The phase was heavily influenced by the 10-month no-cost extension (NCE), which was necessary due to delayed project start caused by previous delays (phase I), political instability, and bureaucratic procedures.

However, similar to Phase I, expenditures were not evenly distributed across the implementation cycle, with a marked concentration of activities and financial absorption toward the latter part of the phase. This pattern was driven less by internal implementation dynamics than by significant delays in the disbursement of funds in 2024, which materially constrained early-stage execution and disrupted the planned implementation rhythm.

Once funds were eventually released, implementation accelerated rapidly, enabling the project to catch up and achieve near-full financial absorption. In this regard, the No-Cost Extension (NCE) should be understood primarily as a corrective response to externally induced financing delays rather than as an indication of poor planning or weak execution capacity alone.

From a financial absorption standpoint, efficiency was high, with almost complete budget execution achieved despite initial constraints. However, from a temporal efficiency perspective, performance was moderate, as implementation timelines were adversely affected by delayed disbursements, resulting in compressed delivery periods and reliance on corrective extension measures to ensure completion.

5.3.2. Cost-to-Output Relationship

Despite initial delays, Phase II demonstrates a strong conversion of financial inputs into measurable outputs (96 new Judicial Police agents recruited and trained (32 women, first recruitment in 14 years)³⁸, more than 1.200 justice and security actors trained, 2 additional border posts refurbished/equipped (including photovoltaic systems), construction of new Judicial Police headquarters in Bafatá, 6 national communication campaigns delivered, 8 anti-corruption initiatives implemented and 100% prosecution referral rate for investigated drug trafficking cases³⁹.

Given the scale of infrastructure investments, recruitment, and national-level reforms achieved within USD 2.3M, the cost-to-output ratio appears comparatively favorable in a fragile state context.

However, two efficiency caveats remain. Infrastructure responsibilities were divided between two agencies what created parallel procurement and monitoring processes and monitoring and evaluation systems were not fully operationalized early in the cycle, limiting real-time efficiency optimization⁴⁰.

5.3.3. Operational Efficiency

Operational efficiency improved in Phase II, but structural limitations persisted. Positive factors included the filling of required staff positions, the strong institutional integration of UNDP within the Ministry of Justice, and the harmonization of U'ODC's mandate, which facilitated technical coherence. Limitations included the vulnerability of implementation in a context of political instability; staff turnover at the coordination level in the early stages of the project lifecycle, which generated adaptation costs; very limited collaboration, which suggests a failure in the implementation of the United Nations' delivery-as-one approach, and the limited progress of legislative reforms which remain dependent on political processes beyond the project's control. The accelerated spending during the NCE suggests reactive management rather than proactive sequencing.

5.3.4. Efficiency in Achieving Outcome-Level Results

Phase II demonstrates stronger outcome-level efficiency than Phase I, as project investments translated into concrete institutional and behavioral changes within the justice and security sector. Key evidence includes the 2.6-ton cocaine seizure at Bissau Airport (2024), reflecting improved operational readiness and inter-agency coordination; the operationalization of the National Integrated DTOC Plan; the formal adoption of trafficking and gender-based violence (GBV) standard operating procedures⁴¹; and perception data showing that 61%⁴² of surveyed respondents consider the rule of law “very important” for national development.

These results indicate that Phase II moved beyond output delivery toward strengthening systemic functionality, institutional practices, and public confidence — suggesting a stronger conversion of financial inputs into structural outcomes. However, attribution should be treated cautiously, as major interdiction and perception shifts are also influenced by broader regional security dynamics and political developments. The project is best understood as a significant contributing factor within a wider reform and cooperation ecosystem.

5.3.5. Design Efficiency and Alternatives

The project design enabled the delivery of substantial outputs within the approved budget envelope, demonstrating sound financial discipline and cost control. No budget overruns were recorded, and planned activities were ultimately completed. However, process efficiency could have been optimized. The division of infrastructure responsibilities between implementing agencies likely generated parallel procurement, supervision, and reporting procedures, increasing transaction costs and administrative complexity. Greater centralization of construction management under a single agency with specialized expertise could have improved economies of scale and reduced coordination burdens.

³⁸ PBF CDTOC Final Report 2025

³⁹ Ibid ;

⁴⁰ KII Bissau ;

⁴¹ PBF CDTOC Final Report 2025 ;

⁴² Perception study. To gauge and understand public satisfaction within the Rule of Law and Security institutions to understand the root causes of the mistrust of the population in Guinea Bissau ;

In addition, monitoring and evaluation mechanisms were not fully activated at the outset of implementation. Earlier operationalization of M&E tools could have enabled more proactive tracking of progress, earlier identification of bottlenecks, and smoother expenditure distribution across the implementation cycle.

Finally, initiating procurement and recruitment earlier in the implementation cycle could have reduced delays, minimized the need for a No-Cost Extension (NCE), and prevented the clustering of activities toward the end of the project.

Overall, while the project demonstrated strong financial control, improvements in sequencing, coordination, and early-stage management could have enhanced overall process efficiency.

5.4. Sustainability

Under OECD-DAC and PBF criteria, sustainability assesses the likelihood that peacebuilding results will endure beyond the period of external funding, including the extent of institutional ownership, policy anchoring, financial viability, and resilience to political and contextual risks. In the fragile context of Guinea-Bissau, sustainability must be examined against structural constraints such as weak public financing, institutional volatility, and dependency on external assistance.

Moderately probable and supported by institutional entrenchment, investment in human capital, and follow-up programming, the durability of Phase II of the CDTOC project is limited by systemic fiscal and governance vulnerabilities inherent in the fragile context. The project established a solid institutional and operational foundation for long-term peacebuilding and the rule of law. However, its sustainability depends on sustained political will, the allocation of internal resources, and structured follow-up support.

Phase II of the CDTOC project demonstrates moderately strong sustainability at the institutional and structural levels, but continued vulnerability at the systemic level. Institutionally, the project embedded reforms within national frameworks rather than parallel structures. The operationalization of the National Integrated DTOC Plan, the adoption of trafficking and GBV standard operating procedures, and the strengthening of coordination mechanisms contribute to normative sustainability by integrating practices into official mandates. The recruitment and deployment of 96 new Judicial Police agents represents a long-term human capital investment that is likely to generate continued institutional returns beyond the project lifecycle.

Ownership is further reinforced through capacity transfer modalities—training, mentoring, technical advisory support, and procedural reform—that prioritize domestic leadership and gradual assumption of responsibilities by national counterparts.

Infrastructure investments—including the Model Police Station in Gabú, rehabilitated / refurbished border posts, and Judicial Police facilities—provide durable assets that reinforce territorial state presence and operational capacity. These structures are functional and replicable, offering a tangible legacy of the intervention.

Financial and programmatic sustainability is partially reinforced through the mobilization of a USD 11 million which signals donor confidence, national ownership, and continuity of reform efforts. National appropriation is also demonstrated through the government's financial contribution to the construction of the Judicial Police headquarters in Bafatá.

However, sustainability remains exposed to structural risks. State budget allocations for maintenance, equipment upkeep, and continued training remain limited. Civil society engagement, while operationally effective, is not yet fully institutionalized within governance systems. Persistent political instability and administrative fragility may undermine reform consolidation. Without sustained domestic resource commitment and continued strategic support, there is a risk that institutional gains—particularly infrastructure and technical capacity—could erode over time.

5.4.1. Sustainability of Results

Sustainability is closely linked to institutional resilience in a context characterized by political volatility and leadership turnover. The intervention contributes to sustainability through:

- Strengthening systemic functions (coordination, case management, oversight), not only individual competencies;

- Promoting procedural standardization consistent with international norms;
- Supporting accountability safeguards to mitigate corruption and criminal infiltration.

By focusing on structural capacities rather than ad hoc enforcement operations, the project enhances the durability of reform outcomes. However, sustainability risks remain linked to resource constraints and capacity for allocation, fiscal fragility, and potential political interference in justice and security institutions.

5.5. Coherence and Localization

The CDTOC project demonstrates strong normative coherence with international and regional legal frameworks addressing transnational organized crime. By reinforcing investigative capacity, prosecutorial effectiveness, inter-agency coordination, and accountability mechanisms, the project operationalizes commitments already undertaken at multilateral and regional levels. This reduces the risk of normative inconsistency and strengthens vertical coherence between global standards and national implementation.

The project is also complementary to broader peacebuilding, governance, and security sector reform (SSR) efforts implemented by international partners. Its focus on institutional strengthening—rather than parallel enforcement mechanisms—minimizes duplication and enhances programmatic complementarity within the rule-of-law ecosystem.

Coherence is strong, given the alignment with international conventions, regional frameworks, and complementary governance reforms, as well as the internally consistent integration of security and rule-of-law objectives. Internal coherence is also observed in the logical consistency of the intervention design and the absence of internal contradictions across objectives, outputs, and activities. The project integrates security, justice, and human rights dimensions within a single theory of change. Rather than addressing drug trafficking exclusively as a law enforcement issue, it situates organized crime within a broader governance and rule-of-law framework. This integrated design is coherent with the structural drivers identified in Guinea-Bissau: political fragility, institutional weakness, limited oversight, and exposure to transnational criminal networks.

Under peacebuilding and PBF principles, localization refers not only to national ownership in formal terms, but to the **meaningful transfer of agency, capacity, and decision-shaping influence to national and local actors**, including civil society organizations (CSOs), community networks, and frontline institutions. In Phase II, localization was reflected in concrete engagement with both state and non-state actors across implementation, dialogue, and institutional strengthening processes. Overall, the project shows moderate to strong localization, characterized by concrete collaboration with national actors, strengthened local capacity, and reinforced ownership, while acknowledging that long-term sustainability depends on continued domestic resource allocation and formalization of civil society roles within governance frameworks.

From a localization perspective, Phase II demonstrates:

- **Embedded institutional strengthening** rather than parallel systems;
- **Operational partnership with CSOs possessing community legitimacy**;

“There was a very significant gain, as the project helped the country and society better understand the scale of drug trafficking, organized crime, money laundering, and drug consumption. It also contributed to raising public awareness and reaching out directly to communities”. OGD.

- **Support to national training institutions (e.g., CENFOJ)** to sustain knowledge transfer;
- **Engagement of youth and women’s networks**, aligning with inclusive peacebuilding principles.

However, while engagement was substantive, full institutionalization of civil society participation within formal governance structures remains partial. Continued investment would be necessary to transform operational collaboration into structurally embedded participatory governance.

5.5.1. Engagement with Civil Society

The project moved beyond consultative engagement and worked directly with national CSOs that have operational legitimacy and community reach:

- **AFEX (Afrique Enjeux)** – engaged in awareness-raising and community-level mobilization, particularly with women and youth, contributing to gender-sensitive outreach on trafficking and crime prevention,
- **OGDT (Observatório Guineense da Droga e da Toxicodependência)** – supported in awareness, monitoring, and prevention activities related to drug use and trafficking, strengthening locally grounded expertise on demand-side dynamics. The CDTOC project supported the development of a new digital platform⁴³, website, internet connectivity, and institutional gap analysis, positioning it as a credible national actor for prevention, advocacy, and future programming;
- **ROSCEI (Rede Oeste Africana para Consolidação da Paz – Guiné-Bissau chapter)** – involved in dialogue facilitation and peacebuilding processes, reinforcing civil society participation in governance discussions,
- **AGLUCOMI (Associação Guineense de Luta Contra a Migração Ilegal)** – engaged in sensitization activities addressing trafficking and irregular migration risks at community level,
- **CENFOJ (Centro de Formação Judiciária)** – supported in training justice actors, embedding capacity development within national training institutions rather than relying exclusively on external expertise,
- **Comissão Nacional da Juventude** – involved in youth-focused awareness and engagement activities, recognizing the demographic most affected by drug consumption and vulnerability to organized crime.

Community policing mechanisms in the north region were also facilitated by 2 women from UNOWAS⁴⁴ with 27 participants from Public Order Police and 15 from participants CSOs.

These engagements reflect a localization approach grounded in **co-implementation and capacity reinforcement**, rather than parallel delivery structures. Civil society actors were not treated solely as beneficiaries but as operational partners contributing contextual knowledge, outreach capacity, and credibility within communities.

5.5.2. Support to National Institutions and Frontline Structures

Localization was equally visible in institutional strengthening of national security and justice bodies:

- **Comissão Nacional de Fronteiras** – supported in its establishment and consolidation, reinforcing national ownership over border governance and coordination mechanisms,
- **Polícia de Ordem Pública (POP)** – engaged through community policing initiatives and regional deployment, embedding reform practices within existing policing structures,
- **Polícia Judiciária (PJ)** – received infrastructure support, training, and operational reinforcement, including at regional level (e.g., Bafatá), strengthening investigative capacity within national systems,
- **Guarda Nacional (GN)** – engaged in border and territorial security strengthening activities,
- **Ministério da Justiça** – supported through capacity development, anti-corruption initiatives, and coordination mechanisms to enhance policy-level sustainability.

Importantly, infrastructure investments (model police stations, border posts, judicial facilities) were not standalone constructions but integrated within national command structures, thereby reinforcing state presence in underserved regions rather than creating project-dependent units.

5.6. Conflict sensitivity and Do no harm

Under OECD-DAC and UN peacebuilding standards, conflict sensitivity and the “Do No Harm” principle assess whether an intervention systematically analyzes conflict dynamics, mitigates risks of exacerbating tensions, and contributes to social cohesion rather than reinforcing divisions. In fragile contexts such as Guinea-Bissau this criterion is particularly critical.

Phase II was implemented amid chronic instability, including government reshuffles, attempted and actual unconstitutional changes of power, and fluctuating institutional leadership. Justice and security institutions operate within politicized environments where reforms may be perceived as benefiting particular factions or altering power balances. In such settings, support to law enforcement or border management carries inherent risks of unintentionally reinforcing exclusionary practices, politicization, or uneven territorial influence.

⁴³ <https://ogdt.gw/>;

⁴⁴ UNOWAS. United Nations Office for West Africa and the Sahel: <https://unowas.unmissions.org/en>;

The CDTOC project demonstrated several elements consistent with conflict-sensitive practice:

- **Institutional rather than individual engagement:** Support was directed toward formal institutions (Judicial Police, Public Order Police, Ministry of Justice, National Border Commission) rather than individual officeholders, reducing the perception of alignment with specific political actors,
- **Multi-stakeholder inclusion:** Engagement with civil society organizations helped balance state-centered security interventions with community perspectives;
- **Community policing and dialogue mechanisms:** By strengthening community policing structures and dialogue forums (Djumbais), the project sought to mitigate potential mistrust between citizens and security forces, reducing the risk that strengthened enforcement capacities would alienate communities,
- **Gender and human rights integration:** Embedding due process, GBV prevention, and human rights principles into training curricula contributed to safeguarding against abusive or discriminatory practices within strengthened institutions.

These measures indicate that the project did not pursue a purely securitized approach but attempted to integrate accountability and community engagement safeguards.

Conflict sensitivity was also reflected in adaptive management during periods of restricted access to authorities and institutional uncertainty. Implementation adjustments, phased infrastructure handovers, and continued technical-level engagement helped maintain neutrality and avoid exacerbating tensions during politically sensitive periods.

However, limitations should be acknowledged. High turnover in leadership and uneven institutional absorptive capacity created risks to continuity and internal cohesion within supported institutions. Moreover, infrastructure investments in certain regions—while justified on operational grounds—required careful communication to avoid perceptions of geographic favoritism or exclusion.

There is no evidence that the project directly aggravated existing conflict drivers. On the contrary, its focus on rule of law, anti-corruption, border governance, and community engagement aligns with structural peacebuilding objectives aimed at reducing fragility. The integration of youth engagement and civil society participation further contributed to social inclusion rather than reinforcing elite-centered security reform.

Nevertheless, long-term conflict sensitivity depends on sustained institutional accountability and equitable service provision. In contexts where state institutions are historically mistrusted, strengthened enforcement capacities must continue to be balanced with transparency, oversight, and inclusive participation to prevent unintended negative effects.

5.7. Catalytic impact

Under PBF evaluation standards, catalytic impact is demonstrated where a project (i) removes structural bottlenecks, (ii) institutionalizes reforms, (iii) mobilizes additional political or financial leverage, and (iv) produces sustained systemic change beyond direct outputs.

Phase II demonstrates catalytic impact across institutional, financial, and structural dimensions. At outcome level, the progression from only two major drug cases adjudicated in 2020 to 100% of investigated cases (10) being prosecuted and referred to court indicates a procedural shift in investigation–prosecution continuity. This suggests that capacity-building efforts translated into improved case handling rather than remaining limited to training outputs. The project also exceeded its resource mobilization target, directly contributing to the mobilization of additional USD 11 million allocated to the EU funded Justice Sector Reform project and the future Joint Programme supporting Rule of Law and Security in Guinea-Bissau (2026–2029), representing a clear case of financial leverage beyond the initial PBF allocation.

At output level, catalytic effects are visible in the institutionalization of the National Integrated Plan to Combat Drug Trafficking and Organized Crime and the Strategic Plan on Human Trafficking, both adopted and partially implemented. Reactivation and expansion of cooperation mechanisms—including international cooperation

with Brazil—reduced institutional fragmentation. Infrastructure investments (rehabilitation of six border posts, installation of solar energy systems, and creation of a model police station in Gabu) strengthened the state’s territorial enforcement capacity in a durable manner. Community policing mechanisms increased from three to six, and anti-corruption initiatives expanded nationwide, embedding oversight and integrity practices. Taken together, Phase II moved beyond isolated activities and contributed to strengthening systemic coordination, operational continuity, and institutional resilience against drug trafficking and organized crime, meeting key PBF catalytic impact criteria.

The project played a significant catalytic role in strengthening existing institutional capacities, operational practices, public trust and national and international cooperation. A special recognition was made by INTERPOL to the government of Guinea-Bissau for its efforts on addressing DTOC⁴⁵. Strategic partnerships at cross-sectoral levels were also created thanks to project support to fight against drug trafficking and transnational organized crime (DTOC). These partnerships contributed to reinforcing coordination, mobilizing resources, and embedding Guinea-Bissau’s response to DTOC within broader regional and international frameworks.

5.8. Gender equality and inclusion

In Guinea-Bissau, structural gender inequality and historically low female representation in leadership positions⁴⁶ continue to shape public institutions particularly within the justice and security sectors⁴⁷. The CDTOC Phase II project integrated gender and inclusion as both a cross-cutting and institutional reform dimension but with some limitations. Project Gender Marker:1⁴⁸.

Gender considerations were not confined to ad hoc activities but embedded within operational frameworks, an important marker under gender evaluation standards. While some institutional spaces continued to reflect structural male dominance—limiting equal participation in certain activities—the project’s approach contributed to gradual normalization of women’s presence in professional training environments traditionally dominated by men.

Although women remain underrepresented in strategic and operational roles, the project made measurable efforts to expand their participation and influence. Phase II alone supported training and capacity development for 747 women, reflecting a deliberate effort to expand women’s access to professional development within the justice and security ecosystem⁴⁹. In 2025 alone, 152 women⁵⁰ from security institutions, law enforcement agencies, the Ministry of Justice and Human Rights, and other justice bodies actively participated in targeted capacity-building initiatives. These activities addressed not only technical aspects of drug trafficking and organized crime investigations but also human rights, gender equality, and GBV, thereby strengthening both operational competence and gender sensitivity. Additionally, 32 women were recruited among 96 new Judicial Police agents, representing a tangible—though still partial—shift toward improved female representation in operational roles.

Importantly, the impact of these efforts extended beyond participation figures. A concrete institutional shift is reflected in the revision of the Public Order Police’s Standard Operating Procedures (SOPs), which now include provisions on the prevention of GBV representing a qualitative step toward sustainability. This signals movement from gender awareness to gender institutionalization within law enforcement practice.

Beyond institutional work, the project also supported broader social inclusion through youth engagement: 164 women participated in the 10-day “Youth University” programme (out of 448 participants), covering areas such as entrepreneurship, financial literacy, gender empowerment, and drug prevention. This dual focus—strengthening women’s roles within state institutions while empowering young women at community level—demonstrates an incremental but structural approach to gender inclusion. While systemic gender disparities

⁴⁵ PBF CDTOC project report 2025. Final report and KIs ;

⁴⁶ For example, women’s representation in the National Assembly has hovered around 11 %–13 %, with similar low participation in the judicial branch, and discrimination against women is entrenched in both formal state institutions and traditional justice practices. This structural underrepresentation limits women’s access to positions of authority and decision-making across government and the justice sector. ;

⁴⁷ UN PBF. Final Evaluation Report – Placing Women at the Center of Justice Reform (UN PBF);

⁴⁸ <https://gendercoordinationandmainstreaming.unwomen.org/gender-marker-implementation-peacebuilding-fund-pbf> ;

⁴⁹ PBF CDTOC project report 2025. Annual report;

⁵⁰ PBF CDTOC project report 2025. Annual report;

remain deeply embedded in Guinea-Bissau's political and institutional culture, the project contributed to expanding women's technical capacity, visibility, and normative recognition within security and justice reform processes. However, additional efforts should be made to apply a transformative gender perspective, enabling women to actively participate and have their interests adequately represented in programmatic efforts.

6. Conclusions and lessons learned

6.1. Conclusions

The Phase II final evaluation finds that the CDTOC project delivered substantial and strategically relevant results in a highly fragile and volatile context. Operating amid chronic political instability, institutional turnover, and funding uncertainties, the project maintained strong operational delivery and reinforced core justice and security structures addressing drug trafficking and transnational organized crime.

Across evaluation criteria, performance can be summarized as follows:

- **Relevance: Strong.** The project directly addressed documented population needs related to insecurity, drug trafficking, weak justice institutions, and limited state presence in border and rural areas. Its alignment with state needs and civil society concerns and community-level vulnerabilities confirms contextual appropriateness,
- **Effectiveness: Strong** at output level; moderate at emerging outcome level. Quantitative targets were largely met or exceeded (prosecution rates, infrastructure delivery, training outputs, institutional plans adopted). However, systemic transformation—particularly in corruption case treatment and broader deterrence effects—requires longer-term measurement,
- **Efficiency: Moderate to strong.** Financial execution reached 100%⁵¹, with full execution by UNDP and UNODC. While output delivery was cost-effective and adaptive management was evident, delays in disbursement, baseline weaknesses, and coordination gaps reduced process efficiency,
- **Sustainability: Moderate.** Institutional frameworks, infrastructure investments, SOP adoption, and a USD 11 million follow-on programme provide a solid foundation. However, sustainability risks remain due to weak domestic resource allocation, limited maintenance capacity, and partial institutionalization of civil society participation,
- **Gender Equality and Inclusion: Moderate.** Gender-sensitive training, institutionalization of GBV-responsive procedures, recruitment of women into justice institutions, and youth empowerment initiatives reflect tangible progress. Structural gender inequalities persist, but incremental institutional change is evident,
- **Coherence: Strong.** Clear alignment with international and regional legal frameworks and complementarity with broader peacebuilding and governance reforms shows external coherence. Internal coherence is equally evident in the logical consistency of its objectives, outputs, and activities, which integrate security, justice, and human rights within a unified theory of change. While sustainability will depend on continued national ownership and resource allocation, the intervention presents a coherent and strategically aligned contribution to strengthening the rule-of-law framework,
- **Localization: Moderate.** Engagement with national institutions and civil society organizations (including OGD, AFEX, ROSCEI, AGLUCOMI, CENFOJ, National Youth Council) reflects meaningful partnership rather than parallel implementation. However, long-term localization depends on formalizing civil society roles and strengthening state ownership through domestic financing,

⁵¹ PBF CDTOC 2025 Final Financial Report ;

- **Conflict Sensitivity and Do No Harm: Moderate to strong.** The project maintained institutional neutrality, integrated human rights safeguards, and supported community-oriented policing, reducing the risk of reinforcing conflict drivers in a politically volatile environment.

Overall, Phase II successfully consolidated institutional foundations for longer-term rule of law strengthening. While systemic transformation remains gradual and context-dependent, the project established credible platforms for sustained reform.

While the two-phase structure allowed for adaptive programming and iterative learning, the evaluation suggests that a longer-term, unified programme framework might have better supported institutional ownership and sustainability. In fragile environments such as Guinea-Bissau—characterized by high political turnover, administrative discontinuity, and weak institutional memory—short project cycles can limit the depth of reform consolidation. A multi-year, programmatic approach could have enabled stronger embedding of systems, gradual capacity transfer, and more predictable financing aligned with institutional absorption capacity.

At the same time, phased programming is not inherently inappropriate in volatile contexts. On the contrary, shorter operational cycles can provide flexibility to adjust to political transitions and shifting governance configurations. In contexts marked by frequent governmental changes, adaptive sequencing and reformulation can help maintain relevance and operational continuity. The key lesson is therefore not necessarily the duration alone, but the balance between flexibility and long-term institutional anchoring.

Future interventions in similarly fragile settings may benefit from a hybrid model: a long-term strategic framework with phased, adaptable implementation windows, ensuring both responsiveness to political shifts and sustained institutional consolidation.

6.2. Key Lessons learned

Lessons learned from Phase 2 of the CDTOC project emphasize the necessity of balancing technical institutional support with community-based trust-building in a highly volatile political environment.

1. Coordination and Strategic Alignment

Transnational Synergy: Combatting organized crime is most effective when local efforts are integrated into regional investigations and exchange networks. Investigative forums involving Lusophone partners (Portugal, Brazil, and Cape Verde) directly contributed to record drug seizures, such as the 2.6 tons of cocaine at Bissau airport in 2024⁵².

Legislate Early and Locally: Supporting national legislative frameworks is effective but must be initiated at the start of a project and involve national academic professionals (e.g., the Bissau Law School) to ensure the effectiveness and application of the laws. The inclusion of Women Led Organizations (WLOs) and Women Rights Organizations (WROs) ensures respect of Women's Rights and perspectives and allows the application of the national and international legal commitments adopted by the country (CEDAW)⁵³.

2. Institutional Strengthening and Motivation

A global approach that combines infrastructure construction (e.g., model stations and border posts) with technical training acts as a powerful motivation booster for law enforcement agents who previously lacked basic working conditions.

Maintain a healthy flow of recruits: Phase 2 demonstrated that addressing long-term structural gaps—such as the 14-year pause in Judicial Police recruitment—by recruiting and training 96 new agents is essential for institutionalizing technical investigative skills.

Catalytic Government Ownership: The project learned that providing high-quality initial infrastructure can encourage national catalysis, such as the Ministry of Justice investing its own supplementary funds to expand the Bafatá Judicial Police headquarters⁵⁴.

⁵² CDTOC Annual Report 2024 ;

⁵³ CEDAW: Convention on the Elimination of All Forms of Discrimination Against Women.

⁵⁴ PBF CDTOC Final Report 2025 ;

3. Community Engagement and Trust

Proximity Policing Transforms Trust: The shift from a repressive to a proximity policing model (as seen at the Gabu Model Police Station) is the most successful way to restore the social contract, with 72% of residents now expressing trust in local police⁵⁵.

Cultural Sensitivity in Trafficking: Addressing the trafficking of Talibé children requires a sensitive, community-based approach involving Koranic masters and religious leaders through dialogue and "Codes of Conduct" rather than purely judicial methods as the project demonstrated. Accompanying these children until the end of their studies is fundamental (18 children⁵⁶ have finished their secondary studies with project support and wish to enter university; it would be a loss of opportunity for them and a failure of the long-term project if they are now left behind).

Empowering CSOs for Behavioral Change: Working through established CSOs remains the most effective strategy to achieve the long-term behavioral changes required to detect illicit activities at the grassroots level. They need to be further engaged in a more strategic way.

4. Project Management and Efficiency Gaps

Concentrating Specialized Tasks: Dividing similar tasks, such as civil construction, between two different UN agencies (UNDP and UNODC) was found to be ineffective. Evaluation lessons suggest such efforts should be concentrated in a single agency to avoid operational entropy and administrative delays.

Monitoring and Baseline Continuity: A key lesson from Phase 2 is the need to provide and establish common baselines for all partners as well as robust monitoring frameworks with indicators based on the results of previous interventions.

Operational Resilience: Supporting national institutions at a technical and operational level rather than just a high political level proved to be a superior strategy for facing periods of "institutional blackout" caused by the country's chronic political crises.

Addressing Gender Structurally: The evaluation found that a low gender marker (1) reflected a lack of a structured approach to gender inequality. Future learning suggests moving beyond simple data disaggregation to implement structural measures for the recruitment and promotion of women within security forces

7. Recommendations

1. To the Government of Guinea-Bissau

- a. **Formalize inter-agency coordination:** Adopt binding protocols and standard operating procedures for case referral, joint investigations, and information-sharing between police, prosecutors, and judicial authorities to institutionalize gains made under the project,
- b. **Allocate domestic resources:** Establish dedicated budget lines for specialized investigation units, prosecutorial functions, and oversight bodies to reduce dependency on external funding. It should also have a budget line for the operation and maintenance of the facilities that have been built, rehabilitated and equipped. There should be an inventory of the state of its security and justice infrastructure and the establishment of clear priorities that must be progressively supported by the state and its development partners. There needs to be a clear strategy and an associated work plan over time to guide this work,
- c. **Institutionalize civil society participation:** Create a formal consultation and dialogue mechanism with CSOs on justice, anti-corruption, and organized crime prevention, including periodic policy consultations and structured information-sharing,
- d. **Strengthen transparency mechanisms:** Publish periodic summaries of organized crime case statistics (investigations, prosecutions, convictions, asset seizures) to reinforce public accountability and trust building on existing mechanisms (OGDT).

⁵⁵ PBF CDTOC Annual Report 2024 ;

⁵⁶ KIIs Bissau ;

2. To UN Implementing Partners (UNDP, UNODC, IOM)

- a. **Transition from training to embedded mentoring:** Prioritize on-the-job advisory support and phased handover strategies to ensure that capacities built are retained institutionally,
- b. **Develop a sustainability and exit strategy early:** Co-design with national counterparts a clear roadmap for absorption of functions, including staffing, financial commitments, and institutional anchoring,
- c. **Measure institutional performance, not only outputs:** Track indicators such as inter-agency case referrals, prosecution rates, financial investigation usage, and oversight actions to assess systemic change,
- d. **Strengthen integration with governance reforms:** Ensure future programming links organized crime responses with anti-corruption, public administration reform, and human rights oversight frameworks including women's rights,
- e. **On the operational side:**
 - i. Work under a unified results framework,
 - ii. ensure strong collaboration among UN agencies,
 - iii. consolidate technical and construction responsibilities under a single agency to reduce overlap and improve operational coherence,
 - iv. strengthen centralized coordination mechanisms between agencies, including regular joint planning and reporting,
 - v. reinforce M&E systems and real-time monitoring to better track outputs and adjust implementation strategies,
 - vi. Plan project phases with flexible timelines and contingency for external shocks, including political instability and other crises ex. health).

3. To the Peacebuilding Fund

- a. **Link funding to sustainability benchmarks:** Require evidence of government budget commitments, policy formalization, and institutional anchoring of supported mechanisms before approving follow-on phases,
- b. **Prioritize joint and integrated programming:** Continue incentivizing projects that bridge security, justice, governance, and human rights dimensions,
- c. **Set measurable localization targets:** Include clear indicators for civil society participation, national leadership in implementation, and progressive transfer of responsibilities,
- d. **Encourage phased co-financing models:** Introduce gradual cost-sharing arrangements to strengthen domestic ownership and long-term sustainability,
- e. **Promote exclusive project teams:** minimizing role duplication and the use of a focal point model. The project team must be dedicated solely to the project and must work together seamlessly.

4. To Civil Society Organizations

- a. **Formalize coordination platforms:** Establish or strengthen coalitions working on rule of law, anti-corruption, and community security to increase collective advocacy impact and policy influence,
- b. **Engage in structured policy dialogue:** Proactively seek regular engagement with relevant ministries and parliamentary committees to contribute evidence-based recommendations on justice and governance reforms,
- c. **Strengthen monitoring capacity:** Develop tools for community-level monitoring of justice sector performance, including trial observation, budget tracking, and reporting on accountability gaps,
- d. **Diversify funding sources:** Reduce reliance on single-project funding by pursuing partnerships, regional networks, and domestic resource mobilization strategies to enhance sustainability and independence.

5. To other donors:

- a. Donors should **agree on a common theory of change** and shared outcome indicators for organized crime and rule-of-law reform. A harmonized results framework reduces

fragmentation, strengthens accountability, and ensures collective focus on systemic change rather than isolated activities,

- b. Given political fragility and evolving criminal dynamics, donors should **allow flexible reallocation** within agreed objectives while maintaining strong performance monitoring.

The PBF could consider presenting the results of this evaluation to project stakeholders so that they can take ownership and implement the recommendations in a concerted manner, and thus also be accountable to the populations for the support provided and take the opportunity to gather their considerations to define possible future support.

Summary of Recommendations

Category	Priority	Recommendation	Key Actions	Stakeholder(s)
Institutional	High	Formalize inter-agency coordination	Adopt binding SOPs for case referrals, joint investigations, and information-sharing across police, prosecutors, and judiciary	Government of Guinea-Bissau
Strategic	High	Increase domestic resource allocation	Create dedicated budget lines; fund operation and maintenance of infrastructure; develop infrastructure inventory and phased investment plan	Government of Guinea-Bissau
Institutional	Medium	Institutionalize civil society participation	Establish formal consultation platforms; ensure regular policy dialogue and information-sharing	Government of Guinea-Bissau
Operational	Medium	Strengthen transparency and accountability	Publish periodic data on investigations, prosecutions, convictions, and asset recovery with the support of the Observatory	Government of Guinea-Bissau
Operational	High	Shift to embedded mentoring	Provide on-the-job advisory support; implement phased handover strategies	UN Implementing Partners
Strategic	High	Develop sustainability and exit strategies	Co-design transition plans including staffing, financing, and institutional anchoring	UN Implementing Partners
Institutional	High	Strengthen inter-agency coordination (UN level)	Establish regular joint planning, reporting, and centralized coordination mechanisms. Work together and deliver as one	UN Implementing Partners
Operational	Medium	Improve implementation efficiency	Consolidate technical/infrastructure roles under a lead agency and a unique logical framework; strengthen real-time M&E systems inclusive of CS	UN Implementing Partners
Strategic	Medium	Integrate governance reforms with a gender transformative approach	Link organized crime programming (based on a gender sensitive conflict analysis) with anti-corruption, public administration, and human rights frameworks	UN Implementing Partners
Strategic	High	Link funding to sustainability benchmarks	Require evidence of national ownership (budget, policies, institutions) before follow-on funding	Peacebuilding Fund
Strategic	Medium	Promote integrated programming	Prioritize cross-sectoral approaches across justice, security, and governance	Peacebuilding Fund
Operational	Medium	Introduce co-financing mechanisms	Gradually increase government cost-sharing arrangements	Peacebuilding Fund

Category	Priority	Recommendation	Key Actions	Stakeholder(s)
Institutional	Medium	Strengthen localization	Set targets for civil society participation and national leadership	Peacebuilding Fund
Institutional	Medium	Strengthen CSO coordination platforms	Build or reinforce coalitions to enhance advocacy and policy influence	Civil Society Organizations
Operational	Medium	Enhance monitoring capacity	Develop tools for trial observation, budget tracking, and accountability reporting	Civil Society Organizations
Strategic	Low	Diversify funding sources	Expand partnerships, regional networks, and domestic resource mobilization	Civil Society Organizations
Strategic	High	Harmonize donor frameworks	Agree on shared theory of change and common indicators	Donors
Operational	Medium	Enable adaptive programming	Allow flexible reallocation within objectives with strong performance monitoring	Donors

Interpretation

- High-priority recommendations (7 total) are concentrated among the Government and UN Implementing Partners, reflecting the critical need to consolidate institutional gains, ensure sustainability, and address coordination and capacity gaps.
- The UN system carries the largest share of high-priority actions (3), particularly related to sustainability planning, coordination, and capacity retention—indicating that implementation modalities remain a key determinant of effectiveness.
- The Government’s high-priority actions (2) focus on structural reforms (coordination and domestic financing), highlighting that long-term impact depends on stronger national ownership.
- Medium-priority recommendations (10) are more evenly distributed, particularly across the Peacebuilding Fund and Government, pointing to necessary but incremental improvements in transparency, integration, and operational efficiency.
- Civil society recommendations are mostly medium to low priority, suggesting that while their role is important for accountability and sustainability, it is more complementary than system-driving in the short term.
- The limited number of low-priority recommendations (1) reflects a generally focused and action-oriented set of proposals, with most requiring attention in the short to medium term.

8. Annexes

8.1. Terms of Reference

Terms of Reference (ToR) – International consultancy for Final Evaluation of a Peacebuilding Fund-funded Project.

a. Project:

Project Title: Strengthening the Justice and security sector response to drug trafficking and transnational organized crime to reduce insecurity in Guinea-Bissau.

Country: Guinea-Bissau

Project Code: 00119444 / 00119136

Project Duration: 02 January 2020 – 01 December 2025 (5.11 years)

Evaluation Period: 20 days between 01 December 2025 and 15 February 2026

Type of Contract: International and National Consultant or Evaluation Firm

Project Web link: <https://mptf.undp.org/project/00119444>

1. Background

Guinea-Bissau is emerging from cycles of instability and power struggles that have weakened State institutions and the social contract. In that scenario, added to informal economy and lack of economic opportunities, transnational organized crime (TOC) flourish, becoming a determinant driver of conflict, being at the same time cause and consequence of political instability and corruption in the country.

Since early 2000s, the country has become associated with high levels of illicit activity, particularly drug trafficking. The 2019 Conflict Analysis of the United Nations in Guinea-Bissau classified drug trafficking and organized crimes (DIOC) as one of the three main drivers of instability in the country and categorized it as one of the eight major peacebuilding priorities.

The illicit economy has been a key contributor to influencing political instability in the country. Unprecedented illicit profits from organized criminal activity and persistent precarious economic growth generate few incentives for a segment within the civilian and military authorities to comply with rule of law, human rights, and good governance standards, which are imperative for achieving structural and institutional changes to firmly engage in agreed reforms in justice, administration, or security sectors.

Weak and dysfunctional justice and security institutions contribute to aggravate and perpetuate impunity and state weakness, including impairing the ability of the State to extend public services within its boundaries and provide effective security and judicial system response to illegal activities

Corruption fuels the culture of impunity and erodes the rule of law, the social contract, the accountability, and even legitimacy of State structures in Guinea-Bissau. The root causes of Guinea-Bissau's chronic political instability have been the object of thorough analytical scrutiny by the United Nations System.

All analyses converge to recognize the reality of a complex, intertwined web of numerous factors and causalities underpinning Guinea-Bissau's structural fragility and proneness to cyclical conflicts. Multiple repercussions range from: (i) corruption and the prevalence of an entrenched culture of impunity – generating in turn a profound mistrust in State institutions, subsequently fueling a widening chasm between Guinea-Bissau's political and military elite and the broader population; to (ii) increasing drug consumption phenomena, not only affecting individual lives and families, but also entire communities (in a context of under-resourced healthcare services, ill-equipped to face growing demands for drug treatment and care), and eventually, any real prospects for long-term, sustainable development. Regarding gender aspects, transnational organized crime, including drug trafficking, impacts both men and women.

As a response to these challenges, the Peacebuilding Secretariat funded from January 2020 to December 2025 the project “Strengthening the Justice and security sector response to drug trafficking and transnational organized crime to reduce insecurity in Guinea-Bissau”, jointly implemented by UNDP, UNODC, and IOM in Guinea-Bissau.

The project aimed to support governance on justice and security, strengthening the national policy architecture and the institutions in the two dimensions to combat drug trafficking, trafficking in persons, transnational organized crime, and corruption. Through the project, capacity-building activities and strategic interventions were implemented to create and/or reinforce the capacities of the law enforcement agencies, financial crime investigation authorities, civil society organizations, and justice sector institutions, addressing the scope of the project in a multifront strategy throughout its length.

This project contributes to the UN Peacebuilding Fund (PBF) and aligns with SDG 16. It is framed within the Conflict Analysis and the Peacebuilding Priorities 4⁵⁷ and 5⁵⁸ validated by the government in November 2020 and incorporated into the United Nations Sustainable Cooperation Development Framework (UNSCDF) between Guinea-Bissau and the United Nations (2022-2026) signed by the Government in August⁵⁹ 2021. It is also based on UNDP's CPD 2022-2026 particularly the output 1.3⁶⁰ as and takes into consideration the United Nations Global Focal Point (GFP) arrangements for the Rule of Law. The outcome and outputs of the proposal are aligned with national priorities as defined in the National Integrated Strategic Plan to fight DTOC and Risk reduction (2020-2026 Guinea-Bissau's NISP), the National Anti-Corruption Strategy (2022-2030), the Justice Programme Reform (2015-2019) and in the National Development Programme (2020-2023) adopted by the Government and aligned with the 2030 Agenda for Sustainable Development Goal through SDG 3 (Good health and Well-Being), SDG 5 (Gender Equality) and SDG16 (Peace, Justice and Strong Institutions). For detailed context and project documents, refer to hyperlink: <https://mptf.undp.org/project/00119444>.

As the project is also coming to an end, the Project team and PBF is launching the final evaluation of the project.

2. Purpose and Objectives of the Evaluation

The final evaluation will assess the projects' overall relevance, effectiveness, efficiency, coherence, sustainability, and peacebuilding impact. It will provide accountability to stakeholders and inform future programming on human rights and peacebuilding in Guinea-Bissau. Assess the projects' catalytic impact, including its role in unblocking political dialogue processes, and evaluate its time-sensitivity in addressing potential conflict factors while preventing conflicts by enhancing human rights protection system in the country.

Primary Intended Users: UN agencies, national counterparts, civil society actors, PBF donors, and the Evaluation Reference Group.

Specific Objectives:

- Assess the project's relevance and alignment with national priorities, conflict dynamics, and peacebuilding needs.
- Evaluate effectiveness in achieving outcomes related to human rights, institutional reform, and peacebuilding.

⁵⁷ Support the Government of Guinea-Bissau in its fight against drug trafficking and transnational organized crime through capacity-building and advisory assistance for an effective implementation of its National Strategy Plan and the introduction of innovative approaches, among which (i) the provision of high-caliber mentoring services to key Criminal Justice institutions, including through the investigation, prosecution and Case progression and management of actual cases; (ii) the strengthening or creation of oversight and accountability mechanisms, and (iii) the proactive, UN System-wide promotion of a conducive political environment, shielded from the nefarious influence of drug trafficking / transnational organized crime networks and their facilitators.

⁵⁸ Strengthen judicial capacity and the national human rights protection system to effectively address impunity, promote and protect human rights, including through the adoption of a national policy on human rights, a strategic plan to combat impunity, the adoption of human rights responsive legislation and the establishment of a national human rights institution in compliance with the Paris Principles by providing technical assistance to state institutions to implement the reforms, and support the government to ratify the international human rights treaties.

⁵⁹ Output 1.5 A culture of independence and integrity across the judicial system, including through the strengthening of accountability mechanisms, is fostered and the reforms of the justice sector and law enforcement authorities are supported to reduce impunity and fight against drug trafficking, transnational organized crime and prevent violent extremism, and fight corruption.

⁶⁰ Enhanced access to justice and strengthened capacities for national authorities and CSOs to fight impunity and corruption and ensure the rule of law.

- Examine implementation efficiency, including coordination among UN partners.
- Determine sustainability of results and institutional capacities.
- Assess coherence with other peacebuilding and human rights efforts.
- Evaluate integration of gender, youth, and conflict sensitivity.
- Identify catalytic impacts and lessons learned for replication or scale-up.
- Generate actionable recommendations for future programming and national ownership.

3. Scope of the Evaluation

The evaluator will examine the project's implementation process and peacebuilding results, drawing upon the projects's results framework as well as other monitoring data collected on the project outputs and outcomes as well as context. Evaluation questions are based on the OECD DAC evaluation criteria as well as PBF-specific evaluation criteria, which have been adapted to the context. Evaluator(s) should ensure that evaluation of the peacebuilding results is the main line of inquiry. Peacebuilding projects frequently employ approaches that work through thematic areas that overlap with development or humanitarian goals. An evaluation of peacebuilding projects, however, must include not only reflection on progress within the thematic area but the degree to which such progress may or may not have contributed to addressing a relevant conflict factor.

The evaluation should also assess the project's theory of change, which is:

If:

- the capacities of the institutions responsible to develop policy and legal frameworks against drug trafficking, transnational organized crime, terrorism money laundering and corruption are improved;*
- the technical capacity of criminal justice officials to investigate, prosecute and adjudicate money laundering, drugs trafficking and serious crimes through the improvement of infrastructures, equipment, and mentoring are strengthened;*
- coordination and communication mechanisms, within and outside the country, and general operational capacity through training, equipping, and mentoring are improved;*
- the criminal security and justice sector systems with specialized teams capable to effectively combat criminality and increased overall internal security and stability are reinforced;*
- CSO contribution in fighting against DTOC and corruption is ensured through a gender community-based approach to crime prevention;*
- Political accountability is ignited as a result of a change in the cultural norms;*

Then:

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

Thus,

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

Because

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

4. Evaluation Criteria and Key Questions

The evaluation will be guided by OECD-DAC criteria and PBF-specific dimensions:

Relevance

- Was the project aligned with national human rights, justice and security priorities, conflict drivers, and peacebuilding entry points?
- Did the theory of change remain valid and contextually grounded?

Effectiveness

- To what extent did the project achieve its intended results?
- What positive systemic changes can be attributed to project interventions?

Efficiency

- Were financial, human, and operational resources used strategically and economically?
- Were coordination mechanisms among implementing agencies effective?

Sustainability

- Are results and benefits likely to be sustained beyond project completion?
- Were national capacities and ownership built adequately?

Coherence & Localization

- Was the project complementary to other peacebuilding and human rights initiatives?
- How effectively did it engage national and local actors?

Conflict Sensitivity & Do No Harm

- Did the project consider conflict risks and mitigate potential harms?
- Was it adaptive to evolving political and social dynamics?

Catalytic Impact

- Did the project lead to follow-on initiatives, policy changes, or institutional shifts?

Gender Equality and Inclusion

- To what extent were gender equality, youth empowerment, and disability inclusion mainstreamed?

5. Methodology

The evaluation will apply a mixed-methods, participatory, and conflict-sensitive approach:

Data Collection Data collection will include gender-disaggregated surveys:

- Desk review of project documents, legal texts, training materials, and reports
- Semi-structured interviews with UN staff, government partners, CSOs, and HRDs
- Focus group discussions with women, youth, and vulnerable groups including persons with disabilities.
- Field visits to project locations (security permitting)
- Perception surveys and stakeholder mapping

Frameworks:

- Human rights-based and gender-responsive evaluation frameworks
- Theory of Change validation
- UNEG Ethical Guidelines and Do No Harm/Leave No One Behind principles

Limitations and Risks:

- Access limitations in remote or insecure areas

- Response bias in politically sensitive interviews
- Gaps in baseline data
- Mitigation: triangulation, anonymized data collection, remote interviews where needed

6. Deliverables and Timeline

Deliverable	Deadline	Payment (%)
Inception Report (including evaluation matrix, tools, ethics protocol)	01 December 2025	20%
Field Data Collection & Validation	20 December 2025	10%
Draft Evaluation Report	10 January 2026	20%
Final Evaluation Report (max 30 pages, including annexes)	20 January 2026	30%
1-page Results Summary and a Presentation on the key results and lessons learned	31 January 2026	10%
Success Story for PBF Website (1,200–1,500 words)	05 February 2026	10%

7. Management and Coordination

The evaluation will be jointly managed by UNDP (convening agency) and UNODC. An Evaluation Reference Group (ERG) composed of UN staff and national stakeholders will oversee quality assurance, provide feedback on draft reports and validate findings.

The evaluation team will have regular coordination meetings with the Project Management Team and the ERG. The international consultant selected must recruit a national consultant to support him especially in the field data collection and validation.

In the case of unforeseeable travel, payment of travel costs including tickets, lodging and terminal expenses should be agreed upon, between the respective business unit and Individual Consultant, prior to travel and will be reimbursed.

8. Required Qualifications of Evaluator(s)

Lead Evaluator:

- Advanced degree in human rights, law, peacebuilding, development, or related fields
- Minimum 7 years of evaluation experience, including complex peacebuilding, human rights, security, or justice projects
- Demonstrated expertise in human rights systems, institutional capacity building, security and access to justice
- Solid expertise in conflict-sensitive evaluations and participatory approaches with local stakeholders, including women and youth
- Experience in fragile/conflict-affected settings; West Africa experience an asset
- Familiarity with PBF and UN programming preferred
- Fluency in English; working knowledge of Portuguese or French is an asset

National Evaluator:

- At least 4 years' experience in evaluation or research
- In-depth understanding of Guinea-Bissau's human rights, security and justice context
- Fluency in Portuguese and local languages; working knowledge of English preferred

Evaluation:

Individual consultants will be evaluated based on the following methodologies:

Cumulative analysis

When using this weighted scoring method, the award of the contract should be made to the individual consultant whose offer has been evaluated and determined as:

- Responsive/compliant/acceptable; and
- Having received the highest score out of a pre-determined set of weighted technical and financial criteria specific to the solicitation.
 - Technical Criteria weight – 70 points.
 - Financial Criteria weight – 30 points.

Only candidates obtaining a minimum of 70 points would be considered for the Financial Evaluation.

Evaluation criteria:

- Education background - 10 points.
- Experience as defined in the ToR - 15 points.
- Competences as defined in the ToR - 10 points.
- Understanding of the ToR - 15 points.
- Methodology and overall approach - 30 points.
- Overall quality of the proposal (comprehensiveness, structure, language, and clarity) - 20 points.

9. Annexes (to be shared with shortlisted candidates)

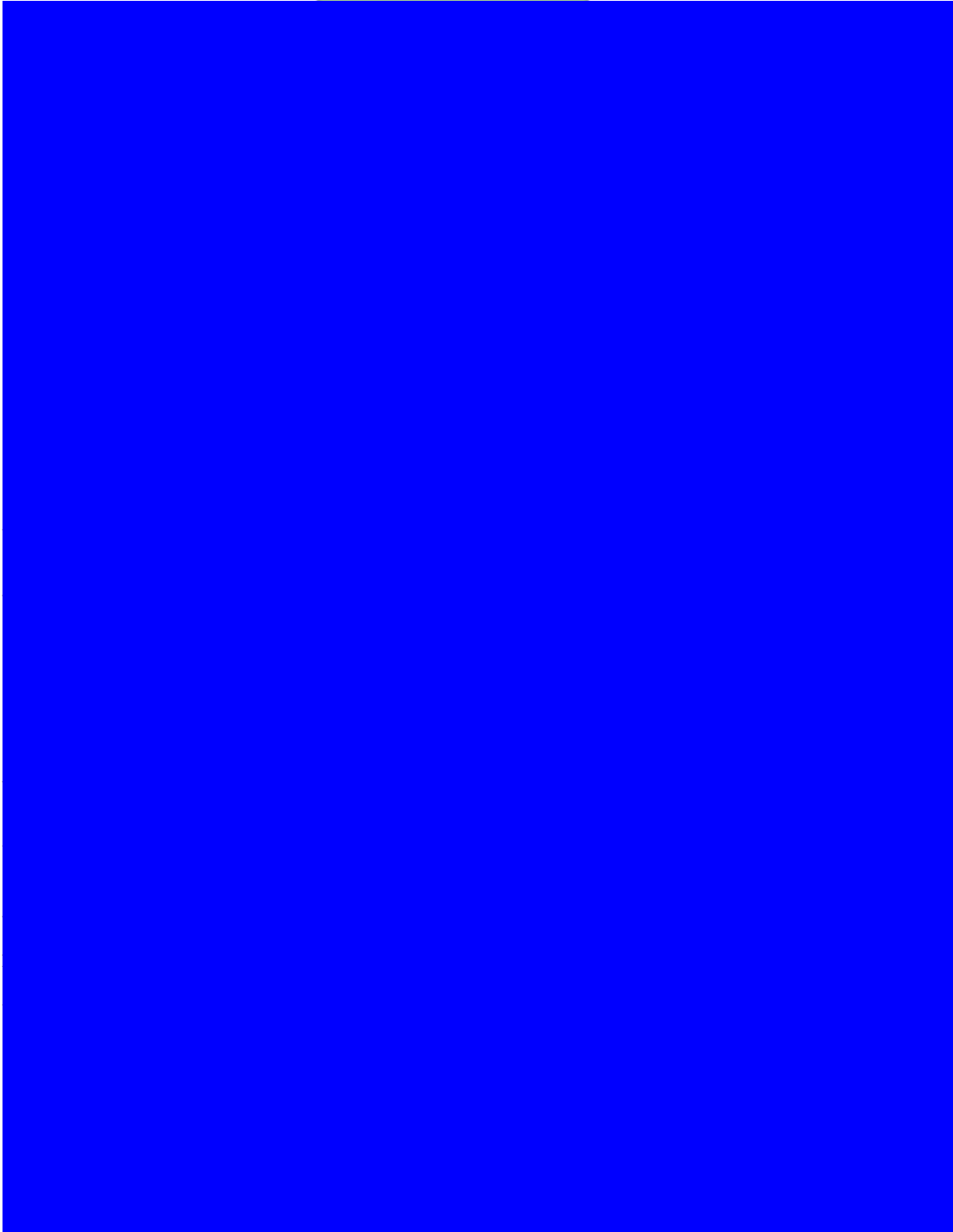
- Project Document of both projects
- Results Framework / Logframe of both projects
- Annual and Mid-term Reports of both projects
- Baseline data and M&E Plan of both projects
- Stakeholder Map of both projects
- List of Relevant National Policies of both projects
- PBF and OECD-DAC Evaluation Guidance
- UNEG Ethical Guidelines and the "Do No Harm" approach PBF
- PBF Theory of Change Guidance Note

8.2. Evaluation matrix

1. Evaluation criterion	Evaluation question	Evaluation sub-question	Data collection method and source	Evaluation indicator	Evaluation benchmark
Relevance	EQ1: Was the project aligned with national human rights, justice and security priorities, conflict drivers, and peacebuilding entry points?	EQ1.1: Was the project aligned with national peacebuilding priorities and commitments?	Literature review: policies, strategies and plan. Notes from SC meetings. Notes from project meetings. Project reports. Project phase 1 recommendations. LEA reports. KIIs	I1.1.1: Extent to which the NAP to combat DTO C and the nation anti-corruption strategy and are aligned with national priorities I1.1.2: Number and nature of consultations with state and non-state actors at national and regional level for project formulation	The National Plan to combat DTOC responds to national priorities The national anti-corruption strategy is operationalized in a contextualized manner. a national strategy on Public Security and implemented a Proximity Police Model (PSPPM), which adopted inclusive community-oriented policing as a crime reduction mechanism
		EQ1.2: Was the project aligned with population needs for conflict resolution and the respect of human rights?	Literature review: policies, strategies and plan. Notes from SC meetings. Notes from project meetings. Project reports. LEA reports. KIIs. Reports from CSOs.	I1.2.1: Number and nature of consultations with SCOs at national and regional level for project formulation	National Strategic Plan to prevent and protect victims of human trafficking responds to population needs and capacities
	EQ2: Did the theory of change remain valid and contextually grounded?	EQ2.1: Was the ToC reviewed during project implementation to ensure the validity of the conditions and causal factors that contribute to more effective justice and security institutions to combat against DTOC?	Literature review. Notes from SC meetings. Notes from project meetings. Project reports. KIIs. Perception survey report	I2.1.1: Number and nature of the decisions that project teams (including the SC) made in relation to the validity or revision of the ToC	The ToC exist and led programme implementation and monitoring
Effectiveness	EQ3: To what extent did the project achieve its intended results?	EQ3.1: To what extent did the project support Guinea-Bissau in having more effective security and justice institutions to combat DTOC?	Literature review. Notes from SC meetings. Notes from project meetings. Project reports. KIIs and FGDs. LEA reports including CENTIF. Court records Trial observations reports Convictions vis-a-vis Arrests. CSOs reports on DTOC	I3.1.1: Extent to which institutional capacity on resource mobilization for better public service provision on DTOC, trafficking and corruption is in place I3.1.2: Extent to which national counterparts supported by the project, report increased capacity to deal with DTOC, trafficking and corruption cases I3.1.3: Extent to which DTOC, trafficking and corruption related cases are investigated, prosecuted and adjudicated in line with due process principles	Reinforced justice and LEA' technical capacity and coordination. Constructive engagement with communities and civil society. Institutional resources mobilization to respond to DTOC. Prevention and protection on DTOC. Human rights violations related to DTOC investigated, prosecuted and adjudicated. Roles and responsibilities clearly identified and respected. Databases are in place including for CENTIF. Compliance with community-oriented police proximity strategy
	EQ4: What positive systemic changes can be attributed to project interventions?	EQ4.1: What are the systemic changes that can be attributed to project interventions?	Project reports. KIIs. FGDs. Notes from the SC meetings. Minutes from coordination meetings. Assessment reports and recommendations. CSOs reports on DTOC	I4.1.1: Number of national mechanisms available and operational for monitoring of implementation of DTOC, human trafficking and money laundering and corruption policies and laws I4.1.1: Institutional arrangements and governmental decisions made to fight against DT/COT	Cooperation among institutions is in place and is effective. National Plan to combat DTOC. National strategic plan to prevent and protect victims.
Efficiency	EQ5: Were financial, human, and operational resources used strategically and economically?	EQ5.1: Were resources deployed in a timely and efficient manner?	Literature review. Project technical and financial reports. Notes from project meetings. SC meetings. Technical meetings notes. KIIs and FGDs.	I5.1.1: Extent to which activities were carried out as planned I5.1.2: Evidence of adaptive management improving timeliness or cost-efficiency I5.1.3: Examples of coordination mechanisms that enhanced efficiency	Effective, better coordinated, and integrated responses to the DTOC. SOPs in place.
		EQ 5.2: The monitoring, evaluation and reporting mechanisms supported adaptive learning?	Literature review. Notes from project meetings. Project reports including MEL reports. Other reports. KIIs and FGDs.	I5.2.1 - Extent to which M&E and reporting systems were used to inform decision making: strategic and , operational and management decisions	A MEL system is in place and counts on data coming from : Community-oriented proximity Policing, involvement of the CSOs and communities for preventing and monitoring CDTOC, National Drug Observatory as an early warning mechanism
	EQ6: Were coordination mechanisms among implementing agencies effective?	EQ5.1: Partnerships between government and IPs supported efficient implementation?	Literature review. Notes from project strategic and operational coordination meetings. Project reports including MEL reports. Other reports. KIIs and FGDs.	I6.1.1: Evidence of effective collaboration or challenges between IPs and institutions I6.1.2: Evidence of effective collaboration or challenges among relevant justice and security institutions I6.1.3: Evidence of effective collaboration or challenges among relevant state and non-state actors	The Action Plan is implemented in accordance with due process principles
		EQ5.2: To what extent coordination meetings were held and corrective measures adopted?	Literature review. Notes from project coordination meetings. Project reports including MEL reports. Other reports. KIIs and FGDs.	I5.1.2: Stakeholder perceptions of government involvement in implementation.	The Action Plan is implemented in accordance to the HR National Action plan (reporting to treaty bodies, establishing an NMIRF, consulting CSOs on State reports, strengthening the CAJ, etc.)

Sustainability	EQ7: Are results and benefits likely to be sustained beyond project completion?	EQ7.1: Government demonstrates ownership and accountability to combat DTOC	Literature review. DoA. Notes from project meetings. Project reports including MEL reports. Other reports. KIIs and FGDs. Media coverage. Notes from the SC and technical meeting. Minutes from cooperation meetings. LEA reports. CSOs reports on DTOC	I7.1.1: An exit strategy is available I7.1.2: Perceptions of state and non-state actors on government leadership in combating DTOC I7.1.3: Availability of resources (budget, staff) allocated to justice and law enforcement mechanisms I7.3.4: Number of structured parliamentary debates, enhancing awareness and capacity of Parliamentarians in their deliberations of drug trafficking /organized crime issues	Rule of law and Justice institutions engaged and accountable Legal reforms in place Infrastructure for justice and security institutions There is a social pact based on dialogue, respect for peace and development
	EQ8: Were national capacities and ownership built adequately?	EQ8.1: Government staff at national and regional level strengthened their technical and managerial skills to combat DTOC?	Literature review. DoA. Notes from project meetings. Project reports including MEL reports. Other reports. KIIs and FGDs. Media coverage. Notes from the SC and technical meeting. Minutes from cooperation meetings. LEA reports	I8.1.1: Evidence of functioning government structures, procedures, or units tasked with enforcement on combating DTOC I8.1.2: Evidence of skills/knowledge gained by law enforcement officials I8.1.3: Evidence on cooperation between state and non-state actors on combating DTOC	Law enforcement and Justice institutions mandated and resourced, personnel capacitated and can continue with the work supported by the programme
Coherence & Localization	EQ9: Was the project complementary to other peacebuilding and human rights initiatives?	EQ9.1: The interventions maximized cooperation between the UN, the GoGB, PBF and other initiatives	Literature review. DoA. Notes from project meetings. Notes from the SC. Project reports including MEL reports. Other reports. KIIs and FGDs. Media coverage. CSOs reports on DTOC	9.1.1: Number of coordination meetings among stakeholders including donors I8.1.2: Number and nature of action taken to improve cooperation and coordination	Reinforcing coordination and cooperation mechanisms. Social contract. International support responds to national priorities and needs.
	EQ10: How effectively did it engage national and local actors?	EQ10.1: Did the project engaged with WROs, WLOs and other organizations from Civil Society that represents discriminated population groups	Literature review. DoA. Notes from project meetings. Notes from the SC. Project reports including MEL reports. Other reports. KIIs and FGDs. Media coverage. Direct observation. CSOs reports on DTOC	I0.2.1: Mappings of CSOs and key actors engaged in different CDTOC project activities I0.2.2: Number of Early Warning Mechanism based on existing vigilance committees and CSOs networks in the region for early detection and prevention of possible case human trafficking I0.2.3: Number of community surveillance committees on DTOC in different regions	Meaningful participation of SCOs including WROs, WLOs, DPOs, others. Networks at community level are meaningfully engaged
Conflict Sensitivity and Do no harm	EQ11: Did the project consider conflict risks and mitigate potential harms?	EQ11.1: Did the project integrate a risk management strategy?	Literature review. DoA. Notes from project meetings. Notes from the SC. Project reports including MEL reports. Other reports. KIIs and FGDs. Media coverage. CSOs reports on DTOC	I11.1.1: Evidence of a conflict analysis and a risk management strategy being implemented I11.1.2: Evidence on identified risks and mitigation measures	Do no harm, Leave no one behind, meaningful participation, balance of power, engagement with relevant local WROs and WLOs are followed. A risk analysis and strategy
	EQ12: Was it adaptive to evolving political and social dynamics?	EQ12.1: Were there any adjustments to the political and social dynamics context in which the intervention was implemented?	Literature review. DoA. Notes from project meetings. Notes from the SC. Project reports including MEL reports. Other reports. KIIs and FGDs. Media coverage. CSOs reports on DTOC	I12.1.1: The extend to what political and social dynamics were monitored I12.1.2: Number a nature of decisions made by project teams based on the analysis of the political context and social dynamics	Conflict analysis is an ongoing process. It integrates a gender component
Catalytic impact	EQ13: Did the project lead to follow-on initiatives, policy changes, or institutional shifts?	IEQ13.1: Institutional arrangements are sustained for implementing and enforcing DTOC legislation?	Literature review. DoA. Notes from project meetings. Notes from the SC. Project reports including MEL reports. Other reports. KIIs and FGDs. Media coverage. CSOs reports on DTOC	I13.1.1: Evidence of enforcement actions or policies initiated post-intervention. I13.1.1: Evidence of institutional changes that allow enforcement of DTOC legislation	NAP on combating DTOC National plan on prevention and protection of victims of trafficking National strategy to combat corruption
Gender Equality and Inclusion	EQ14: To what extent were gender equality, youth empowerment, and disability inclusion mainstreamed?	EQ14.1: To what extent the project applied a transversal approach to discriminating factors?	Literature review: Reports from SCOs. Notes from consultative processes related meetings. Notes from project meetings. Project reports. KIIs and FGDs. CSOs reports on DTOC	I14.1.1: A gender analysis has guided the integration of gender issues in the CDTOC project I14.1.2: A transformative approach has been integrated in the project I14.1.3: Consultative processes that are representative of state and non-state actors and all population groups specially the most vulnerable	The project was gender responsive. National strategies and AP are gender, age and disability responsive

8.3. Reconstructed Theory of Change



8.4. List of reviewed documents

- Terms of Reference (ToR) – International consultancy for Final Evaluation (Peacebuilding Fund). Project Title: Strengthening the Justice and security sector response to drug trafficking and transnational organized crime to reduce insecurity in Guinea-Bissau;
- PBF. UNDP. UNODC. IOM. 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);
- GB NCE CDTOC Project UNODC - Jan 2025 – SIGNED;
- PBF PROJECT PROGRESS REPORT. Strengthening the justice and security sector response to drug trafficking and transnational organized crime to reduce insecurity in Guinea-Bissau. Updated October 2021;
- PBF PROJECT PROGRESS REPORT. Strengthening the justice and security sector response to drug trafficking and transnational organized crime to reduce insecurity in Guinea-Bissau. Updated October 2022;
- PBF PROJECT PROGRESS REPORT. Strengthening the justice and security sector response to drug trafficking and transnational organized crime to reduce insecurity in Guinea-Bissau. Updated October 2023;
- PBF PROJECT PROGRESS REPORT. Strengthening the justice and security sector response to drug trafficking and transnational organized crime to reduce insecurity in Guinea-Bissau. Updated October 2024;
- PBF PROJECT PROGRESS REPORT. Strengthening the justice and security sector response to drug trafficking and transnational organized crime to reduce insecurity in Guinea-Bissau. Updated October 2025;
- Projeto de Reforço á resposta do sector da justiça e segurança ao tráfico de droga e ao crime organizado transnacional para reduzir a insegurança na Guiné-Bissau. Handover document IOM. 2022;
- Lista de contactos e instituições;
- Perception survey. To gauge and understand public satisfaction within the rule of law and security institutions to understand the root causes of the mistrust of the population in Guinea Bissau;
- The Secretary-General's Peacebuilding Fund (PBF). Project Evaluation Checklist. Last Updated: September 2023;
- LUCIA BIRD, Cocaine Politics in West Africa: Guinea-Bissau's Protection Network: <https://globalinitiative.net/wp-content/uploads/2022/07/GITOC-WEA-Obs-Cocaine-politics-in-West-Africa-Guinea-Bissaus-protection-networks.pdf>. July 2022;
- Enhancing Africa's response to Organized Crime. Africa Organized Crime Index 2025, Guinea-Bissau;
- Diálogo de Alto Nível sobre o Estado de Direito e as Instituições de Segurança na Guiné-Bissau Outubro 2025 ;
- ToR Rule of Law and Security Mission. 2025 ;
- 2022. CDTOC Progress summary. CDTOC ;
- TDR Para Sensibilização sobre o Tráfico de Seres Humanos com enfoque sobre a Problemática das Crianças Talibés ;
- Acordo de cooperação reforça luta contra o crime organizado entre a polícia judiciária da Guiné-Bissau e a polícia federal do Brasil ;
- UNDP. Relatório do mapeamento tratamento de dados pessoais e segurança da informação no âmbito de registos públicos e acesso à justiça da Guiné-Bissau ;
- UNDP. Guia de boas práticas. Proteção de dados pessoais e segurança da informação no âmbito de registos públicos e acesso à justiça na Guiné-Bissau ;
- Implementação da estratégia de segurança cidadã. Policiamento de proximidade nas regoas de Oio e Cacheu ;
- PBF CDTOC Final Financial Report 2025 ;
- Documentos de missões de ocultação nas regoas do Norte Oio e Cacheu. Policiamento de proximidade;

- Plano de ocultação das regoies de Oio e Cacheu ;
- AFEX. 2024. Rapport final de la caravane de sensibilisation et des ateliers transfrontaliers sénégalobissau-guinéens sur la sécurité, le développement et la mobilité dans l'espace transfrontalier entre le Sénégal et la Guinée-Bissau ;
- Relatório da auscultação às populações e polícia da ordem pública de Gã Mamudo e Mansabá ;
- Relatório de Missão – Processo de recrutamento inspetores PJ RGB de 02/11 a 23/11/2023 ;
- OGD. Observatório Guineense da Droga e da Toxicodependência. Relatório sobre a extensão do programa radiofónico e expansão de ações de sensibilização sobre o consumo de drogas na Guinea-Bissau ;
- República da Guiné-Bissau. Ministério da Justiça. Direção Geral da política de justiça. Termos de Referência. Conferência Internacional “A justiça e os desafios contemporâneos”. Abril 2024 ;
- República da Guiné-Bissau. Ministério da Justiça. Centro Nacional de Formação Judiciária. Responsabilidade civil do estado. Formação continua ;
- TRAINING REPORT 16/11/2023 - 06/12/2023. UNDP and Ministry of Interieur” , training for security forces and members of SCOs ;
- UNDP. Press Release: Inauguration of New Model Police Station in Gabú Region ;
- Activity reports from stakeholders.

8.5. List of participants in FGDs: Bafatá, Gabú and São Domingos

Date	Nome e Apellidos	Posto/Organização	Email	Telefone
26/01/2026	Bissau			
	Christian MENIN	CDTOC PBF Project manager	christian.menin@undp.org	+ 245 95 500 49 83
	Lucas Rocha	CDTOC PBF CTA Rule of Law and Former Project Manager	Lucas.rocha@undp.org	
	Domingos Correia	Diretor Nacional PJ	dcorreia@piguinebissau.com	
	Gedeon Behigium	PBF	gedeon.behigium@undp.org	
	Claudia Indami	PBF	claudia.indami@undp.org	
	Amido Jalo	PBF	amido.jalo@undp.org	
27/01/2026	Bissau			
	Dr. Joel Fernandes	Bastonário OAGB	genecip@gmail.com	+245966505270
	Januário Correia Coordenador	Bastonário OAGB	oagbordem@yahoo.com e	
	Beatriz Furtado	Bastonário OAGB	Belatriz24@gmail.com,	
	Dr. Pansau Natchare	Diretor adjunto CENFOJ	Pansau71@gmail.com	
28/01/2026	Bissau			
	Caetano Oliveira Sanca	Coronel fundador da Guarda Nacional	Caetanoliveirasanca@gmail.com	+245955350560
	Idrissa sal	Diretor do Centro prisional de Bissau (desde 2022) Ministério de Justiça	Sanabacr7@gmail.com	
	Abilio Aleluia Otairo Có Júnior	Secretário executivo	Ogdt.guinebissau@gmail.com	+245955738670
29/01/2026	Bissau			
	Malam Vaz	Polícia Orden Pública (POP)	Malamvaz32@gmail.com	+245955995801
	Senghor Fernando Oliveira Cá	AIRCOP Task Force (Polícia Judiciaria)	senghortendo@gmail.com	
	Pedro Manuel Gomes	Diretor do CAJ Gabinete de Informação e consulta jurídica/CAJ O gabinete coordenação CAJ	Tchapaipedro@gmail.com	+245955289212
	Seco Biague N'Bar	(Coordenador CAJ Bissau Velho)	biaguenbarseco@yahoo.com.br	
	Valerim Nhaga	Responsável administrativo financeiro	nhagavalerim@yahoo.com.br	
	Emmanuel Lopes	Ex-IOM e Consultor CDTOC (2 fase)	emmanuelp.lopez@gmail.com	
06/02/2026	Bissau			
	Ana Cristina Andrare	National Porgramma Officer (UNODC)	cristina.andrade@un.org ,	+238 992 71 67
	Balbina De Pina da Silva Gomes	Secretária Executiva da Comissão das Fronteiras	binagomes1987@gmail.com	+245955821962
08/02/2026	Bissau			
	Suleimane Embalo	Presidente da AGLUCOMI	embalosuleimane44@gmail.com	+245955970748
09/02/2026	Região de Gabu			
	Polícia de Ordem Pública (Esquadra Modeo de Gabu)	1.Bacari Indjai 2. Mário Djata 3.Júlio Có 4.Aruna Candé 5.Amadu Sawané 6. Amadu Bala Baldé		+245955767014 (Comandante Bacari Indjai)

		7. Cadidjatu Djaló 8. Cadidjatu Baldé 9. Mariama Candé 10. Lassana Darame		
	Polícia de Ordem Pública (Esquadra Modeo de Gabu)	Júlio Có (para história do sucesso).		+245956455360
	AGLUCOMI	Bubacar Tchamo		+245956051743
10/02/2026	Região de Gabu			
	Sociedade Civil – Associação dos Mestres Corânicos da Região de Gabu	1. Mamadu Derame 2. Braima Baldé 3. Mamadu Aliu Djalo 4. Mamadu Alfa Djalo 5. Sanussi Baró 6. Tchernô Sana Camara 7. Mutaro Djau 8. Mamadu Djau Camara 9. Bela Seidi 10. Mama Saliu Djalo 11. Aliu Seide 12. Djibrilu Culibali		
11/02/2026	Região Bafata			
	Governo (Guarda Prisional de Bafata)	1. João Iotna – Adjunto Diretor do Serviço Prisional		+245955763420
12/02/2026	Região Bafata			
	Governo (Guarda Nacional) Posto de Fronteira de Cambdju	1. Alferes Mama Saliu Djalo – Comandante de Fronteira de Cambadju		+245955256108
13/02/2026	Região de Cachéu - Suzana			
	Governo (Guarda Nacional) Suzana	1. Agostinho Lopes - Soldado		+245955736164

Gabu, 9 de fevereiro de 2026
Encontro de avaliação final do projeto COTOC
(UNDP e UNACC) - Encontro com Esquadra
Modelo Gabu

Lista de Presença:

- 1 - Bocani Indjoni Comandante da ESD. modelo
- 2 - Mario Pata - conselheiro 3ª Esquadra M.
- 3 - Júlio Co oficial do serviço
- 4 - Alunga Cande oficial do serviço
- 5 - Dumora Senhora Sengito dia
- 6 - Amosê Bela Bolele Sengito dia
- 7 - Cadifatu Djala Agente Pop
- 8 - Cadifatu Balde Agente Pop
- 9 - Harisama Cande Agente Pop
- 10 - Cassano Harami - Delegado Dipic

E Avaliação externa do projeto COTOC
- consulta com os mestres tradicionais de Gaba
Lista de Presença Gaba, 09 de fevereiro 2026

- 1- Momodou Barro 955512501
- 2- Brima Balde 956201089
- 3- Nome: Momadu Alfa Djalo 955938556
- 4- Momadu Alfa Djalo 955124419
- 5- Samussi Baro 956055641
- 6- Teerno Sano Camara 955866152
- 7- Mutaro Djau 956667462
- 8- Momadu Djau Camara 956121438
- 9- Bela Seide 955409606
- 10- Mama Salim Djalo 956950740
- 11- Aliu Seide =
- 12- Djibi Rilu culubali 956521396
- 955263536

8.6. Evaluation tools

Interview guide for Implementing partners and programme staff

Name of interviewee	
Sex	
Position	
Email	
Organisation	
Data and time of interview	

Introduction

Reiterate the purpose of the evaluation and the interview
Explain how any information collected from the interview will be reported
Ask the interviewee to confirm that he/she is still willing to participate in the evaluation
Ask the interviewee(s) to present him/herself/themselves

Questions

Evaluation criteria/question	Notes on response
Relevance	
1. Could you please describe the consultation process for the design of the PBF CDTOC project? Was there a participatory approach (both with state and non-state actors and also final beneficiaries)? To what extent?	
2.- Overall, has the PBF CDTOC project been able to respond to the needs of beneficiaries and end beneficiaries in relation to the prevention and response to CDTOC including corruption? Why?	
3. Did the CDTOC project count on existing capacities to work on CDTOC? To what extent?	
4. To what extent were contextual factors (political, stability/instability, elections, etc.) identified and considered in the design and delivery of the PBF CDTOC programme?	
Effectiveness	
5. In your opinion, to what extent were the outputs and outcomes of the PBF CDTOC project achieved?	
6. What has been the PBF HR project main contributions to more effective security and justice institution to deal with CDTOC cases? Please give examples with a focus on the regions	
7. What has been the PBF CDTOC project main contribution to CSOs meaningful participation and engagement in the prevention and response to CDTOC risks and responses? Please give examples with a focus on the regions and at national level	
8. What has been the PBF CDTOC project main contribution to the protection of victims of CDTOC and corruption? Please give examples with a focus on the regions and at national level	

9. What are the key internal and external factors contributing to the achievement of CDTOC project results?	
Efficiency	
10. To what extent have the PBF CDTOC project activities been delivered on time and according to agreed plans? What have been the main challenges?	
11. What are the strengths and weaknesses of the PBF CDTOC project in your view? What could have been improved?	
12. What have been the main challenges on project monitoring and reporting on outcome and impact level results? What would you have changed?	
13. What could have done differently to increase effectiveness? (compared to other implementation alternatives)	
14. How was coordination implemented among the partners? And what were the challenges?	
Sustainability	
15. To what extent have the PBF CDTOC project contributed to building sustainable capacities among partners? Please give examples with a focus on national and regional levels	
16. What has the PBF CDTOC project done to promote sustainability? What could have been improved in this regard? What other factors have contributed to sustainability or lack of sustainability?	
Coherence & Localisation	
17. How did you ensure complementarity and avoid duplications with other CDTOC interventions in Guinea Bissau? Please give examples	
18. What was the programme main added-value?	
19. To what extent the PBF CDTOC project engaged effectively with national and local actors?	
20. What were the main challenges in ensuring internal and external coherence/coordination in your experience?	
Conflict sensitivity and do no harm	
21. To what extent the PBF CDTOC project took into consideration conflict risks and put in place the necessary mitigation measures?	
Catalytic impact	
22. To what extent the PBF CDTOC project lead to follow-on initiatives, policy changes, or institutional shifts? Please give examples	
23. To what extent the PBF CDTOC project was able to consider political and social dynamics?	
Gender	

24. To what extent was the PBF HR project using a transformative model towards equality, youth empowerment and inclusion?	
Lessons learnt and recommendations	
25. What are the main lessons learnt from what works well and less well in the PBF HR project and operations? What recommendations, if any, would you like to give to partners?	
Wrap-up	
Is there anything else that you believe would be important for us to know? Do you have any questions or concerns? What documents would you be able to share with us that could help to substantiate your answers?	

Interview guide for national authorities, institutions and state partners

Name of interviewee	
Sex	
Position	
Organisation	
Email	
Data and time of interview	

Introduction

Reiterate the purpose of the evaluation and the interview
Explain how any information collected from the interview will be reported
Ask the interviewee to confirm that he/she is still willing to participate in the evaluation
Ask the interviewee(s) to present him/herself/themselves

Questions

Evaluation criteria/question	Notes on response
Relevance	
1. Could you please describe the consultation process for the design of the PBF CDTOC project? To what extent have you been involved?	
2.- Overall, has the PBF CDTOC project been able to respond to your needs to fight CDTOC? If not, why?	
3. Did the programme count on existing institutional capacities to deal with CDTOC including corruption? Can you please elaborate?	
Effectiveness	
4. In your opinion, what has been the CDTOC project main contributions to more effective institutions to prevent, investigate and prosecute drug trafficking and transnational organized crime, thus reducing the country's sources of fragility? Please give concrete examples with a focus on the regions if possible	

5. What would have happened without the implementation of the PBF CDTOC project?	
Efficiency	
6. To your knowledge, to what extent have the project activities been delivered on time and according to agreed plans? What have been the main challenges if any?	
7. What are the strengths and weaknesses of the PBF CDTOC project in your view? What could have been improved?	
8. What were the monitoring and reporting on project results systems established by the CDTOC project? Have you been able to participate? Please explain how.	
9. What were the CDTOC project coordination mechanisms? And what were the challenges?	
Sustainability	
10. To what extent have the PBF CDTOC project contributed to building sustainable capacities on how to deal with CDTOC? Please give examples with a focus on national and regional levels	
11. What did you do to promote sustainability of the PBF CDTOC project results?	
Coherence & Localisation	
12. Have you collaborated with other CDTOC initiatives? Please give examples	
13. To what extent the PBF CDTOC project engaged effectively with national and local actors?	
14. What were the main challenges regarding coordination of project activities with other initiatives?	
Conflict sensitivity and do no harm	
15. To what extent the PBF CDTOC project took into consideration conflict risks and put in place the necessary mitigation measures?	
Catalytic impact	
16. Can you give us some examples of any follow-on initiatives, policy changes, or institutional shifts regarding the fight against CDTOC? Please give examples	
Gender	
17. To what extent was the PBF CDTOC project using a transformative model towards equality, youth empowerment and inclusion?	
Lessons learnt and recommendations	
18. What are the main lessons learnt from the PBF CDTOC project? What recommendations, if any, would you like to give to partners?	
Wrap-up	
Is there anything else that you believe would be important for us to know? Do you have any questions or concerns?	

What documents would you be able to share with us that could help to substantiate your answers?	
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Interview guide for CS representatives

Name of interviewee	
Sex	
Position	
Organisation	
Email	
Data and time of interview	

Introduction

Reiterate the purpose of the evaluation and the interview
Explain how any information collected from the interview will be reported
Ask the interviewee to confirm that he/she is still willing to participate in the evaluation
Ask the interviewee(s) to present him/herself/themselves

Questions

Evaluation criteria/question	Notes on response
<i>Relevance</i>	
1. Could you please describe the consultation process for the design of the PBF CDTOC project? To what extent have you been involved?	
2.- Overall, has the PBF CDTOC project been able to respond to the needs of beneficiaries and end beneficiaries in relation to the fight against CDTOC? If not, why?	
3. Did the programme count on existing capacities of CSOs working on CDTOC? To what extent?	
<i>Effectiveness</i>	
4. In your opinion, what has been the CDTOC project main contributions to more effective institutions to prevent, investigate and prosecute drug trafficking and transnational organized crime, thus reducing the country's sources of fragility? Please give concrete examples with a focus on the regions if possible	
5. What has been the CDTOC project main contribution to CSOs meaningful engagement and participation? Please give examples with a focus on the regions and at national level	
6. What would have happened without the implementation of the PBF CDTOC project?	
<i>Efficiency</i>	
7. To your knowledge, to what extent have the PBF CDTOC project activities been delivered on time and according to agreed plans? What have been the main challenges if any?	
8. What are the strengths and weaknesses of the PBF CDTOC project in your view? What could have been improved?	

9. How was the monitoring and reporting on project results established? Did they work well? Have you been able to participate?	
10. How was coordination implemented among the partners? And what were the challenges?	
Sustainability	
11. To what extent have the PBF CDTOC project contributed to building sustainable capacities on how to deal with CDTOC? Please give examples with a focus on national and regional levels	
12. What has the PBF CDTOC project done to promote sustainability?	
Coherence & Localisation	
13. Have you collaborated with other CDTOC initiatives or programmes? Please give examples	
14. To what extent the PBF CDTOC project engaged effectively with national and local actors?	
15. What were the main challenges regarding coordination of project activities with other initiatives?	
Conflict sensitivity and do no harm	
16. To what extent the PBF CDTOC project took into consideration conflict risks and put in place the necessary mitigation measures?	
Catalytic impact	
17. To what extent the PBF CDTOC project lead to follow-on initiatives, policy changes, or institutional shifts? Please give examples	
Gender	
18. To what extent was the PBF CDTOC project using a transformative model towards equality, youth empowerment and inclusion?	
Lessons learnt and recommendations	
22. What are the main lessons learnt from the PBF CDTOC project? What recommendations, if any, would you like to give to partners?	
Wrap-up	
Is there anything else that you believe would be important for us to know? Do you have any questions or concerns? What documents would you be able to share with us that could help to substantiate your answers?	

8.7. Success story for PBF Website

História de Interesse Humano – Júlio Có
Esquadra Modelo de Gabú

Nome: _____ Júlio _____ Có
Função: Chefe de Serviço / Chefe de Plutão
Data: 9 de fevereiro de 2026 idade:

Nome e apelido	Júlio Có
Função	Chefe de serviço/Plutão
Corporação	Esquadra Modelo de Gabu
Data	9 de fevereiro de 2026

1. Quando Júlio Có fala sobre o seu percurso na Esquadra Modelo de Gabú, a mudança é visível não apenas nas palavras, mas na forma como descreve a sua própria transformação.
2. Antes da implementação do projeto de reforço da resposta ao tráfico de droga, ao crime organizado e à insegurança na Guiné-Bissau, a relação entre a polícia e a população era marcada pela desconfiança. “Havia medo”, recorda. **“Quando nos viam fardados, alguns fugiam.”** A abordagem policial era muitas vezes baseada no uso da força, reflexo de práticas antigas e da falta de formação contínua e capacitação.
3. Com as formações regulares recebidas no âmbito do projeto — realizadas de três em três meses — a perspetiva de Júlio começou a mudar. Ele e os seus colegas foram capacitados em técnicas de policiamento comunitário, gestão de conflitos, tratamento de pessoas detidas, sensibilização e proteção de grupos vulneráveis. Foi também criado um gabinete de género na esquadra, reforçando a atenção aos casos de violência baseada no género e aproximando a polícia de instituições como o Centro de Acesso à Justiça.



4. **“Aprendi que a polícia deve proteger a população, não bater”, afirma com convicção. “Não sabia que uma pessoa algemada não deve ser agredida, independentemente do que tenha feito.”** Hoje, reconhece que o respeito pelos direitos humanos não enfraquece a autoridade policial — pelo contrário, fortalece-a.

5. A mudança tornou-se evidente na prática diária. Se antes utilizava a força para abordar membros da comunidade, agora privilegia o diálogo e o respeito, inclusive no relacionamento com líderes tradicionais. Durante o asseguramento de jogos de futebol, mesmo perante provocações ou insultos, mantém a calma. **“Ignoro, porque sei que estou ali para proteger.”**

6. A participação da polícia em torneios de futebol locais tornou-se um símbolo dessa nova fase. A presença de agentes fardados, antes motivo de receio, passou a ser vista com naturalidade. As mulheres policiais passaram também a assegurar os jogos sem resistência ou tensão, algo impensável anteriormente. A polícia começou a aconselhar equipas e adeptos sobre civismo e colaboração, reforçando a prevenção em vez da repressão.
7. Segundo Júlio, a transformação vai além do comportamento individual. **“Ensinaamos outros colegas a trabalhar como nós. Fazemos intercâmbio.”** A experiência da Esquadra Modelo está a influenciar práticas noutras unidades, multiplicando o impacto do projeto.
8. Em Gabú, onde antes se registavam casos frequentes de violência baseada no género, consumo de droga e roubo de gado, a polícia passou a atuar com uma abordagem mais preventiva e orientada para a mediação. Em muitos casos, além da responsabilização, há espaço para aconselhamento e reconciliação comunitária. **“Agora somos respeitados e bem vistos nas comunidades”,** afirma.

9. Apesar das conquistas, Júlio reconhece desafios persistentes, sobretudo a falta de meios de deslocação e equipamentos adequados. Para consolidar os avanços alcançados, recomenda a continuidade do apoio ao nível de materiais de trabalho, escudos, equipamentos e logística.
10. No final da conversa, deixa uma mensagem simples, mas carregada de significado: ***“Se houver mais projetos como este, haverá muita mudança.”*** Agradece à equipa de avaliação e pede bênçãos para todos os envolvidos.
11. A história de Júlio Có reflete mais do que uma formação técnica. Revela uma transformação de mentalidades — da força para o respeito, do medo para a confiança — demonstrando que o reforço institucional pode traduzir-se em impacto humano real, tanto para os agentes da lei quanto para as comunidades que servem.

