

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



United Nations
Peacebuilding

PBF PROJECT DOCUMENT

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

Country: Guinea-Bissau	
Project Title: Strengthening the justice and security sector response to drug trafficking and transnational organized crime to reduce insecurity in Guinea-Bissau Project Number from MPTF-O Gateway (if existing project): 00119444	
PBF project modality: <input type="checkbox"/> IRF <input checked="" type="checkbox"/> PRF	If funding is disbursed into a national or regional trust fund (instead of into individual recipient agency accounts): <input type="checkbox"/> Country Trust Fund <input type="checkbox"/> Regional Trust Fund Name of Recipient Fund:
List all direct project recipient organizations (starting with Convening Agency), followed type of organization (UN, CSO etc): UNDP, IOM, UNODC List additional implementing partners, Governmental and non-Governmental: UNFPA, UNIOGBIS, Ministry of Justice and Human Rights, Ministry of Interior, the Magistrate Councils, Supreme Court of Justice, Prosecution Office, Judicial Police, Public Order Police, National Guard, Transnational Crime Unit (TCU), AIRCOP Joint Airport Interdiction Task Force (JAITF), INTERPOL, National Committee to Prevent Trafficking in human being; CENTIF; and Institute of Women and Children	
Expected project commencement date¹: 1 December 2019 Project duration in months:² 25 months + additional 6 months = 31 months Geographic zones (within the country) for project implementation: Entire country	
Does the project fall under one of the specific PBF priority windows below: <input type="checkbox"/> Gender promotion initiative <input type="checkbox"/> Youth promotion initiative <input checked="" type="checkbox"/> Transition from UN or regional peacekeeping or special political missions <input type="checkbox"/> Cross-border or regional project	
Total PBF approved project budget* (by recipient organization): UNDP: \$ 963,000 UNODC: \$ 802,500 IOM: \$ 235,400 Total: 2,000,900.00 <i>*The overall approved budget and the release of the second and any subsequent tranche are conditional and subject to PBSO's approval and subject to availability of funds in the PBF account. For payment of second and subsequent tranches the Coordinating agency needs to demonstrate expenditure/commitment of at least 75% of the previous tranche and provision of any PBF reports due in the period elapsed.</i>	
Any other existing funding for the project (amount and source): UNDP will provide 1 international P5 (part-time),	

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

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

PBF 1st tranche (70%): UNDP: \$ 674,100,00 UNODC: \$ 561,750 IOM: \$ 235,400 Total: \$ 1,471,250	PBF 2nd tranche* (30%): UNDP: \$ 288,900 UNODC: \$ 240,750 IOM: \$ Total: \$ 529,650	PBF 3rd tranche* (_%): XXXX: \$ XXXXXXX XXXX: \$ XXXXXXX XXXX: \$ XXXXXXX Total:
<p>Two-three sentences with a brief project description and succinct explanation of how the project is time sensitive, catalytic and risk-tolerant/ innovative: The Bissau Guinean authorities have shown a renewed engagement in the fight against drug trafficking and organized crime with the successful conduct of the two largest ever cocaine seizures in the country in 2019 as well as the prosecution, in record time, of the 12 people involved in the September 2019 seizure, charging them of drug trafficking, criminal association and money laundering. Therefore, considering the impact these crimes have in the development and stability of the country, as well as on the credibility and accountability of its institutions, the UN namely UNDP, UNODC, IOM, UNIOGBIS-CDTOC, will combine their expertise for an integrated, coordinated approach and will support the national capacities to address drug trafficking and organized crime during the United Nations reconfiguration in Guinea-Bissau.</p>		
<p>Summarize the in-country project consultation and endorsement process prior to submission to PBSO, including through any PBF Steering Committee where it exists, including whether civil society and target communities were consulted and how:</p> <p>The priorities and activities identified within this project are the result of the continued interactions particularly through the Justice working group between UNDP, UNODC, IOM, UNIOGBIS-CDTOC and the national partners. In preparation of the project an institutional capacity needs assessment was conducted for Justice Institution and law enforcement agencies (LEA) with the purpose to identify key priorities, and partners were informed that this will be used for resource mobilization. For that purpose, several consultation and meetings have been organized with the national partners particularly the main beneficiaries. Discussions at a higher (ministerial) level was initiated, and will be pursued further, as appropriate, taking into account the current, political context. Also, several discussions have been holding with CSOs namely during the elaboration of CSO' capacity building plan financed by the African Development Bank earlier this year.</p>		
<p>Project Gender Marker score: __1__³ Specify % and \$ of total project budget allocated to activities in direct pursuit of gender equality and women's empowerment: <u>15%</u> equivalent to \$302,970.50 of total budget. <u> </u></p>		
<p>Project Risk Marker score: __1__⁴</p>		
<p>Select PBF Focus Areas which best summarizes the focus of the project (<i>select ONLY one</i>): <u> </u>1.2_⁵</p> <p>If applicable, UNDAF outcome(s) to which the project contributes: Outcome 1: State institutions including defence, security and justice consolidate stability and the rule of law, democratic participation and equitable access to opportunities for all.</p> <p>If applicable, Sustainable Development Goal to which the project contributes: Sustainable Development Goal 16: <i>"Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels."</i></p> <p>If applicable, National Strategic Goal to which the project contributes:</p>		
<p>If it is a project amendment, select all changes that apply and provide a brief justification:</p> <p>Extension of duration: <input checked="" type="checkbox"/> Additional duration in months (number of months and new end date): 6 months, 1 August</p>		

2022

Change of project outcome/ scope:

Change of budget allocation between outcomes or budget categories of more than 15%:

Additional PBF budget: Additional amount by recipient organization: USD XXXXX

Brief justification for amendment:

The COVID 19 pandemic outbreak has impacted the project implementation as it limited all the contact with national partners at technical and high-level, and jeopardized the implementation of activities. In particular, this episode has negatively impacted the project first output, which foresaw the implementation of collaboration mechanisms between the different implicated actors, through the organization of meetings with national and international partners, trainings and the activities of sensitization and mobilization of civil society in the third output, such as the elaboration of a platform of Early Warning mechanism and the consultations and training with CSOs. In the COVID 19 context it is still impossible to organize such activities. So far the meetings are limited to a reduced number of persons, which is compromising the organization of sensitization campaign to a larger number of persons as well as coordination meetings and trainings. As a consequence of this scenario, the implementing agencies were compelled to do adjustments to the budget and activities, due to the impossibility to complete some activities previously planned in the project (for example, international and regional travels).

The blockages and delays that impacted the project by the pandemic can also affect the present and future of its implementation. At the moment, the Presidential Decree determining the state of emergency and adopting measures of spreading prevention imposed the restriction of holding meetings, training sessions, workshops, etc.

With the delays caused mainly by the effects of the pandemic, the constructions and reforms planned also had their schedule affected, and with the approach of the rainy season in the country and that the outposts and border posts are located in geo strategic points (Cambadju, Suzana), but also in isolated areas of difficult access (which requires ads for the professionals; more time to transport materials, among other aspects), the extension of the project will ensure that the buildings will be delivered with the expected quality and durability.

	<p>On the other hand, the construction of the Bafata outpost is a key activity for peace building, namely because: (1) the strategic location of Bafatá for that outpost, lying at the juncture of several regions of the country, key nodal point for the road system connecting Guinea-Bissau and Guinea Conakry, one of the routes used for various types of illicit flows, including drug trafficking; (2) the consistency of that choice with Guinea-Bissau's policy of decentralization of its Judicial Police services, reaffirmed as a priority by the Minister of Justice in a letter dated 10 December 2020, further supported by a more recent call by President Umaro Sissoko to prioritize resources and partnerships in favor of that decentralization process:</p> <p>It is UNODC's assessment that this request by the Judicial Police and the Minister of Justice is amply justified, for all the reasons recalled above, but also for the overarching objective of demonstrating our continued support to a Law Enforcement institution - operating in a complex, sensitive environment - that has been remarkably instrumental in addressing drug trafficking / transnational organized crime (DT/TOC), identified as one of the key drivers of Guinea-Bissau's cyclical instability. That assistance would therefore not just allow the UN to help increase the operational coverage of the Judicial Police beyond Bissau and its immediate outskirts (the only Law Enforcement institution legally mandated to address DT/TOC, yet least physically present outside the capital), and leave behind a building expected to resist years of wear and tear, but would also stand as (1) a testimony of our recognition for their persistence, dedication, reliability, and resilience, illustrated by the historic arrests and seizures of 2019, (2) an encouragement to continue down that commendable path, and (3) an investment in the already solid collaborative ties and capital of trust developed through our close cooperation of these past years.</p> <p>This construction will also ensure the outpost is in line with international standards in terms of Human Rights, gender, rule of law, and "client" orientation. The construction will also serve as a model which national authorities will be able to replicate in other regions of the country in the context of its decentralization policy, in line with their objective to increase the investigative and operational range of the Judicial Police in various strategic areas, closer to some of the "logistical chains" of illicit flows connecting the coast to the hinterland, neighboring countries, and wider West African sub-region.</p> <p>As a consequence, the Judicial Police outpost in Bafatá is a National priority (officially confirmed by the Minister of Justice), and requires a reorganization of the project's planning and schedule, considering that its execution can only start after the approval of this amendment, therefore, additional</p>
--	--

	<p>time is crucial for the delivery of these highly complex products.</p> <p>Finally, as a transition project, and considering that no other project on DTOC and in the same magnitude is present in the country, the extension to next year is an important factor to guarantee engagement and sustainability to the actions developed, once it will be possible to assess its short term results to the country. In addition, if the current conditions remain the same or similar, in 2022 it is expected more stability to the political, social and health environment, enabling the recipient agencies to implement mobilization and dialogue activities, postponed due the current and past instability.</p> <p>The change in the project had quite no or little impact on the budget. As per categories, the cost related to staff and other personnel remain the same; the supplies and commodities which was not included in the first version is now credited with a small amount 270 USD; the costs related to equipment and furniture increase around 19,000USD; the contractual services which will support among others the infrastructures and rehabilitation remained quite the same (+1730,72USD); the cost related to travel was significantly reduced (from 107,000 to 66,000USD); the transfer and grant increase (20,000) will allow a larger contribution of the CSOs as partners. Finally, the general operating costs remain the same. Besides the changes proposed, the project remains quite unchanged in term of budgetary previsions.</p> <p><i>Note: If this is an amendment, show any changes to the project document in RED colour or in TRACKED CHANGES, ensuring a new result framework and budget tables are included with clearly visible changes. Any parts of the document which are not affected, should remain the same. New project signatures are required.</i></p>
--	---

PROJECT SIGNATURES:

<p>Recipient Organization(s)⁶</p> <p>Tjark Marten Egenhoff Signature [Redacted] Resident Representative United Nations Development Programme (UNDP) Date & Seal</p> <p>Amado Philip de Andrés Signature [Redacted] Regional Director United Nations Office on Drug and Crime (UNODC) Date & Seal</p> <p>Fatima Teixeira Signature [Redacted] Head of Office International Organization for Migration (IOM) Date & Seal</p>	<p>Representative of National Authorities</p> <p>Iain Djaló Signature [Redacted] Minister of Justice and Human Rights Date & Seal</p>
<p>Head of UN Country Team</p> <p>Mamadou Diallo Signature [Redacted] DSRSG/RC Date & Seal</p>	<p>Peacebuilding Support Office (PBSO)</p> <p>Name of Representative [Redacted] Signature for: [Redacted] Assistant Secretary-General, Peacebuilding Support Office Date & Seal 25 oct 2021</p>



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

a) A brief summary of conflict analysis findings -

The 2019 Conflict Analysis of the United Nations in Guinea-Bissau highlights that weak State structures, impunity and transnational organized crime are among the main root causes of continuous instability and fragility in Guinea-Bissau.⁷

Since early 2000s, Guinea-Bissau has become associated with high levels of illicit activity particularly drug trafficking. Following two major hauls of cocaine of 674 kg and 625 kg respectively in 2006 and 2007, the country gained a reputation as a center for the transshipment of drugs and has been labelled since then as West Africa's premier "narco-state."

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

Nowadays, Guinea-Bissau continues to serve as a landing point and transit hub for international drug trafficking and other forms of transnational organized crime. From 2011 to 2019, national authorities seized 2772 kg of cocaine and arrested 120 couriers. The largest seizures have been conducted in 2019 by the Judicial Police (JP), with the support of the Transnational Organized Crime Unit (TCU), during two complex operations assisted by the United Nations: 9 March 2019 - *Operation Carapau* resulting in the seizure of 789 kg of cocaine; 2 September 2019 - *Operation Navara* resulting in the largest ever seizure of 1869 kg of cocaine and the arrest of six Bissau-Guineans, three Colombians and one Malian. In terms of number of cases, most seizures were conducted in 2018 at Bissau airport, following the establishment of the Joint Airport Interdiction Task Force (JAITF) supported by the United Nations AIRCOP Programme. Airport statistics show that drug couriers were mainly Guinea-Bissau and Nigerian nationals, of which 93% male and 7% female traffickers. In terms of modus operandi, the majority was ingested cocaine seized at the arrival of the Sao Paulo-Casablanca-Bissau and Sao Paulo-Lisbon-Bissau flights.

In Guinea-Bissau, like in the West African region, the cocaine trafficking must be seen in the context of localized political economies. While illicit flows may be global, their control and impact are always dependent on local patterns of criminal protection and control. Guinea-Bissau is no different in this respect: the illicit economy has been a key contributor to influencing political instability in the country. Once in power, elite networks have an opportunity to act as the interface with the outside world for trade in the country's resources, leveraging its geographic position on the cocaine route between Latin America and Europe. This includes selling licenses for forestry and fisheries exploitation, the protection of the cocaine through-trade, and agreements around mining, tax avoidance and protecting cocaine shipments for payment. Few local people benefit from these deals, which could negatively impact ordinary people in the future. As political crisis unfolded, further negatively impacting on the country's formal economy, the Guinea-Bissau's elite have become

increasingly reliant on such external sources of funding and illicit trade, while ordinary people, particularly in the rural areas, see less and less evidence of State-provided services and benefits from government.

Consequently, transnational organized crime is keeping Guinea-Bissau weak, vulnerable and dependent. The fragility of the State is both a cause and a consequence of deficits in accountability, long-standing impunity and the expansion of illegal trafficking in Guinea-Bissau. The challenges that weak and dysfunctional justice and security institutions pose, including impairing the ability of the State to extend public services within its boundaries and provide effective security and judicial system response to illegal activities, enabled the creation of a context for transnational criminality to flourish, especially cocaine trafficking and human trafficking. The crimes of human trafficking and migrant smuggling are also occurring in Guinea-Bissau, affecting vulnerable populations, especially women and children. Unfortunately, primary data on the scale of the issue are not available nor gathered by national authorities. As indication of the problem and its importance, since June 2017 IOM supported the return of more than 550 Bissau Guinean migrants (among them there were seven women and nine children—of which 6 were girls) who embarked in irregular migration through the Central Mediterranean routes. Most of them initiated the journey through the support of smugglers (INEP, 2019) and more than 90% of them were also victims of severe human rights violations and sometime trafficking during the perilous journey of the Central Mediterranean route. There is no analysis on the nature of human smugglers networks and modus operandi in Guinea Bissau, but the mere presence of the crime is a manifestation of the fragility of border control and rule of law in the country. Additionally, in the last six months of 2018, over 150 children⁸ trafficked to Senegal were repatriated with the support of IOM, UNODC and other partners. Child trafficking occurred in the framework of alleged study of children in Koranic schools in Senegal. Unfortunately, victims of this type of practice end up enduring severe abuses and exploitation. According to 2018 UNODC *Global Report on Trafficking in Persons*, most of the detected trafficking victims in sub-Saharan Africa continue to be children and that child trafficking is far more commonly detected in West Africa than in the rest of sub-Saharan Africa⁹. Since the entering into force of the law of 2011 on human trafficking, only 5 cases went to court and none were sentenced.

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 and good governance standards, to firmly engage in agreed reforms in justice, administration or security sectors. This resonates the effects of corruption in depriving the State of resources and in deepening the divide between the State and its citizens. The penetration of criminal interests in State structures feeds into the resentment of populations over a culture of impunity. For instance, four cocaine smugglers were sent to court and convicted in 2018; however, their sentence was later suspended, and they were released from prison. The issue of giving suspended sentences to drug traffickers after conviction by court is also a great concern in Guinea Bissau. The mistrust of people in justice also reflects findings that place Guinea-Bissau among the ten most perceived corrupt countries in the world¹⁰. Corruption fuels the culture of impunity and erodes the rule of law, the capacities 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. All of them equally recognize, however, that Transnational Organized Crime (TOC) stands as a central "nodal point" in that complex web; one from which originates a whole spectrum of other nefarious consequences for the good functioning and integrity of the State, and for society at large.

This is particularly true of drug trafficking, whose multiple repercussions range from: (i) corruption and the prevalence of an entrenched culture of impunity – generating in turn a profound mistrust in State institutions, subsequently fuelling a widening chasm between Guinea-Bissau's political elite and the broader population, and leading factions within that elite to vie among themselves in order to retain or gain control of State-derived resources or privileges ; 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.

Transnational organized crime, including drug trafficking, impacts both men and women. In recent years, closer attention has been paid to the role of women in organized crime activity in Guinea-Bissau¹¹. Globally, women have been found to be leaders in organized criminal groups, including organizers of criminal activities and equal partners in crime. They have also been found to assume assistant and supporting roles, subordinate to male criminals as stable and often central support systems. Such tasks have included acting as drug mules or taking care of the finances of the organized criminal group. There are no real indications of how drug traffickers are recruited or how people perceive drug lords however given the level of poverty many young people seem attracted to drug trafficking for the material well-being it can provide¹². In trafficking in persons cases, women have been found to act as the intermediary between perpetrators and victims, often through a transition from the status of trafficked person to one of recruiting new victims¹³. As for the so-called "talibés children", it is the parents who voluntarily surrender their children into the hands of alleged Islamic teachers. Other analysts have found considerable evidence that women had knowledge and awareness of the criminal affiliations of their male counterparts, and in some cases were active participants in maintaining and concealing criminal activity.¹⁴ Specifically, female participation in the drug trade is on the rise worldwide, especially among women who lack education, economic opportunity, or have been victims of abuse.

Another severe, less visible though highly detrimental, consequence of TOC and drug trafficking has been the impact of the illicit proceeds of crime on Guinea-Bissau's politics. Suspicions that drug money is used to fund political campaigns have been corroborated by a growing body of anecdotal evidence and testimonies. The absence of any framework governing the funding of political parties and electoral campaigns can only reinforce such suspicions. While the "narco-state" label that has been circulated in the media for some time would be a simplistic, potentially misleading shortcut, this reported use of tainted resources, if ascertained, would not only constitute a dangerous poison for Guinea-Bissau's democratic life, but could also exacerbate factionalism, and potentially open the Pandora's box of electoral violence¹⁵.

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

Judiciary Police (JP) The Judiciary Police is the only Law Enforcement Agency with

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

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

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

CENTIF is the financial intelligence unit of Guinea-Bissau and reports to the Ministry of Finance and Economy. CENTIF undertakes core anti-money laundering and counter terrorism financing (AML/CFT) functions. All financial institutions in the country have the obligation to inform CENTIF of suspicious financial activity.¹⁶

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

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

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

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

the Ministry of Interior (MoI).

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

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

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

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

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

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

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

Civil society organizations, including women, youth, elders and traditional leaders: there are several NGOs defending human rights as well as combatting corruption and impunity. However, they have limited capacities in term of human resources and means, and most of them are considered as politicized which is dismissing their credibility when it comes to denouncing crimes including in drug trafficking case.

However, the LEA are at a very low level of readiness in terms of fighting DTOC. First, they lack financial stability and sustainability, then necessary infrastructure and means for work as well as qualified trained staff with enough level of knowledge to successfully fight against DTOC. There is no training academy and most of the current officers have not followed a basic police training and the training session developed are most of the time not appropriated or pertinent. In terms of coordination the situation is further complicated by the fact that there are seven LEA's (which is too much and too expensive for so small country as Guinea Bissau is). Despite the existence of organic laws governing their work, they still have unclear and often overlapping jurisdictions, thus hindering each other in their work. Different LEAs are under the control of various ministries, which makes their cooperation, coordination, and

efficiency more difficult, and often leads to open conflicts among the LEAs itself.

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

There is a poor internal organization of police agencies and a poor distribution of their staff, as all LEAs are concentrated in Bissau, while the rest of the country is poorly covered with the police presence. The internal control is poor and there is also a lack of disciplinary and other regulations that would lead to professionalization. The criminal justice chain is weak, and, in most cases, the suspects arrested for drug trafficking, were eventually released by the courts, mostly for procedural reasons, as a result of alleged corruption and due to lack of adequate detention facilities.

Guinea-Bissau presently has only two established prisons, located in Mansôa and Bafatá. The only other places where suspects are held are the police detention facilities, even though these lack the requisite facilities necessary for detention of criminals and suspects namely in DTOC cases. The prisons display severe security shortfalls and are not prepared to house high-risk prisoners. Such shortfalls originate security incidents, including the escape of inmates and detainees. Corrections personnel lack capacity regarding the basic management of prison facilities as well as understanding of the legal frameworks governing the sector. Such situation cancels all the results of police officers and at the same time discourage and demoralize them to continue professionally doing their job.

In addition to these challenges, Guinea Bissau lacks an up-to-date comprehensive National Action Plan to provide strategic direction to the prevention and response to drug trafficking and transnational organized crime. In this context, in January 2019 the Minister of Justice requested UNODC to provide technical assistance to the Government of Guinea-Bissau in developing a National Strategic Plan through a comprehensive and integrated multi-level approach for the whole of the security and justice system chain in addressing: i) drug trafficking; ii) organized crime; iii) corruption and iv) money laundering.

The Government of Guinea-Bissau has shown a renewed engagement in the fight against drug trafficking and organized crime, for instance with the establishment of the AIRCOP Joint Airport Interdiction Task Force (JAITF) in April 2018 which recorded the highest number of seizures at airport settings in 2018; the launch of a High-level National Dialogue on CDTOC in November 2018; the establishment of a high-level "Partners Coordination Forum in March 2018, the request of support from the Minister of Justice to develop a National Plan to prevent and combat drug trafficking, transnational organized crime and other security threats; the successful conduct of the two largest ever cocaine seizures in the country in 2019¹⁷ as well as the prosecution, in record time, of the 12 people involved in the September 2019 seizure, charging them of drug trafficking, criminal association and money laundering.

In the framework of UNODC Project in support to the ECOWAS *Regional Action Plan to Address the Growing Problem of Drug Trafficking, Organized Crime and Drug Abuse in West Africa (2016-2020)*, ECOWAS conducted an assessment mission on drug trafficking, drug abuse and organized crime in Guinea-Bissau in June 2018. The mission noted that,

despite the political instability and enormous difficulties in terms of materials and working conditions, Guinea-Bissau still has good practices, namely inter-service teams and coordination mechanisms and recommended further support to Guinea-Bissau LEAs in terms of equipment and specialized expertise. ECOWAS is also supporting legal reform harmonization regarding the judicial cooperation among the members states.

In light of this Trafficking and Organized Crime (TOC) threat to Guinea-Bissau's short-term security, medium-term stability, and longer-term development, and in the context of a transition currently underway to ensure mandates and activities currently borne by UNIOGBIS, are gradually transferred to the UN Country Team, several UN entities – among which UNDP, UNODC and IOM – have agreed to seize the opportunity of this ongoing transition to join forces and start addressing some of the systemic challenges that have enabled TOC and drug trafficking to flourish, and thus become such a powerful driver of fragility and conflict.

Therefore, UNDP, UNODC, IOM, UNIOGBIS-CDTOC, in consultation with UNOWAS, will combine their expertise for an integrated, coordinated approach in strengthening national capacities to address drug trafficking and organized crime during the United Nations reconfiguration in Guinea-Bissau. The focus of this intervention is on strengthening national capacities during the transition process, in line with the Secretary-General's determination to improve capacity for sustaining peace by supporting national actors in developing resilient national capacities and addressing conflict drivers that undermine social cohesion and that may lead to violent conflict¹⁸ on which UNIOGBIS has played a key role thus far. In this context, the proposal addresses capacity gaps stemming from UNIOGBIS draw down, while benefitting of the residual UNIOGBIS expertise to build up the capacity of the UNCT and the national government during and after transition. This joint intervention will contribute to achieve Sustainable Goal 16 on promoting peace, justice and strong institutions for sustainable development.

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

The negative impact of transnational organized crime, specially drug and human trafficking and related cross-cutting crimes, corruption and money laundering, has been recognized at the highest level by the Guinea-Bissau authorities, and the fight against it has become a national priority. In June 2018, the President of the Republic and the Government of Guinea-Bissau requested the support of the United Nations in the fight against organized crime. During the last Parliament session in October 2019 among other point at the agenda was a discussion about drug trafficking and its alleged political links¹⁹.

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

owned process, priority reforms in the security and justice sectors, and the fight against impunity and drug trafficking.

The Security Council, through Resolutions 2404 (2018) and 2458 (2019), also defined, among others, as a priority for the country the "strategic and technical advice and support to the Government of Guinea-Bissau in combating drug trafficking and organized crime...". The Council also reiterated its concern at the threat posed by drug trafficking, as well as trafficking in all forms, including trafficking in persons, and related transnational organized crime to peace and stability, and, in this regard, encouraged the sustained efforts of the Government of Guinea-Bissau, UNIOGBIS, UNODC and other relevant stakeholders in combating this issue.

Furthermore, Secretary-General's report on Guinea-Bissau and UNIOGBIS activities (S/2019/664) identifies strategic priority areas of intervention as follows: " (a) counter maritime crime in the coastal waters and drug trafficking in the port of Bissau; (b) develop the national action plan on drug trafficking and organized crime; (c) strengthen the capacity of the Financial Investigation Unit to counter money-laundering and financial crimes; (d) enhance the investigation skills and build the capacity of prosecutors and judges; (e) promote ethics and integrity measures for law enforcement and judicial authorities; and (f) strengthen the legal and institutional anti-corruption framework."

This proposal builds upon activities and projects already underway in Guinea-Bissau and will contribute to the United Nations transition plan and gradual transfer of residual UNIOGBIS mandated tasks to the UN entities, in view of the prospective closure of UNIOGBIS by December 2020 (UNSCR 2458/2019). The security and justice sectors reforms processes have been an important element of the stabilization and reconstruction of Guinea Bissau. UNIOGBIS rule of law and security institutions tasks were the first to be withdrawn, through Security Council Resolution 2404 (2018, OP4(c)) mandating the mission to support the Government to combat drug trafficking and transnational organized crime, in close cooperation with UNODC. In this context, in 2019 under the partnership agreement between the United Nations and the Government of Guinea-Bissau, UNDP and UNODC, with the support of UNIOGBIS-CDTOC, have launched a High-level dialogue on drug trafficking and transnational organized crime (CDTOC) which resulted in the establishment of a national committee for the drafting of a National Plan to prevent and combat drug trafficking, transnational organized crime and other security threats. Also, with UNIOGBIS and UNODC support, significant progress could be recorded through facilitation of strategic coordination, in particular the establishment of an international partnership forum, technical working groups, reactivation of the Inter-ministerial Drug Commission and institutional capacity needs assessment. ~~Co-location with the Aircop team and the Prosecutors office resulted in an increased number of arrests and prosecutions. Construction/refurbishing and equipping one model police station and four border posts combined with specialized training of LEAs contributed to operational readiness. Strengthening capacity for intelligence gathering, diligent investigation of cases, prosecution and appropriate sentencing of offenders, including a re-structuring of the Transnational Crime Unit (TCU), the development of sentencing guidelines and support to the National Drug Observatory as an Early warning mechanism, remain key priorities under the 2020 budget.~~ Mentoring of Judicial Police and of its Joint Airport Interdiction Task Force (JAITF), set up with the support of UNODC through its Aircop programme, resulted in an increased number of arrests and drug seizures. Construction/refurbishing and equipping one model police station, one Judicial Police outpost and four border posts combined with specialized training of LEAs contributed to

operational readiness. strengthening capacity for intelligence gathering, diligent investigation of cases, prosecution and appropriate sentencing of offenders, the development of sentencing guidelines and support to the National Drug Observatory as an Early warning mechanism, remain key priorities under the 2020 budget.

In this context, the proposal addresses operational and accountability deficits in the justice and security sectors that can undermine the positive gains made through efforts of UNIOGBIS and the national authorities. It will provide UNCT the capacity to ensure sustainable support to rule of law and security institutions, while benefitting from the residual UNIOGBIS expertise.

This proposal is framed in the Partnership Framework between Guinea-Bissau and the United Nations (2016-2020) which under O into consideration the United Nations Global Focal Point for Rule of Law arrangement - UN Joint Programme on Police, Justice and Corrections (JPPJC), signed in 2017 between the Government of Guinea-Bissau and UN Agencies and UNIOGBIS. Particularly, it will contribute to Outcome 1, which aims to enhance national capacity to prevent, investigate and prosecute serious and transnational organized crime, foster peace and stability and promote human rights for all, and Outcome 2, which aims to strengthen the justice system to ensure sustainable, effective and accountable services and deliver access to justice for all, particularly women, in line with international standards.

The proposal aligns with priority actions in the broader strategic frameworks for the rule of law and security sector, including the Government programme to strengthen the institutional capacity of the judicial police, courts and the Public Prosecutors Office, to fight actively against corruption, to improve mechanism to combat transnational organized crime and to strengthen human rights protection mechanisms.²⁰ The proposal further aligns with the Justice Programme Reform (2015-2019) and ~~in Terra-Ranka outcome matrix aligned by the Government with~~ the Agenda 2030, the Agenda 2063, the Samoa Roadmaps and the results for the fragility assessment in 2017 and 2018.

This proposal further draws on best practices and lessons learned of previous projects and initiatives, conducted by the UN as well as other national or international institutions. As a lesson learnt from previous interventions, there is a need to improve coordination between the UN entities as well as between the national partners. In this sense the project will allow to build a link/complementarity between several policies by bringing together different justice, gender and peace and security operators to work for the improvement of anti-drug trafficking and human rights; gender equality and women's empowerment to holistically promote peace and security in Guinea-Bissau. The project will develop a tailor-made approach, considering international and regional requirements, adapting them to the specificities of the country and the already identified needs of national stakeholders.

In terms of national ownership and sustainability, the project has been designed to build on existing experiences, approaches and established work relations. The project will give priority to support existing institutions, structures and actors (COSIPOL Superior Council for Police and Internal Security Coordination Judicial Police, Financial Intelligence Units, AIRCOP Joint Airport Interdiction Task Force, civil society in particular women, youth and traditional organizations, etc.), in order to better ensure the sustainability of these government and social institutions, mechanisms and structures after the end of the project. Sustainability will be achieved mainly by investing in structural improvements of those

existing institutions and mechanisms through tailor-made support packages based on the assessed needs, **with a strong emphasis on mentoring and advisory support.**

c) A summary of existing interventions -

Project name (duration)	Donor and budget	Project focus	Difference from/ complementarity to current proposal
Supporting political and institutional stabilization of the Justice sector for peace consolidation in Guinea-Bissau (Jan/2018- May 2020)	UNDP/UNICEF /PBF 1,406 900 USD	It aims to institutionalize alternative dispute resolution mechanisms and restorative justice practices and strengthen cooperation mechanism between justice actors and traditional leaders to ensure geographic coverage	Complementary: Justice actors and traditional leaders are keys partners in the coordination to better tackle drug trafficking and organized crime in the country.
Placing Gender at the Centre of Justice Reform in Guinea-Bissau (18 months) (Jan. 2019- June2020)	UNDP/PBF 1,000 000 USD	Justice and Gender It aims to ensure that currently outdated legislation, polices and strategies are properly revised, adequately complying and promoting GEWE. It is currently providing technical support to revise the criminal code and criminal procedure code	Complementary: Support to legal reform (Civil and criminal code, as well as procedure codes with a gender equality lens). The project did not deal with legal reform on drug trafficking.
Project to Support Institutional Capacities Strengthening in the Justice Sector (sept. 2018-sept 2020)	UNDP/AfDB 1,800 000 USD	It plans at contributing to the reform and modernization of the justice sector, specifically by strengthening human and institutional capacities. Also includes in	Complementary: will ensure complementarity of any activities aimed at strengthening the justice sector capacity.

		collaboration with UNODC and UNIOGBIS a Research-based report on drug trafficking in Guinea Bissau, incl. data, statistics and analysis of cases, threats, trends and root causes and a mapping of institutional capacity to prevent and combat drug trafficking and organized crime (DIOC)	
IOM-EU Joint initiative on migrants protection and reintegration (2017-2020)	EU 2,480,000 euro	Migrants protection and reintegration; Prevention of irregular migration; migration governance	Complementary to current proposal: The initiative supports the protection of migrants / returnees who embarked on irregular migration and dealt with human smugglers' networks and routes. The staggering majority are victims of severe human rights violations and sometime trafficking during the perilous journey of the Central Mediterranean route. The project responds to protection and reintegration needs of migrants' returnees upon their return.
Bridging together youth, diaspora and local authorities for an integrated approach to promote employment and address irregular migration (2018-20)	Italian Cooperation 862,098 euro	Prevention of irregular migration; migration and development; youth employability; diaspora engagement	Complementary: regarding the prevention at community level

CRIMJUST Global Programme (Jan 2016- Dec 2019) - UNODC	Multi-donor Multi-country	In Guinea-Bissau: promote the adoption of a training programme on Ethics and Integrity for the Judicial Police Drug Unit.	Complementary: activity not envisioned in the present project
RPTC Funds (Jan 2018- Dec 2019) - UNODC	US \$ 40,000	In-dept assessment on money laundering in Guinea-Bissau (request for UNODC assistance received from CENTIF as a follow up to GIABA assessment)	Complementary: activities on anti-money laundering not envisioned in the present project
WACI West Africa Coast Initiative – UNODC, UNIOGBIS, INTERPOL, UNOWAS, DPPA, DPO, ECOWAS (2009-2021)	Multi-donor Multi-country	The Initiative focuses on West African fragile or post-conflict countries (Côte D'Ivoire, Guinea, Guinea Bissau, Liberia and Sierra Leone) through the establishment and full operationalization of inter-agency specialized unit called Transnational Crime Units (TCUs) in implementing countries and the enhancement of the regional cooperation.	Complementary: activities focused on the WACI regional cooperation platform – no national activities
ECOWAS Project (2016- Oct 2019) – UNODC, ECOWAS	EU Multi-country	Support the implementation of the ECOWAS Plan of Action to Address Illicit Drug Trafficking, Organized Crimes and Drug Abuse in West Africa	Complementary: as this project came to an end on 31 October 2019, also the CDTOC National Strategy will be aligned with the ECOWAS Regional Action Plan.
Global Maritime Crime Programme (2018-2020) - UNODC	Multi-donor Multi-country	Provision of an embedded expert to support Maritime Law Enforcement (MLE) capacity	Complementary: activities on maritime crime not envisioned in the present project

		building and conduct of satellite exercises to enhance maritime security	
AIRCOP Airport Communication Project – UNODC, INTERPOL, WCO	Multi-donor Multi-country	Enhance detection, interdiction and investigative capacities at Bissau international airport through the established of a specialized unit Joint Airport Interdiction Task Force (JAITF) in charge of the entire airport platform (passengers, cargo and postal mail) at Bissau International Airport.	Complementary: activities envisioned focus on AIRCOP CENcomm global platform
CROSS-BORDER Project (2017-2018) - UNODC	Germany Multi-country	Enhancing national capacities to detect and investigate cross-border organized crime in The Gambia, Guinea-Bissau and Senegal	Complementary; MoU for sub-regional cross-border cooperation
Child Trafficking (2018-July 2019) – UNODC, IOM	US \$ 400,000 US Department of state	Assistance to child trafficking victims in Guinea-Bissau. Enhance the capacities of judiciary, law enforcement and other relevant actors to detect, investigate and prosecute cases of trafficking in persons. Development of a national referral system for victims of trafficking and train NGOs on victim protection.	Complementary: Project ended
WACAP - The West	Multi-donor	WACAP promotes	Complementary:

African Network of Central Authorities and Prosecutors against Organised Crime (WACAP)	Multi-country	mutual legal assistance networks among prosecutors and develops a regional strategy to facilitate prosecution of persons involved in transnational organized crime.	Activities envisioned focus on the Regional prosecution platform
--	---------------	---	--

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

a) A brief description of the project content –

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

The Project Outcome is:

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

The Project will have three outputs, as follows:

Output 1.1: The National security agencies and justice sector actors improve their strategic and operational coordination capacity to prevent, investigate and prosecute drug trafficking and transnational organized crime.

~~In this regard, the project will support the design and implementation of key national strategies around transnational crime: the National Plan to fight Drug Trafficking and Organized Crime, and the National Strategy to Prevent Human Trafficking; and will use an integrated approach to strengthen capacities of all stakeholders, namely relevant national authorities and CSOs for their oversight role, and to enhance efficiency and sustainability of States’ institutions to fight against criminality and strengthen the rule of law and security institutions. The project will strengthen the coordination between all the stakeholders by facilitating discussion sessions with security and justice institutions, key countries (providers and receivers) and organizations to enhance regional cooperation on prevention, investigation and prosecution of drug trafficking and transnational organized crime and develop and enhance existing strategic and operational coordination mechanisms among security and justice sectors, including law enforcement agencies, and judiciary. This will be done by supporting, inter-agency exchange of information and operational coordination; production of periodic analysis on data collected on drug and human trafficking; providing technical advises to the mains coordination structures. On the other side the project will provide technical assistance for the revision of the legal framework to tackle drug trafficking and~~

~~transnational organized crime. The project will also support the elaboration of an internal strategy to combat corruption and improve transparency within the rule of law institutions and support the inspection services and external oversight mechanisms in rule of law institutions.~~

Under this output, the project will support (i) the implementation of selected components of Guinea-Bissau's National Integrated Strategy against drug trafficking and transnational organized crime (developed with the support of UNODC, and formally adopted by the Council of Ministers), more specifically in the area of legislative reform, such as providing legislative assistance for the review and development of a legal framework to tackle drug trafficking and transnational organized crime, with the support of an International Consultant, national professor and experts and UNODC staff, in collaboration with CSOs and legislative body (A law on anti-money laundering and a law on witness protection are created and approved; and the investigation law is revised); and (ii) the development of a National Strategy to Prevent and address Trafficking in Persons. The project will also aim to further promote cross-border cooperation between Guinea-Bissau, The Gambia and Senegal, in the context of a trilateral Memorandum of Understanding signed between the Law Enforcement Agencies of all three countries, through periodic communication, preferably in person, between officers from the three countries, ensuring the exchange of relevant information to the dismantling of transnational drug trafficking networks operating in these three countries. Support will also be extended to combat corruption and improve transparency within the rule of law institutions and support the inspection services and external oversight mechanisms in rule of law institutions, mainly through capacity building actions aimed at inspecting administrative and financial operations with inspectors from justice institutions.

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

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

The project will support national rule of law and security institutions to effectively detect, investigate and prosecute drug trafficking and transnational organized crime by enhancing their ability to provide sustainable, effective, inclusive and accountable services. For that purpose, the project will be providing technical assistance to law enforcement agencies to develop training curricula on detection and investigation of drug trafficking and transnational organized crime, as well as on ethics and gender and deliver a Training of Trainers Programme to establish an inter-agency pool of national trainers on detection. A specific training programme will be developed for specialized units to combat drug ~~trafficking and transnational organized crime and border control services through capacity building and provision of IT and tactical equipment (IT equipment radio communication, motorcycles, night vision goggles, some small drones for aerial reconnaissance of the clandestine roads and illegal border crossing places, rapid tests for on-spot drug testing)~~ to selected priority

~~border posts that are already identified by the national actors. The project will contribute to reinforce the infrastructure by construction of police station model, the refurbishment of selected border posts and also the improvement of the detention conditions by providing better condition for the detainees in light with the minimum detention standard at the same time reinforcing of the security in the detention facilities in order to reduce the risk of evasion of the suspect in DTOC case. The project will also be strengthening the capacity of the drug Laboratory within the judicial police to analyze a wider spectrum of narcotics and on a pilot-basis will support the deployment of a canine unit to increase detection of drugs at Bissau International Airport and the Port (inspection of containers). The project will also allow for the continued provision of mentoring and advisory support to the Judicial Police in the context of its mandate to combat drug trafficking and transnational organized crime, and will ensure much needed office, IT and specialized equipment is made available where needed. The project will also address a selection of long-standing infrastructure needs regarded as high priorities by national authorities, through the construction of a model police station in Gabu and, a Judicial Police outpost in the locality of Bafatá (in line with a decentralization plan aiming for an increased law enforcement presence in several regions of the country²¹), the refurbishment of 2 border posts (Cambajdu and Suzana), and the building of a security wing within the prison of Bafatá in order to safely accommodate detainees serving sentences related to drug trafficking/organized crime offences.~~

The construction of this outpost in Bafatá, identified as a key priority by our national counterparts, will aim to demonstrate our continued support to a Law Enforcement institution – operating in a complex, sensitive environment – that has been remarkably instrumental in addressing drug trafficking / transnational organized crime (DT/TOC), identified as one of the key drivers of Guinea-Bissau's cyclical instability. That assistance would therefore not just allow the UN to help increase the operational coverage of the Judicial Police beyond Bissau and its immediate outskirts (the only Law Enforcement institution legally mandated to address DT/TOC, yet least physically present outside the capital), and leave behind a building expected to resist years of wear and tear, but would also stand as (1) a testimony of our recognition for their persistence, dedication, reliability, and resilience, illustrated by the historic arrests and seizures of March and September 2019, (2) an encouragement to continue down that commendable path, and (3) an investment in the already solid collaborative ties and capital of trust developed through our close cooperation of these past years.

Also, the project will support the construction of a Model Police Station in the northeast of the country, which is bordering with Senegal and Guinea and has a significant number of reported cases of serious organized crime such as drug trafficking, human trafficking, smuggling of fake medicines, illegal logging and other forms of transnational organized crimes. The area also has the biggest number of clandestine roads and illegal border crossing points, due to weak police presence. The objective of establishing Gabu Model Police Station is to increase the capacity of national authorities to combat drug trafficking and transnational organized crime through the extension of state authority to the regions by replicating good results of two existing MPS²², namely the effectiveness of the police. ~~As part of the decentralization of JP to the rest of the country²³,~~ The MPS in Gabu will be in line with international good practices in terms of decentralization and an innovation as it will allow to host the POP and National Guard ~~and the JP~~ in the same structure extending and increasing state presence and authority in that vulnerable area. This will be an opportunity to enhance the level of cooperation and coordination between the main LEAs by increasing the level of flow and exchange of information, and also an opportunity for JP to provide day-to-day training for POP investigation officers about criminal investigations and proper case

management as well as the coordination of the Mobile Interpol Database (MIND) from refurbished border posts Buruntuma and Pirada. MPS will lead to enhanced level of cooperation between the police and community through the implementation of the concept of community policing, which will lead to significant positive community engagement and involvement in crime prevention strategies and local communities will be brought into closer interaction with state security agents.

Output 1.3: The democratic governance and civilian oversight over the security practices and institutions responsible to combat drug trafficking and transnational organized crime is enhanced.

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

The project will also ~~be strengthening aim to~~ strengthen the oversight mechanisms over these institutions, including by empowering the community. Beside the oversight mechanism, the communities will be associated to the creation of tools that could enhance information sharing particularly regarding corruption and human trafficking. For that purpose, the project will convene ~~a series of~~ national consultations ~~in a regular basis, trainings and~~ sensitization campaigns with leading institutions to clarify the division of labor, mandate and responsibilities among security, justice and civil society actors and enhance and replicate existing community-oriented practices and networks with a focus on analysis the impact and enhance the response of the justice and security institutions to the needs of vulnerable groups, including women, men, boys and girls. The project will support the creation of an early warning system based on existing vigilance committees and CSOs networks in particular youth, community leaders and women groups in the regions to act as a platform of Early Warning mechanism on DTOC cases and human trafficking. Specifically, community leaders as well as traditional justice and administrative actors will ~~be~~ trained and sensitized in order to prevent human being trafficking within the communities.

Finally, the project will strengthen community and national awareness on the risk of drug trafficking and transnational organized crime through awareness raising campaigns engaging women, youth and volunteers' networks and associations in all the country.

b) Provide a project-level 'theory of change' –

IF the National Institutions in Guinea Bissau reinforce their capacity to effectively prevent, investigate and prosecute drug trafficking and transnational organized crime; **IF** the national security and justice sectors improve their strategic and operational coordination in the fight against DTOC; and **IF** the communities and CSOs are effectively implicated, collaborate and play a critical oversight role through dialogue with the national authorities in a comprehensive joint strategy to fight against DTOC;

THEN widespread DTOC and impunity will be reduced, and the key weak points in the DTOC cycle will be addressed, thereby reducing the institutional fragility and dependence on organized crime;

BECAUSE a comprehensive, efficient and transparent response by the National institutions and the population in the fight against CDTOC will contribute to reducing the State fragility, and impact positively the trust of the population towards justice and security institutions.

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

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

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

The project's intervention strategy will initially focus on strategic planning with the definition of national policies to combat drugs and combat human trafficking. These two documents will help to define mechanisms for coordination and collaboration between the various anti-trafficking services and propose measures for better intervention. In addition, the project will support the need to build organizational and human capacity through the training of members of the various departments as well as the equipment. In some cases, it will be necessary to rehabilitate border posts or construct the pilot police station. These interventions will build on the findings of the Inter-Ministerial Committee on Drug Control, which recently carried out with UNIOGBIS' support, an inventory of sensitive border posts, which should be the subject of rehabilitation.

The concept of a pilot police station will bring together all the law enforcement services (national police **judieary-poliee** and national guard) in a single infrastructure thus facilitating their coordination. The Gabu region is designated as a pilot area for this infrastructure, which

will be in addition to the Justice House built with the support of the PBF funds and UNIOGBIS' strategy to expand the experience.

The project will also foster a national debate on the consequences of drug trafficking in the society, especially in terms of peace and stability. This will depoliticize the debate and promote the fight against impunity. It will be an innovation in terms of communication and awareness and an opportunity to involve CSOs and populations in a general way in the fight against drugs. In this regard the project will build on the momentum favorized with the public debate on Drug trafficking following the two majors drug seizures during this year.

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

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

III. Project management and coordination (4 pages max)

a) Recipient organizations and implementing partners –

Since 2009 UNDP has supported the set up 6 Access to Justice Centres (CAJ) in Bissau, and 3 regions as well as the setting-up of the first professional nationally owned Judicial Training Centre (CENFOJ), operational since 2011 and catering for judicial training to all magistrates (prosecution and courts). UNDP further contributed to decentralize justice at the grassroots level, through the collaboration between formal and traditional justice system including with the introduction of concept like restorative justice and the construction of house of justice in the rural areas, in order to make people feel justice closer to their community. UNDP is supporting justice reform, with the development and implementation of the current National Justice Programme for 2015-2020, in this sense UNDP is supporting the revision of the main legislations (criminal and civil code) as well as the elaboration of 2 capacities building plan for both the judicial actors and the CSO.

Since 2011, UNODC has been supporting national authorities in Guinea-Bissau in enhancing national response to drug trafficking, transnational organized crime, trafficking in persons, border control and illicit trafficking. UNODC has been cooperating closely with UNIOGBIS under several projects and initiatives in Guinea Bissau, such as the West Africa Costa Initiative under which the TCU was established, AIRCOP, the support to the Judicial Police on Drug and Human Trafficking, Maritime Crime, etc. UNODC approach covers the full operation cycle of the criminal investigation system: from detection / suspicion of unlawful acts, through interception / investigation, to the indictment phase or filing and remittance to trial, also by assisting on having qualified and independent law enforcement personnel, prosecutors and judges. UNODC will provide **mentoring and** advisory services.

IOM has developed a long working experience with the government, the UN agencies, the private sector and CSOs to protect victims of trafficking; to prevent such abuses from occurring; and to support the development and implementation of policies aimed at the prevention and prosecution of these crimes, and the protection of victims. IOM's programming seeks to restore the rights of trafficked persons through humanitarian, health, legal, and other forms of assistance. IOM's approach is based on respect for human rights; physical, mental and social well-being of the individual and his/her community; and sustainability, through capacity building and the facilitation of durable solutions for all beneficiaries. IOM is the coordinator of the UN Network on Migration. IOM is also currently implementing EU-IOM project for the protection and reintegration of migrants' returnees. The project comprises protection assistance of migrant returnees and support to reintegration opportunities.

Since 2008 the United Nations Integrated Office for the Consolidation of Peace in Guinea-Bissau (UNIOGBIS) is an integrated mission with four thematic departments under the direction of the Deputy Special Representative for Political Affairs: (1) Political Affairs Section; (2) CDTOC Section; (3) Human Rights and Gender Section and, which also represents the Office of the High Commissioner for Human Rights (OHCHR); (4) Public Information Unit.

Agency	Total budget in previous calendar year	Key sources of budget (which donors etc)	Location of in-country offices	No. of existing staff, of which in project zones	Highlight any existing expert staff of relevance to project
IOM	1,520,891	EU, Italy	Bissau, Gabu	4	M&E Assistant
UNDP	2,157,397.65	PBF, AfDB, TRAC (core)	Bissau	5	CTA Justice /Reform P5;
UNODC	Regional project portfolio	Germany, US, UNODC	Bissau	4	Law Enforcement Expert

b) **Project management and coordination –**

The project will be implemented under the overall leadership of UNDP Democratic Governance Cluster and the technical supervision of the Chief Technical Advisor for Justice Reform (P5). A project team was set up: one project manager (IUNV or NOB) and one project assistant (~~G7) will be hired~~ (SB 3/2) were hired and are responsible for the whole project implementation. One International Staff (UNODC Drug Control and Crime Prevention Officer, P4) will be hired within the second half of 2021 through this project to support the implementation of UNODC-led interventions, in close coordination with the project team. In addition, one assistant Coordinator G6 will support is supporting the coordination of the prevention of human trafficking component at IOM. ~~During the transition process staff from UNIOGBIS CDTOC section will be collocated within the project team to enhance the integration and the continuity of the activities that are being implementing by the~~

~~Mission. The TORs for all key project staff will be completed by the end of 2019.~~ Recipient agencies (IOM, UNDP, UNODC) have the capacity and processes to implement the project, including hiring of staff and procurement, within the project deadline and will contribute with their respective expertise and presence in the field in the joint implementation of the activities through a comprehensive and integrated approach. Specifically, UNODC will provide substantive guidance from the Law Enforcement Section and the Justice Section in the Regional Office for West and Central Africa in Dakar, Senegal (ROSEN) as well as several other branches, sections and global programmes at Headquarters, including Organized Crime Branch (OCB).

Ministry of Justice and Human Rights, Ministry of Interior, the Magistrate Councils, Supreme Court of Justice, Prosecution Office, Judiciary Police, Public Order Police, National Guard, Transnational Crime Unit (TCU), AIRCOP Joint Airport Interdiction Task Force (JAITF), INTERPOL, Guinean Observatory for Drugs and Drug Dependence²⁴, Inter-Ministerial Commission against Drugs,²⁵ National Committee to Prevent trafficking in Human Being, AMIC, Youth and volunteers networks will be the main partners. Focal points will be designated within each institution to properly participate and follow-up the project, as well as to strengthen the national appropriation.

A Project Steering Committee (SC) including representatives of the main beneficiaries (LEA, CSO, Ministry of Justice and Ministry of Interior) as well as the recipient agencies, and main donors will be set up and be meeting once a year to approve the project tools. ~~The SC will be shared by the Ministry of Justice according and the meeting will be organized within the Justice and Human Rights Thematic group.~~ There will be an annual workplan and monitoring and evaluation plan including all the activities and identifying all implementing responsible and partners. UNDP as the Lead Agency and will ensure close coordination of all project partners, including the PBF Secretariat, in the development of joint annual workplans, an M&E plan and joint project ~~reports as well as the plan of responsibility transfer from UNIOGBIS regarding CDTOC.~~ The project will also submit annual work plans and produce a yearly report for the UNPAF oversight process. The project will coordinate with and provide information on project progress to the PBF Secretariat on a monthly basis and attend monthly coordination meeting convened by the PBF Secretariat, which will be supporting coordination between the whole PBF portfolio.

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

OROLSI in Headquarters will also provide strategic and technical advice on the implementation of the project, including by sharing best practices and lessons learned from the region and supporting advocacy at the political levels at UN headquarters, if and as necessary.

At the time of its submission of its periodic reports to PBSO, the implementing agencies (UNDP, IOM and UNODC) will convene a videoconference meeting with UNOWAS and

OROLSI in Headquarters to discuss the challenges and opportunities in the implementation of the project and benefit from political guidance and technical advice on the way forward.

c) **Risk management –**

Risks to the achievement of PBF outcomes	Likelihood of occurrence (high, medium, low)	Severity of risk impact (high, medium, low)	Mitigating Strategy (and Person/Unit responsible)
Continuity of the political instability	High	Medium	The project will privilege work at institutional and technical level and increased partnerships with CSOs in order to avoid delays due to the political situation.
Difficulties to mobilize national stakeholders acting in areas where the project will focus	Low	Medium	Foresee frequent steering committee and technical meetings; Rely on informal existing contacts; Define a realistic work plan taking into account the context specifications.
Lack of national willingness to tackle phenomenon due to the sensitivity of drug trafficking and transnational organized crime	Medium	Medium	Use leverage of international community within the Justice reform sectorial group Focus engagement on actors willing to tackle phenomenon. And on civil society.
Distrust and lack of willingness to cooperate between institutions	High	High	Foster on-going dialogue between the various stakeholders, in particular by taking advantage of the Thematic Group on Justice.
Management challenges of coordinating a joint project	High	Medium	An umbrella management team will be created, and an AWP will be defined to facilitate coordination and coherence between all the agencies.
Challenges in the implementation of activities that involves travels, meetings, events, workshops and trainings (among others), as mobilization of national stakeholders and civil society due the constraints of COVID-19 pandemic	High	Medium	Cancellation of ad hoc events and suspension of events with superspreader potential. Assess, case by case, the possibility of holding virtual meetings / events. Use of masks, alcohol gel and social distancing measures to reduce direct and close contact between people, in a ventilated space, will be mandatory for meetings / events assessed as with no superspreader potential. Limit number and time of in person meetings. Restrict travels, including reduced flights and public transport.

d) **Monitoring and evaluation –**

The project plans to reserve a substantial portion of the budget (5,67%) for monitoring, evaluation and communication activities. The project plans hire a national consultant for monitoring and evaluation, whose task will be to ensure the efficient use of resources and the

efficient execution of activities through the establishment of a regular monitoring and evaluation system, which will allow monitoring of activities.

Monitoring-Evaluation mechanisms and tools, including a base line survey data collection tools and field visit templates, will be fine-tuned and implemented in collaboration with national partners, under the responsibility of the project's operational unit. The monitoring and evaluation plan will have three objectives: 1) monitor program performance and effectiveness of the project through the collection and analysis of relevant and timely monitoring data but also; 2) support program management and eventually, if necessary, readjustment of project planning and 3) insure the completion of project deliverables. The PBF Secretariat's Monitoring and Evaluation Expert will support the project team in the development of an M&E plan, mechanisms and tools such as any data collection strategies.

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

An external final evaluation will verify the effectiveness, efficiency, relevance, impact and sustainability of the project. An experience capitalization document will draw lessons learned from the initiative and make specific recommendations directed at national authorities to strengthen the management and control mechanisms for fighting drug trafficking and transnational organized crime in Guinea-Bissau. In this sense, the indicators included in the logical framework of the project document will serve as a reference. In addition, the PBF Secretariat in Bissau, will support the project team by providing additional oversight, technical advice on peacebuilding related matters and by facilitating the coordination and monitoring and evaluation of the PBF portfolio, including of this project.

The project will dedicate around 2430,000 USD to hire a consultant for the elaboration of monitoring and evaluation tools; including a survey at the beginning of the project to establish an accurate definition of the baseline and at the end to support the evaluation. 1535,000 USD will be dedicated to support field missions. Additionally, 20,000 USD will be dedicated to support the project's communication and visibility. For the final evaluation, 50,000 USD will be allocated to hire a team of national and international consultants.

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

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

The project's exit strategy will be based on the results and lessons learned gathered from other projects implemented by UNDP, UNODC, IOM and UNIOGBIS focusing on the promotion of the Rule of Law, Access to Justice, Peace and Security. This strategy will be forged based on the result from the different projects namely those implemented with PBF funding and focuses on making available key national strategic documents, setting-up and training specialized units within institutions so they can properly perform their functions without external support. Apart from focusing on building technical capacities, the project will also advocate for conduct change of public servants to encourage service deliver quality in term of human rights justice and security to the overall public. Moreover, the project will promote communication and cooperation mechanism amongst different LEA to increase their mutual knowledge and trust, with a view to reduce rivalry and strengthen cooperation.

Furthermore, consolidation of the project's achievements will be ensured and reinforced through UNDP's and UNODC's future interventions in the country. It will provide continuous support to partners and beneficiaries, building on improved capacities and experience, including strategic coordination through existing coordination mechanisms. In term of mobilising additional resources, the project can be catalytic: most donors interested in supporting anti-drug trafficking initiatives are not residing in the country, on the other side there is no other local project *of the same magnitude* aiming to combat drug trafficking. *More generally, the UN in Guinea Bissau have a long past in building infrastructure in Guinea Bissau, not only on rule of law but also in several others areas (courts, border posts, police station, health post, markets, electoral support facilities ...)* More specifically in 2019 PBF, through the project *Strengthening Public Confidence in the Justice System* implemented by UNDP, supported the conception of a new model of infrastructure the *House of Justice* which allows to regroup all services related to justice: court, civil registry, ID services and the legal aid). PBF funds supported the development of the architectural prototype as well as the construction of the first House of Justice in Gabu. This infrastructure is being fully used by the national partners and as a result, the judicial services are functional in this district, enhancing the justice supply by providing quality services to the population. As a result, the national authorities decided to duplicate this model all over the country and this allowed to mobilize funds from Japanese government for the construction of the second House of Justice in the southern region (Buba). In this sense the project can be an entry point for donors wishing to support anti-drug trafficking initiative. ~~Results on progress will also be shared in the framework of the High-Level "Partners Coordination Forum" and respective working groups established in March 2019~~

IV. Project budget

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

Support Unit (JRSU). This will allow for the reduction of administrative - premises and equipment - and direct costs, within the project. Besides the international UNV or the NOB project officer and the project assistant, the project will also be hosted in the MJ by the JRSU' staff including UNDP's Chief Technical Advisor for the Justice reform and the other administrative staff appointed by the Ministry of Justice and Human Rights.

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

The project budget will be provided in two tranches, with the first tranche of 70% and the second tranche of 30%, with the second tranche payable upon at least 75% expenditure/commitment of the first tranche of the project budget AND submission of timely project reports (15 June and 15 November every year).

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

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

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

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

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

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

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

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

Reporting:

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

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

Financial reports and timeline

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

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

Ownership of Equipment, Supplies and Other Property

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

Public Disclosure

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

Final Project Audit for non-UN recipient organization projects

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

Special Provisions regarding Financing of Terrorism

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

Non-UN recipient organization (NUNO) eligibility:

In order to be declared eligible to receive PBF funds directly, NUNOs must be assessed as technically, financially and legally sound by the PBF and its agent, the Multi Partner Trust Fund Office (MPTFO). Prior to submitting a finalized project document, it is the responsibility of each NUNO to liaise with PBSO and MPTFO and provide all the necessary documents (see below) to demonstrate that all the criteria have been fulfilled and to be declared as eligible for direct PBF funds.



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

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

³ **Score 3** for projects that have gender equality as a principal objective and allocate at least 80% of the total project budget to Gender Equality and Women's Empowerment (GEWE)

Score 2 for projects that have gender equality as a significant objective and allocate at least 30% of the total project budget to GEWE

Score 1 for projects that contribute in some way to gender equality, but not significantly (less than 30% of the total budget for GEWE)

⁴ **Risk marker 0** = low risk to achieving outcomes

Risk marker 1 = medium risk to achieving outcomes

Risk marker 2 = high risk to achieving outcomes

⁵ **PBF Focus Areas** are:

(1.1) SSR; (1.2) Rule of Law; (1.3) DDR; (1.4) Political Dialogue;

(2.1) National reconciliation; (2.2) Democratic Governance; (2.3) Conflict prevention/management;

(3.1) Employment; (3.2) Equitable access to social services

(4.1) Strengthening of essential national state capacity; (4.2) extension of state authority/local administration; (4.3) Governance of peacebuilding resources (including PBF Secretariats)

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

⁷ United Nations in Guinea-Bissau (2019) Conflict Analysis: Dimensions of Instability and Drivers for Transformations in Guinea-Bissau, p. 2. [Draft as of 10 September 2019]

⁸ All 150 are boys

⁹ 2018 UNODC *Global Report on Trafficking in Persons* p. 80: https://www.unodc.org/documents/data-and-analysis/glotip/2018/GLOTIP_2018_BOOK_web_small.pdf

¹⁰ Transparency International: <https://www.transparency.org/cpi2018> (access 20/07/2019).

¹¹ Considering airport drug seizures in Guinea-Bissau for the period 2011-2019, 7% of 120 couriers were women

¹² Recently a community Radio reported that many young people see the drug dealers in a good light because they have material wealth, gold chains, drive nice cars and have a life style that many young people crave. They report a split in youth between those who want material things and those who see the traffickers and their life style as negative.

¹³ Arsovska and Allum, 2014; Global Initiative Secretariat, 2017; Pizzini-Gambetta, 2014; UNODC, 2016

¹⁴ Bonanno and Donofrio, 1991; Calder, 1995; O'Brien and Kurins, 1991; San, 2011.

¹⁵ An escalation which would illustrate this notion a TOC-conflict nexus that has recently emerged in peacebuilding literature. Cf. for instance: *The New Deal's peacebuilding and statebuilding goals and organized crime*, International Alert, August 2013: <https://reliefweb.int/report/world/new-deals-peacebuilding-and-statebuilding-goals-and-organized-crime>; *Crime and Conflict: The new challenge for peacebuilding*,

International Alert, August 2014: <https://www.international-alert.org/publications/crime-and-conflict>.

¹⁶ It is important to note here that CENTIF does not have competence to conduct criminal investigations, but only competence to monitor all financial transactions and to collect and analyse data. In case of detection of illegal activities, CENTIF submits its findings to the JP for further criminal investigation.

¹⁷ Supra mentioned (789 kg on March and 1869 kg on September)

¹⁸ S/2019/448, para. 25.

¹⁹ Beside the fact that the opposition did not participate to the session, the debate has shown the extreme politization of the question with several allegation of implication of political actors in relation to the *Navara* Operation.

²⁰ Republic of Guinea-Bissau, Government Programme for the X legislature, p. 6 [version as presented to the National Assembly on 27 August 2019].

²¹ In 2019, UNODC started supporting Judicial Police decentralization with the setting up of outposts in Bubaque and Catió.

²² In Bissau (Bairro Militar) and Buba in the southern region of the country.

²³ ~~There are 2 decentralized PJ units built in Bubaque and Catio.~~

²⁴ a platform for civil society organizations enabling them to act as early warning system

²⁵ Commission established by law in 1994, coordinating issues relating to drug trafficking and drug abuse

²⁶ Annualized PBF project budget is obtained by dividing the PBF project budget by the number of project duration months and multiplying by 12.

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

Outcomes	Outputs	Indicators	Means of Verification/ frequency of collection	indicator milestones
<p>Outcome 1: Rule of Law and Security Institutions are able to more effectively prevent, investigate and prosecute drug trafficking and transnational organized crime, reducing the country's sources of fragility</p> <p>SDG 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels;</p>		<p><u>Indicator 1a</u> Coherent, integrated, coordinated, conflict-sensitive, legally-based and transparent national response to DIOG</p> <p><u>Baseline:</u> The country is associated to high levels of drug trafficking and respective inherent crimes like corruption and money laundering</p> <p><u>Target:</u> Country's capacity to handle DIOG cases with professionalism and integrity</p> <p><u>Indicator 1b</u> Reduced impunity vis-à-vis DIOG cases, which erodes the Rule of Law and legitimacy of State institutions</p> <p><u>Baseline:</u> Widespread culture of impunity and limited conviction rate of drug-related cases, in 2018, 4 cocaine smugglers were sent to court and convicted; their sentence was suspended, and they were released</p> <p><u>Target:</u> Increase in conviction rate of drug related cases and transparency, integrity and accountability of state institutions in addressing DIOG</p> <p><u>Indicator 1c:</u> The degree of trust of the population (m/f) in Rule of Law and Security institutions and the perception</p>	<p>LEA reports Ministry of Justice and Human Rights reports UN reports on Guinea-Bissau International and national reports/studies on DIOG Every year</p> <p>Court records Trial observations reports Convictions vis-à-vis arrests Project report; LEA reports; Every year</p> <p>Studies and reports Project report; LEA reports;</p>	

	<p>on the impact of drug trafficking within the society</p> <p>Baseline: Limited trust in Rule of Law and Security Institutions</p> <p>The perception of the impact of drug trafficking is limited to the immediate effect (rapid enrichment/earning)</p> <p>Target: The trust of the population in the LEA increased.</p>	<p>Media coverage</p> <p>Every year</p>	
	<p>Indicator 1a: Percentage of Drug trafficking and TOC-related cases investigated, prosecuted and adjudicated, in line with due process principles</p> <p>Baseline: Two major drug cases investigated, prosecuted and adjudicated in 2019</p> <p>Target: 75% of DTOC cases are investigated, prosecuted and adjudicated, in line with due process principles</p> <p>Indicator 1b: Perception of beneficiary groups from the national counterpart, trained and/or mentored under the project, which report increased capacity to prevent and investigate drug trafficking and transnational organized crime.</p> <p>Baseline: TBD</p>	<p>Court records</p> <p>Trial observations reports</p> <p>Convictions vis-a-vis arrests</p> <p>Project report, LEA reports,</p> <p>Every year</p>	

	<p>Output 1.1 National security agencies and justice sectors improve their capacity to prevent, investigate and prosecute drug trafficking and transnational organized crime.</p> <p>Support the development and implementation of the National Strategic Plan to counter drug trafficking and transnational organized crime in close collaboration with regional and sub-regional organizations.</p> <p>Support the development and implementation of the National Strategic Plan to prevent and protect victims of human trafficking.</p> <p>Facilitate discussion sessions with security and justice institutions, key countries (providers and receivers) and organizations to enhance regional cooperation on prevention, investigation and prosecution of drug trafficking and transnational organized crime</p> <p>Develop and enhance existing strategic and operational coordination mechanisms among security and justice</p>	<p>Target: 75% of beneficiary groups from the national counterpart, trained and/or mentored under the project, report increased capacity to prevent and investigate DTOC</p> <p><i>Output Indicator 1.1.1</i></p> <p>A National Plan to fight DTOC is developed, endorsed and at least partially implemented with UNODC assistance</p> <p><i>Baseline:</i></p> <p>Absence of an up-to-date integrated and inclusive National Plan to fight DTOC.</p> <p><i>Target:</i></p> <p>A National Plan is developed with all the national stakeholders including CSO, endorsed by the national authorities and at least partially implemented</p> <p><i>Output Indicator 1.1.2</i></p> <p>The legal framework relevant to DTOC is approved and in force</p> <p>One National Strategic Plan to prevent and protect victims of human trafficking finalized and at least partially implemented</p> <p><i>Baseline:</i></p> <p>Existing laws do not provide an efficient legislative framework to address DTOC</p> <p>National Emergency Plan to prevent and combat human trafficking adopted</p>	<p>Progress monitoring against quarterly and/or annual workplans drawn out by the Ministry of Justice itself, with the support of UNODC.</p> <p>Progress monitoring against quarterly and/or annual workplans drawn out by national counterparts themselves, with the support of UNODC and IOM.</p>	
--	--	--	---	--

	<p>sectors, including law enforcement agencies, and judiciary.</p> <p>Advisory support to the Superior Council for Police and Internal Security Coordination (COSIPOL) as the strategic and operational coordination mechanism of Law enforcement agencies on DTOC that affects internal security of the country.</p> <p>Advisory support to the Transnational Crime Unit (TCU) Management Board with oversight responsibility over this specialized Unit designated for criminal intelligence gathering on DTOC</p> <p>Enhance capacities of the Ministry of Justice and relevant authorities to produce periodic analysis on data collected on drug and human trafficking.</p> <p>Provide legislative assistance for the review and development of a legal framework to tackle drug trafficking and transnational organized crime.</p> <p>Support the elaboration of an internal strategy to combat corruption and improve transparency within the rule of law institutions.</p> <p>Support the inspection services and external oversight mechanisms in rule of law institutions.</p>	<p>on 11 June 2020.</p> <p>Target: 1 law on anti-money laundering 1 law on witness protection are approved.</p> <p>Full-fledged National Strategic Plan to prevent and protect victims of human trafficking drafted.</p> <p>Output indicator 1.1.3 Number of Cooperation mechanisms for security and justice implemented or enhanced at national regional and international level</p> <p>Baseline: At national level, two coordination platforms established - Superior Council for the Coordination of Policing and Internal Security (COSIPOL), and the Transnational Crime Unit (TCU) Management Board - but no longer active since February 2020. At regional level, existing platforms (AIRCOP, WACI, GIABA, ARINWA) which include Guinea-Bissau.</p> <p>Target: 2 mechanisms are enhanced 1 at national level and 1 regional level 2 coordination meetings among donors are held and facilitated by the UN to share information on their assistance to rule of law and national security institutions on CDTOC</p>	<p>Reports of coordination meetings, Project reports, LEA' reports and Press report</p>	
--	--	--	---	--

			<p>Reports of coordination meetings, Project reports, LEA' reports and Press report</p>	
		<p>Output Indicator 1.1.4 Reliable national data on criminal offenses related to drug and human trafficking is available Drug trafficking and organized crime-related legal framework is revised, as per needs identified in the National Strategic Plan, in line with relevant international conventions</p> <p>Baseline: No centralized periodic data or analyses</p>	<p>Draft bills and regulatory frameworks Every trimester</p>	

	<p>Output 1.2: The Security and justice sector institutions have improved capacity to effectively investigate, prosecute and adjudicate</p>	<p>on-DTOC is available A national multidisciplinary committee put in place to review the Penal Code and the Code of Criminal Procedure and civil code. Actual revision/drafting process of drug control/TOC-related bills and regulations yet to be initiated</p> <p>Target: Reliable data and information regarding DTOC are available and shared with relevant actors Draft Legal framework updated, available for consideration and eventual adoption by executive and legislative organs, subject to conducive political circumstances, to facilitate investigation and prosecution of DT/OC cases</p> <p>Output indicator 1.1.5: Level of intelligence-sharing and investigative cooperation with neighboring countries</p> <p>Baseline: To be collected</p> <p>Target: Increased levels of intelligence-sharing and investigative cooperation reported among the 3 countries</p>	<p>Training curricula, Project reports, LEA reports and Press reports</p>	
--	--	---	---	--

	<p>drug trafficking / transnational organized crime cases.</p> <p>Provide technical assistance to law enforcement agencies to develop training curricula on detection and investigation of drug trafficking and transnational organized crime, as well as on ethics and gender.</p> <p>Deliver a Training of Trainers Programme to establish an inter-agency pool of national trainers on detection, investigation and prosecution of drug trafficking and transnational organized crime and provide on-site mentoring during the first cycle of national training delivery.</p> <p>Support through capacity building, trainings and equipment the mandate implementation of specialized units to combat drug trafficking and transnational organized crime.</p> <p>Strengthening the capacity of the Drug Laboratory within the Judiciary Police to analyze a wider spectrum of narcotics</p> <p>Reinforce the security in Bafata detention facility to host the detainees condemn for DTOC case</p> <p>Support the replication of model police</p>	<p>Baseline: Absence of training curricula on DTOC for LEAs</p> <p>Target: Training curricula on DTOC are developed and implemented for LEAs' training sessions</p> <p>Judicial Police training curriculum on DTOC and related gaps/needs assessed are elaborated</p> <p>Output indicator 1.2.2 Number of drug couriers arrested, prosecuted, charged, judged and detained.</p> <p>Perception of Local Authorities on service delivery to the population due to the decentralization of Judicial Police work through the creation of outposts in strategic areas</p> <p>Baseline: Limited ability to handle the prosecution of DTOC cases and sentenced couriers are granted suspended sentences.</p> <p>Data to be collected</p> <p>Target: Suspects on DTOC case are prosecuted, sentenced and convicted.</p> <p>Local Authorities report increase levels of service delivery after one additional Judicial Police outpost</p>	<p>Every trimester</p>	
--	--	---	------------------------	--

	<p>station in Gabu, in close coordination with local community.</p> <p>Strengthen criminal investigations and border control services through capacity building refurbishment and equipment.</p> <p>Provide technical advisory services and mentoring to the prosecutor's office to improve its capacity to prosecute crimes related to drug trafficking and transnational organized crime</p> <p>Extend the development of Case Management System on DTOC to the offices of the Prosecutor General and the courts.</p>	<p>created between the towns of Gabu and Bafatá</p> <p><i>Output Indicator 1.2.3:</i> The model police station is expanded # of National Model police stations <i>Baseline:</i> 2 There are only two model police stations within the country (in Bairro Militar - Bissau and in Buba - Quinara region). <i>Target:</i> 3 1 additional model police station is created (Gabu)</p> <p><i>Output Indicator 1.2.4</i> Number of border posts refurbished and equipped <i>Baseline:</i> 4 There are only four refurbished border posts (Djegue, Pirada, Buruntuma and Cuntabane) <i>Target:</i> 8 4 additional border posts (Cambadju, Cacine, Suzana and Dungal) are refurbished and equipped</p> <p><i>Output indicator 1.2.5:</i> Number of border posts supported</p>	<ul style="list-style-type: none"> - Project reports; - LEA' reports; - Press report... - Engineering company reports - Field visits <p>Every trimester</p> <ul style="list-style-type: none"> - Project reports; - LEA' reports; - Press report... <p>Every trimester</p> <ul style="list-style-type: none"> - Project reports and LEA reports 	
--	---	--	--	--

	<p>station in Gabu, in close coordination with local community.</p> <p>Strengthen criminal investigations and border control services through capacity building refurbishment and equipment.</p> <p>Provide technical advisory services and mentoring to the prosecutor's office to improve its capacity to prosecute crimes related to drug trafficking and transnational organized crime</p> <p>Extend the development of Case Management System on DTOC to the offices of the Prosecutor General and the courts.</p>	<p>through technical assistance, including COVID-19 prevention work; number of police officers trained on DT/OC, as well on visitors profiling, and forged documents / stolen vehicles and illicit goods detection</p> <p>Baseline: 2 (in Djegue and Pirada)</p> <p>Target: Two additional border posts (in Cambadju and Suzana) provided with COVID-19 protective gear, and specialized DT/OC training</p>		
<p>Output 1.3: Democratic governance and civilian oversight over the security practices and institutions responsible to combat drug trafficking and transnational organized crime is enhanced.</p> <p>Convene a series of national consultations and trainings with all leading institutions including CSO to clarify the division of labor mandate and</p>	<p>Output Indicator 1.3.1</p> <p>Enhanced capacity amongst civil society partners to monitor, evaluate and report on results on CDTOC of the security and justice sectors</p> <p># of mappings of civil society organizations and key actors engaged in the CDTOC</p> <p>Baseline: Lack of information sharing and involvement of civil society and communities on the national threat</p>	<p>- Project reports; - LEA' reports; - Press report... - CSOs reports - Field visits</p> <p>Every trimester</p>		

	<p>responsibilities among security, justice and civil society actors.</p> <p>Provide advisory support and dedicated trainings to the new elected legislative, in particular the security, justice and defense committees, to exercise oversight over the security institutions</p> <p>Enhance and replicate existing community-oriented practices and networks with a focus on analysis of the impact and enhance the response of the justice and security institutions to the needs of vulnerable groups, including women, men, boys and girls</p> <p>Support to the National Drug Observatory to enhance coordination and cooperation between the Government and civil society in particular youth and women groups and act as a platform of Early Warning mechanism on DTOC</p> <p>Support the creation of an early warning system based on existing vigilance committees and CSOs networks in the region for early detection and prevention of possible cases human trafficking</p> <p>Strengthen community and national awareness on the risk of drug trafficking and transnational organized crime through awareness raising campaigns engaging women, community leaders</p>	<p>posed by DTOC and response</p> <p>TBC</p> <p>Target: 1 mapping of civil society organizations and key actors engaged in the CDIOG</p> <p>At least 1 community surveillance committee is created in 2 regions with involvement of women and youth</p> <p>At least 1 report on CDTOC is produced by CSOs</p> <p>1</p> <p><i>Output Indicator 1.3.2:</i> # of community surveillance committees on DTOC in different regions Baseline: TBC Target: 2</p> <p><i>Output Indicator 1.3.3:</i> # of reports on CDTOC produced by CSOs Baseline: TBC Target: 1</p> <p><i>Output Indicator 1.3.4:</i> # of Djumbais with community on the impact of DTOC in the society, including women and youth, in different regions Baseline: TBC Target: 5</p>	<p>Transcripts of the National Popular Assembly and Press reports</p>	
--	---	--	---	--

	<p>youth and volunteers' networks and associations in all the country.</p>	<p>Output indicator 1.3.5: Number of structured parliamentary debates, enhancing awareness and capacity of Parliamentarians in their deliberations of drug trafficking /organized crime issues.</p> <p>Baseline: 0 No structured Parliamentary debates</p> <p>Target: 1 At least one session in Parliament with an agenda item on DT/OC</p> <p>Output Indicator 1.3.6 A national communication campaign on the consequences of drug trafficking in the society is organized in consultation with civil society organizations, in particular youth and women groups</p> <p>Baseline: 0</p> <p>Target: 1 advocacy strategy on CDTOC The communities are aware of the real risk/ menace of drug trafficking on the social cohesion At least one CSOs forum convened by end of the project cycle</p> <p>Output Indicator 1.3.7: # of early warning system based on existing vigilance committees and CSOs</p>	<p>- Communication campaign material and Press reports- Field visits</p> <p>- CSO reports</p> <p>Every trimester</p>	
--	--	---	--	--

	<p>youth and volunteers' networks and associations in all the country.</p>	<p>networks in the regions for early detection and prevention of possible cases human trafficking</p> <p>Baseline: 0 Target: 1</p> <p><i>Output Indicator 1.3.8:</i> Number of Djumbai participants, disaggregated by sex, age, region</p> <p>Baseline: 0 Target: 20 participants per Djumbai.</p> <p><i>Output Indicator 1.3.9:</i> Perception of CSOs on their capacity to influence public policies on DTOC and their freedom to engage on DTOC issues;</p> <p>Baseline: to be collected.</p> <p>Target: CSOs surveyed under the project report increased capacity levels to influence and engage on DTOC issues</p>		
--	--	---	--	--

Annex C: Checklist of project implementation readiness

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

Annex D: Detailed and UNDG budgets (attached Excel's)

For MPTFO Use

Totals				
	UNDP	UNODC	IOM	Totals
1. Staff and other personnel	\$ 150,000.00	\$ 177,000.00	\$ 40,000.00	\$ 367,000.00
2. Supplies, Commodities, Materials	-	-	-	-
3. Equipment, Vehicles, and Furniture (including Depreciation)	\$ 40,000.00	\$ 120,000.00	\$ 15,000.00	\$ 175,000.00
4. Contractual services	\$ 594,000.00	\$ 397,000.00	\$ 150,000.00	\$ 1,141,000.00
5. Travel	\$ 66,000.00	\$ 36,000.00	\$ 5,000.00	\$ 107,000.00
6. Transfers and Grants to Counterparts	-	-	-	-
7. General Operating and other Costs	\$ 50,000.00	\$ 20,000.00	\$ 10,000.00	\$ 80,000.00
Sub-Total	\$ 900,000.00	\$ 750,000.00	\$ 220,000.00	\$ 1,870,000.00
7% Indirect Costs	\$ 63,000.00	\$ 52,500.00	\$ 15,400.00	\$ 130,900.00
Total	\$ 963,000.00	\$ 802,500.00	\$ 235,400.00	\$ 2,000,900.00

Performance-Based Tranche Breakdown					
	UNDP	UNODC	IOM	TOTAL	Tranche %
First Tranche:	\$ 674,100.00	\$ 561,750.00	\$ 235,400.00	\$ 1,471,250.00	70%
Second Tranche:	\$ 288,900.00	\$ 240,750.00	-	\$ 529,650.00	30%
Third Tranche:	-	-	-	-	0%
TOTAL	\$ 963,000.00	\$ 802,500.00	\$ 235,400.00	\$ 2,000,900.00	