



Will the seeds of the restorative justice project be tended?

End-term evaluation

“Supporting Political and Institutional Stabilization of the Justice Sector for Peace Consolidation in Guinea Bissau”

A project implemented by UNDP and UNICEF and financed by the PBF



Riselia Bezerra and Sergio B. Cá.

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Contents

- 1. Executive Summary 3
- 2. Introduction..... 7
- 3. The Project 8
- 4. Methodology 10
- 5. Analysis and Findings..... 11
 - 5.1 Relevance 12
 - 5.2 Effectiveness..... 14
 - 5.3 Efficiency 19
 - 5.4 Sustainability 22
 - 5.5 Project Indicators 24
 - 5.6 Outcomes 27
 - 5.7 Lessons Learned 28
- 6. Conclusions and Recommendations 29
 - 6.1 Conclusions..... 30
 - 6.2 Recommendations..... 32
 - 6.3 Factors future RJ projects could consider 33
- 7. Annexes 35
 - Annex 1: Monitoring and Evaluation Framework 35
 - Annex 2: Analysis of the survey with the traditional leaders and other statistical data 39
 - Annex 3: List of persons consulted..... 50
 - Annex 4: Data collection instruments 54
 - Annex 5: Documents consulted..... 64
 - Annex 6: Terms of Reference 67

Tables

- Table 1: Project’s stated outcome, outputs, activities and budgets 9
- Table 2: Number of traditional leaders who participated in project’s activities, by subject area 15
- Table 3: Change in rights of women and children..... 17
- Table 4: RJ Project indicators and achievements..... 25
- Table 5: Project Outputs, activities and findings..... 35

List of Acronyms and Abbreviations

ADR	Alternative Dispute Resolution mechanism
CAJ	Centres of Access to Justice (<i>Centros de Acesso à Justiça</i>)
CONAEGUIB	National Confederation of Student Associations of Guinea-Bissau (<i>Confederação Nacional das Associações Estudantis da Guiné-Bissau</i>)
EDR	Regional Spaces of Dialogue (<i>Espaços Regionais de Diálogo</i>)
MJDH	Ministry of Justice and Human Rights, Guinea Bissau
INEP	National Institute of Studies and Research
IRF	Immediate Response Facility
M&E	Monitoring and Evaluation
Nupemec	Centre for Consensual Conflict Resolution Methods (<i>Núcleo Permanente de Métodos Consensuais de Solução de Conflitos</i>)
PBF	Peacebuilding Fund (United Nations)
RoL&J	Rule of Law and Justice Project (UNDP, 2014-2016)
RJ	Restorative Justice
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
TOR	Terms of Reference

Acknowledgements and Disclaimer

The evaluation team wishes to express its gratitude to the persons and institutions who contributed their valuable knowledge and time toward this evaluation. The high quality of their inputs and generosity in sharing knowledge has been essential to the team’s understanding, analysis and evaluation.

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

1. Executive Summary

1. The project “Supporting Political and Institutional Stabilization of the Justice Sector for Peace Consolidation in Guinea Bissau” (henceforth the “Restorative Justice (RJ) Project”) was launched to address the limited access to justice in Guinea Bissau and to offer an alternative perspective for conflict resolution. The project started in December 2017 and closed in June 2020, after PBF approved a request for a non-cost extension of 10 months (until April 2020) and an 8-weeks period of grace to conclude the project until the end of June 2020.

2. According to the project document, the objective of the RJ Project was to enhance access to justice for the population “by enabling the institutionalization and strengthening of alternative dispute resolution mechanism within the formal and informal justice system, in line with international standards of administration of justice and human rights”. UNDP and UNICEF partnered to implement the RJ Project. The project was financed by the Peacebuilding Fund (PBF).

3. With the closing of the RJ Project, UNDP and UNICEF commissioned an end-project evaluation through a tender process. The purposes of the evaluation, as outlined in the Terms of Reference (TOR), are to:

- a. Provide an objective description of the results achieved and assessment of their effect.
- b. Ascertain whether the funding was used rationally and efficiently.
- c. Contribute towards identifying valuable lessons and providing accurate recommendations on substantive aspects of the peacebuilding efforts for future and ongoing interventions.
- d. Assess partners’ views on UNDP and UNICEF Guinea-Bissau current and future role in supporting the rule of law and justice sector, including views on where UNDP and UNICEF have comparative advantages.

4. The evaluation responded to a set of questions under the evaluative criteria of relevance, effectiveness, efficiency, impact and sustainability. The project’s monitoring and evaluation framework (M&E) was used for assessing the achievements of project objectives and targets. The evaluation team collected primary and secondary data sources using quantitative and qualitative methods. The evaluation began in February and ended in June 2021. This report is the output of the evaluation.

5. The report details the evaluation methodology, describes the data collected, findings for the issues listed in the TOR. Following is the conclusions and recommendations of the evaluation team.

Conclusions

Relevance

6. **The RJ Project was relevant as a peacebuilding initiative for the justice sector in Guinea Bissau.** It provided a pathway for actors to engage in dialogue about solutions to the dysfunctionality of a system that is vital for peacebuilding, including conflicting views, roles and practices in the formal justice sector and in the informal justice system. It led other sectors of society such as NGOs, academics, educators, journalists, women and religious associations to participate and mediate in the dialogue. It also brought together actors of formal and traditional justice system. Of importance, the project brought in the views and experiences of communities from the regions with both formal and informal justice systems, and the perspective of women in both systems. The RJ Project set the stage for different justice stakeholders to improve their understanding of each other, of the existing justice systems, of the issues deterring cooperation and limiting access to justice for the population at large.

7. The project effectively familiarized the formal justice sector actors with RJ and developed the understanding that RJ can be a complement to the judiciary system and a valuable additional approach to conflict resolution. It was effective in overcoming resistance to the RJ approach, dispelling prior misconceptions that different approaches to justice could not complement one another. Various

justice stakeholders now understand better that RJ has the advantage of resolving conflicts that the judiciary system sometimes cannot, that RJ has a peacebuilding approach to conflict resolution and that it can be a good approach to tackle issues in the justice system. Many actors consider these learnings to be highly relevant to the country's context.

8. The gender and human rights focus of the project was relevant to most actors and to the context in the justice sector and in the country. Despite the relevance, lack of resource (funding/ activities and time) precluded any substantive impact in the areas of human rights and women's rights. There is no evidence that the project was able to effect any change in the rights of women in the administration of justice. There is, however, evidence that the project increased traditional leaders' awareness of women's rights.

9. **UNDP remains a relevant actor for improving the capacities of the judicial system in the country.** The public sector in Guinea Bissau is highly donor dependent, and expansion of the justice system in the country relies heavily on UNDP support. Additionally, UNDP maintains good relations with the MJHR and is trusted as a cooperation partner by the formal and informal justice actors and civil society.

10. UNICEF was a relevant partner in the RJ Project and remains a relevant partner for promoting the rights of children's and other vulnerable groups in Guinea Bissau.

Effectiveness

11. **The RJ Project achieved half of its effectiveness targets.** It did not reach its intended outcome of improving access to justice for the population, but it did advance the dialogue among justice stakeholders regarding practical measures that can impact access to justice. It contributed to strengthening ADR systems within informal and formal justice system and contributed to improving interactions between both systems, although no formal mechanism for cooperation resulted from the project.

12. The RJ Project made a valuable long-term contribution to children's rights by proposing the Child Protection Law and advocating for its passage into law. However, there is no evidence that the project improved the administration of justice with respect to human rights, the rights of children and the rights of women. It is noteworthy that UNICEF has strengthened the work conditions and capacity of child services (*Curadoria de Menores*) from the Court of Bissau, effort that can translate into improvements in the administration of justice in the formal sector. Efforts include improvements in working conditions of prosecutors and staff, child friendly spaces for children and families, improve the capacity of 5 social workers to manage cases in a routine way, improved data base system with a data collection mechanism to collect and organize data in a quarterly basis, including a data management programme in place.

13. The project approach created better conditions to move forward the difficult dialogue over issues that affect cooperation between justice systems and the administration of justice. The RJ Project showed that actors from different social sectors can come together to discuss peacefully pathways for improving the justice sector. This is a good basis for addressing the socio-economic and cultural issues that have created gaps in access to justice between Bissau and the regions, conflict in relations between formal and informal justice system actors, and issues of partiality in the administration of justice in both systems.

Efficiency

14. **The RJ Project complemented other support to the justice sector.** While other projects supported the capacities and structure of the formal justice sector, the RJ Project extended support to building the capacity of the traditional justice system and focused on strengthening interactions between the formal and informal systems. The RJ Project enabled the implementation of a more holistic approach to improving access to justice in the country.

15. **Several factors negatively affected the cost-effectiveness of the project.** No strategy for implementing the project with a short timeframe and known adverse conditions in the agencies and in the country was developed. There were no planning and mitigating measures to address UNDP's administrative limitations for speedy implementation of projects, the limited and unstable human resources to run the RJ Project, and for mitigating risk factors associated with the country's context of instability and difficulties to reach the regions.

16. **The timeframe for implementation was not aligned with the project's peacebuilding objectives,** especially the sequencing of activities and pacing their implementation in ways that would enable effective management of relationships and risks. Given that the PBF's funding via IRFs is short term, the project needed stronger strategic management to secure completion of its activities and to improve its results.

Sustainability

17. **The RJ Project was not able to sustainably establish RJ as a conflict resolution model in the judicial system.** Factors affecting the sustainability of the project include insufficient incentives for changing the mentality and behaviours of key actors in the formal and informal justice sector and lack of resource and capacity in the public and civic sector to sustain the progress achieved by the project.

Outcomes

18. **The RJ Project produced several valuable outcomes:**

- It advanced the dialogue about solutions to conflicting perspectives for improving quality and access to justice in the country. By promoting collaboration and understanding between different justice stakeholders and by improving appreciation of the issues deterring access to justice in the country, the project set the stage for further dialogue with a prospect of decision making. Most stakeholders clearly expressed their readiness to go further when the project closed.
- It settled in the minds of most stakeholders the discussion about the need for cooperation between the formal and informal justice sectors as a means to expand access to justice that is more aligned with human rights, women and children's rights. Most stakeholders hold the view that the formal laws of the country need to guide the cooperation between the two systems and that such cooperation does not prevent the expansion of the structure of the judiciary system. The very limited resources for the justice sector and the urgent need to improve the quality of justice administration and expand access in the regions drive this consensus.
- Stakeholders became aware that it was possible to explore different alternatives for strengthening the cooperation between the formal and informal systems and for expanding the structure of the judiciary system. The RJ Project exposed stakeholders to the implementation of RJ and methods for expanding access to justice in other countries and invited them to think through what the solutions might be for Guinea Bissau. Learning in detail about different approaches to cooperation, existing methods to expand access and to improve the quality of justice dispensation seem to be priorities for the next stage of the collaboration process that the RJ project set in motion.

Recommendations

19. **The next stage of the RJ process should be pursued, but as a longer-term project** At least a 3-year term would be more appropriate for such projects with peacebuilding objectives in the context in Guinea Bissau. Failing that, UNDP could consider submitting to PBF a two consecutive overlapping 18-month IRFs, committing to the completion of the project. This would entail the elaboration and submission of a single project prepared with a 2-staged approach to implementation with one IRF for each phase.

20. **It is suggested that the next stage of the RJ Project focus on carrying on where the last project left off.** Focal areas could be integrating RJ into the justice sector or its reform process, formalizing cooperation between justice systems, existing methods to expand access to justice, and improving the quality of justice administration. The project should also consider a viable way to build the capacities of traditional leaders in a more consistent way, perhaps through a mobile approach, and it should extend coverage to all regions of the country. Alternatively, the Project could prioritize a capacity building plan by identifying regions and communities where need for knowledge is more acute and collaboration between formal and traditional system needs greater support.

21. The information for future support collected from traditional leader should be taken into consideration. This information is in Annex 2 of this report, in Table10: Future support traditional leaders prioritize, and Table 14: What traditional leaders considered important targets for improvement.

22. **The next project should continue the peacebuilding and participatory approach of the RJ Project, applying lessons learned.** The next project should define a strong implementation strategy, include a risk assessment and mitigating measures and an M&E plan that includes collection of baseline and endline data.

23. **The women's rights area should become a strategic and more explicit target.** A study or mapping exercise should be implemented early on in the next phase of the project to inform a prioritization and sequencing exercise for the subsequent activities of the project.

24. **PNUD and UNICEF should improve accessibility of laws.** The Child Protection Law as well as basic law codes are too complex for most traditional leaders to understand. The codes' language and format should be adapted for persons without a legal background and with all levels of education, what would also facilitate the awareness work of NGOs in the communities. If the Draft ADR/RJ draft Law move forward to a consultation process, the language and format of the law should be accessible to traditional leaders and the population in general. Capacitation of traditional leaders to apply/comply with the laws, including the Child Protection Law, should be included in the capacity building plan that covers the formal justice sector. These measures would improve the outcome of the RJ Project in the medium term.

25. **UNDP should improve project management, ensuring a more strategic approach to project management.** This entails developing and monitoring an implementation strategy and risk assessment for projects. To focus on and improve project results, UNDP needs to ensure that projects' M&E are useful as management tools. The agency is in urgent need of improving administrative processes to prevent project implementations being bottlenecked by administration capacity.

26. **The agencies administering a future RJ project should ensure the project has the appropriate human resources.** The agencies should ensure that staff hired to manage project has the capacity to apply strategic management (or results-based management). Hiring of qualified and experienced staff to manage projects in fragile and conflict-affected countries is important not only to improve results, but also to avoid overloading the very limited capacities in these environments. Hiring conditions, including salary, should seek retention of staff to project completion. The agencies should also ensure that there is sufficient time allocated for staff to manage relationships and that the synchrony between projects and political cycles are well managed.

2. Introduction

27. The people of Guinea-Bissau have lived under conditions of chronic political instability since the very beginning of democracy in 1994. The political instability is caused by successive crises, including coup d'états, repetitive meddling of the military in political affairs, constitutional crisis brought about by competing political actors, and successive changes of the government.¹ The country's development is marked by institutional instability and continuous interruption of development investments.

28. Guinea-Bissau is a society characterized by a plurality of ethnicities and a peaceful religious coexistence based on respect and tolerance between different religious confessions present in the country. However, this has been shifting in the last five years, with the increase in divisive ethnic and religious discourses.² Civil society and other social actors have been intervening in this tendency towards radicalization and the anticipation is that the tradition of peaceful coexistence among people with different beliefs will prevail.³

29. The justice sector in Guinea-Bissau is acutely affected by political crises. The judiciary have been suffering from lack of observance of constitutional precepts and other laws of the Republic by political leaders, and political confrontations that distort and undermine the function of the judiciary system in the country. Recurrent political instability in Guinea Bissau has impacted the sustainability of efforts to build the capacities of the justice system. The dysfunctionality of the formal justice system in the country has been identified as a root cause of conflict, as noted in the Peace and Governance component of the government's *Strategic and Operational Plan of Terra Ranka 2015–2020*.

30. The justice sector in the country is characterized by a plurality of practices. The formal justice system coexists with informal and traditional justice systems. The budget and structure of the formal justice system is very limited and does not reach all regions in the country, making access to justice difficult and expensive for the majority of the population. Most people consider corruption to be the single greatest impediment to the proper functioning and transparency of the justice sector and most have low levels of confidence in the functioning of the judiciary system.⁴ Almost all the country's lawyers are based in Bissau. The informal justice system is close to the population but traditional justice administrators typically have low level of education and no significant knowledge of the country's laws, let alone of the human rights treaties the country subscribes to. As with the formal sector, the population believes much of the traditional justice system suffers from partiality in the administration of justice, political interference and lack of respect for citizen's basic rights.⁵ While the state of both formal and informal systems makes it difficult for all citizens to secure their rights, the situation of women and other vulnerable groups is far more difficult.

¹ For a comprehensive analysis of conflict in Guinea Bissau, see *Conflict Analise* (Análise de Conflito, Vertentes da Instabilidade e Oportunidades para a Transformação na Guiné-Bissau), United Nations Guinea Bissau, 2020; *Guinea Bissau Conflict Insight*, Institute for Peace and Security Studies, July, 2019; and, Isaac Olawale Albert and Chukwemeka Eze, *Resolving the Protracted Political Crises in Guinea-Bissau - The Need for a Peace Infrastructure, Accord*, 2017.

² For example, the expulsion of PAIGC Deputies in January 2016, the legislative elections of 10 March 2019 in which the instrumentalization of religion was used for the first time in elections and its results; and the presidential elections of 24 November and 29 December 2019 which were marked by an increase in ethnic and religious discourse, despite the call to end divisive discourses by civil society organizations and international organizations.

³ In the Guinean context, radicalization refers to a process of adopting positions on political and social issues linked to a specific religion. Political competition, poverty, inequality and ideology are intertwined in this process.

⁴ See for example *Sintidu di justisa*, Interpeace, September 2020.

⁵ *Nô obi mindjer ku mininu*. Interpeace, November 2019.

31. In 2018, the project “Supporting Political and Institutional Stabilization of the Justice Sector for Peace Consolidation in Guinea Bissau (henceforth the “RJ Project”) was launched to address the limited access to justice in the country and to offer an alternative perspective for conflict resolution. The UNDP and UNICEF partnered to implement the RJ Project.

32. With the closing of the RJ Project in June 2020, the UNDP and UNICEF commissioned through a tender process an end-project evaluation. The purposes of the end-term evaluation, as outlined in the *Terms of Reference*, are to:

- i. Provide an objective description of the results achieved and assessment of their effect.
- ii. Ascertain whether the funding was used rationally and efficiently.
- iii. Contribute towards identifying valuable lessons and providing accurate recommendations on substantive aspects of the peacebuilding efforts for future and ongoing interventions.
- iv. Assess partners’ views on UNDP and UNICEF Guinea-Bissau current and future role in supporting the rule of law and justice sector, including views on where UNDP and UNICEF have comparative advantages.

33. The evaluation was produced by a team of two consultants, namely, Dr. Riselia D. Bezerra (team leader) and Mr. Sergio Benedito Cá. Dr. Lilian Yamamoto was the quality assessor and Mr. Michael S. Gerber edited the report. The evaluation was performed under the overall supervision of the UNDP’s Resident Representative, and the direct supervision of Mr. Oumar Diallo, the UNDP Chief Technical Adviser for Justice and Ms. Sonia Polonio, Child Protection Specialist, UNICEF.

3. The Project

34. The objective of the RJ Project was to enhance access to justice for the population “by enabling the institutionalization and strengthening of alternative dispute resolution mechanism within the formal and informal justice system, in line with international standards of administration of justice and human rights”.⁶ It focused on increasing and disseminating knowledge and promoting the use of alternative dispute resolution mechanisms (ADR)⁷ and restorative justice practices (RJ)⁸ in both the formal and informal justice system, and in strengthening the collaboration between these systems. The RJ Project adopted a people-centred approach, with strong focus on the demand side of justice, widening the access to justice for the population in general and for vulnerable groups in particular.

35. The Project was financed by the Peacebuilding Fund (PBF) of the United Nations Peacebuilding Support Office, using the Immediate Response Facility (IRF) fund modality, with a total budget of USD 1.406.900. UNDP and UNICEF were the recipient agencies for implementing the project, with UNDP foreseen to implement 59% of the budget (USD 836,740) and UNICEF 41% (USD 570,160). Table 1 below shows the project’s stated outcome, outputs, activities and their budgets. The project’s monitoring indicators can be found in Annex 1.

⁶ IRF Project document, PBF, December 2017.

⁷ ADR refers to means of settling disputes outside of the courtroom. ADR mechanisms include early neutral evaluation, negotiation, conciliation, mediation, and arbitration.

⁸ Restorative justice is an approach to problem solving that, in its various forms, involves the victim, the offender, their social networks, justice agencies and the community. RJ includes the use of informal and formal processes to proactively build relationships and a sense of community to promote peacebuilding.

Table 1: Project's stated outcome, outputs, activities and budgets

OUTCOME: The population benefits from enhanced access to justice through strengthened alternative dispute resolution systems within informal and formal justice systems, and a strengthened interface between both systems, in line with international standards of administration of justice and human rights.		
Output/activities	Output/activity formulation	Budget in USD
Output 1.1:	Alternative Dispute Resolution (ADR) mechanisms and Restorative Justice (RJ) Practices in the Formal Justice system legitimized with the particular attention to women and children's rights	\$482,700
Activity 1.1.1:	Build Awareness/Advocacy of Key Stakeholders of RJ, ADR and women's/children's rights	\$97,000
Activity 1.1.1.2:	International Workshop to provide input to ADR/RJ law	\$144,620
Activity 1.1.2:	Develop ADR/RJ draft Law for the Formal Justice Sector with TA	\$55,700
Activity 1.1.3:	Develop Child Protection Law with RJ lens with technical assistance and collaborative process	\$72,350
Activity 1.1.4:	Enhance public awareness through development of media products and coverage of project events	\$38,118
Activity 1.1.5:	Strengthen the capacity of key actors in the formal justice sector in the implementation ADR mechanisms for conflict resolution and RJ, including child and women protection.	\$74,912
Output 1.2:	Key Stakeholders in traditional justice sector have increased capacity to engage in ADR and RJ in compliance with women and children's rights	\$324,800
Activity 1.2.1:	Map of Dispute Resolution decisions around child issues	\$70,100
Activity 1.2.2:	Awareness/advocacy of key stakeholders in traditional justice in RJ, ADR and women's and children's rights.	\$70,000
Activity 1.2.3:	Strengthen awareness and engagement of traditional structures, NGOs and CBOs on ADR and RJ mechanisms, including on the rights of women and children.	\$83,700
Activity 1.2.4:	Monitoring of access and quality of traditional justice through CSOs and CBOs that implement programs that promote community dialogue to change behaviour against social practices and norms detrimental to the health and well-being of children and women (60 communities in 5 regions)	\$101,000
Output 1.3:	The collaboration/complementarity between informal and traditional justice system is effective	\$128,000
Activity 1.3.1:	Creation of functional mechanism of cooperation between formal and informal justice actors	\$80,800
Activity 1.3.2:	Develop legal framework on traditional justice boundaries	\$47,200
Sub-total (for outcome)		\$935,500
Other costs (operational, personnel and M&E)		\$471,400
TOTAL		\$1,406,900

36. The expected start date of the project was January 2018, as per project signed document (PRODOC). However, the actual commencement date was the date of first funds transfer, in this case

20 December 2017.⁹ Originally the project was to close in June 2019, but it actually closed in June 2020, after PBF approved a request for a non-cost extension of 10 months (until April 2020) and an 8-weeks period of grace to conclude the project until the end of June 2020.

37. The project was implemented in cooperation with national partners, such as the Ministry of Justice and Human Rights (MJHR), the Public Prosecution Service, the Supreme Judicial Council, the Ministry of Interior, the National Committee for the Abandonment of Harmful Practices to Women and Children, the Women and Child Institute, the Association of Traditional Leaders, various religious associations, and the NGO Voz di Paz/Interpeace.

38. Activities that were under implementation at the end of the RJ Project were affected by the stand-off after the second round of the presidential elections held on 29 December 2019 and subsequently by the COVID-19 pandemic.¹⁰ In the aftermath of the election standoff, consultations between government and United Nation agencies were paused due to the political crisis. During March and April of 2020, the country was in in lock down due to the COVID-19 pandemic. The political and health crises affected the implementation of the following project activities: Map of Dispute Resolution decisions around child issues activities (Activity 1.2.1) and the Creation of functional mechanism of cooperation between formal and informal justice actors (Activity 1.3.1).¹¹

4. Methodology

39. The Terms of Reference (ToR), which can be found in Annex 6, specify a set of criteria to guide the evaluation, namely, relevance, efficiency, effectiveness, impact and sustainability.¹² A set of questions under each criterion was elaborated to guide the evaluation. These questions are presented in Chapter 5.

40. The evaluation was designed as non-experimental research with a participatory and iterative approach, through engagement with the different groups of beneficiaries and stakeholders as well as with the program administrators and the funder. Given the project closed eight months prior to the commencement of its evaluation, an insufficient timeframe for attributing impacts, the evaluation focused on an analysis of change at outcome level. The evaluation team used quantitative and qualitative methods and primary and secondary sources of data for the analysis. The evaluation also used the RJ Project’s Monitoring and Evaluation framework (M&E) as a tool for both addressing the evaluation questions and assessing the achievements of project objectives and targets.

41. The **quantitative analysis** includes primary and secondary data sources to address the evaluation questions, the evaluative criteria, the Project’s M&E framework and the lessons learned. The analysis uses baseline data from the Project’s M&E framework and the data sources below.

42. **Qualitative data** was collected to address the evaluative criteria, the assessment of outcomes, the lessons learned and the partners’ views on UNDP and UNICEF Guinea-Bissau’s current and future role in supporting the rule of law and the justice sector.

	Quantitative data	Qualitative data
Primary data source	A survey with 24 traditional leaders who participated in project activities. Seventeen survey interviews were administered through presential	The team conducted semi-structured interviews with the groups of stakeholders shown in the table below. The interview list was prepared in close

⁹ See <http://mptf.undp.org/factsheet/project/00108261>
¹⁰ For further details on the post-election crises in Guinea Bissau see the Security Council’s report found at <https://www.securitycouncilreport.org/monthly-forecast/2020-08/guinea-bissau-5.php>
¹¹ See “Table 4: RJ Project indicators and achievements”.
¹² The evaluation used the OECD/DAC definition of the evaluation criteria <https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>

	<p>meetings and 7 were telephonically. The survey was coordinated with the leader of the Traditional Leaders Association.</p> <p>The survey took place between March 18 and April 7, 2021 in 8 regions.</p> <table border="1"> <thead> <tr> <th colspan="4">Survey respondent count by region</th> </tr> </thead> <tbody> <tr> <td>Bafatá</td> <td>4</td> <td>Gabú</td> <td>3</td> </tr> <tr> <td>Biombo</td> <td>4</td> <td>Oio</td> <td>5</td> </tr> <tr> <td>Bolama</td> <td>2</td> <td>Quinara</td> <td>1</td> </tr> <tr> <td>Cachéu</td> <td>3</td> <td>Tombali</td> <td>2</td> </tr> </tbody> </table>	Survey respondent count by region				Bafatá	4	Gabú	3	Biombo	4	Oio	5	Bolama	2	Quinara	1	Cachéu	3	Tombali	2	<p>consultation with UNDP and UNICEF. The semi-structured interviews took place from March 13 through April 16, 2021. Most of the interviews were conducted remotely using Teams, Zoom and WhatsApp, with a few presential meetings in Guinea Bissau.</p>
Survey respondent count by region																						
Bafatá	4	Gabú	3																			
Biombo	4	Oio	5																			
Bolama	2	Quinara	1																			
Cachéu	3	Tombali	2																			
Secondary data source	<p>Justice sector and other available statistics.</p>	<p>Desk review of project documents, including data collected as part of the project's M&E.</p> <p>Literature review about the project and the justice sector in Guinea Bissau.</p>																				

43. The team consulted a total of 62 persons, 11 women and 51 men, as follows:

Respondent group	Number of persons consulted	Women	Men
Civil society actors	12		12
Funder (PBF)	4	4	
Implementers	11	5	6
Informal justice sector actors (traditional leaders)	24		24
Justice sector actors (government)	11	2	9
Total	62	11	51

44. The evaluation took place between February and June 2021. The team leader was not able to travel to Guinea Bissau due to COVID-19 travel restrictions. As a mitigating measure, UNDP commissioned a team member who lives in Bissau. The evaluation team was able to consult with the intended sample of project beneficiaries and stakeholders.

45. The analysis of the survey with the traditional leaders and other statistical data can be found in Annex 2. The list of project's beneficiaries and stakeholders consulted is in Annex 3 and the instruments developed by the evaluation team for the qualitative and quantitative data collection can be found in Annex 4. The list of documents consulted is in Annex 5.

5. Analysis and Findings

46. The findings are presented in seven sections representing the evaluation criteria in the Terms of Reference, the analysis of the project's indicators and the lessons learned. Each section responds to the group of agreed questions relating to each criterion. The analysis draws on primary data collected during interviews with the project's beneficiaries and stakeholders, a survey with traditional leaders and secondary data, including from the document review and statistical data. Each section closes with a set of key findings from the evaluation team's interpretation of the data.

5.1 Relevance

47. This section describes the analysis and findings for the following questions.

Are ADR and RJ practices still relevant and appropriate for conflict resolution *in the formal justice system*? Are there areas that need to be revised, and if so, why?

Are ADR and RJ practices still relevant and appropriate for the *traditional justice sector*? Are there areas that need to be revised, and if so, why?

Are ADR and RJP practices still relevant and appropriate for improving access to justice and strengthening the rights of *women and children*?

Do efforts to promote cooperation between the formal and informal justice sectors remain relevant?

Do ADR/RJ practices and promoting collaboration between the formal and traditional justice actors remain relevant as peacebuilding approaches?

Do the UNDP and UNICEF remain relevant actors for improving the capacities of the judicial system?

48. The RJ Project was conceived in the context of social and political processes over conflict resolution and governance in Guinea Bissau. The *Terra Ranka*, a strategic and operational plan for peacebuilding and improving governance in the country was launched at the end of 2015, and subsequently, the *Conakry Agreement on Resolution of Political Crisis in Guinea Bissau* was signed (September 2016). In 2017, a national consultation on peacebuilding and development was concluded, a process documented in the *Em Nome da Paz* report (In the Name of Peace, 2018).

49. These processes emphasised the need for implementing strategies that led to political and institutional stabilization, reconciliation and citizen engagement, among other things. The dysfunctionality of the existing justice system in the country had been identified as a root cause of conflict. The above mentioned consultations and agreements identified efforts to improve access to justice for the population as an objective. The promotion of women and children's rights was seen as necessary for improving the social and economic sustainability of the country, as reflected in the report from the national consultation.¹³

50. **All stakeholders consulted regard the RJ Project highly relevant for peacebuilding.** The concept of the RJ Project adequately captured the ongoing processes in the country, which promoted conflict resolution and socio-political stability through dialogue. As noted by many stakeholders, the project was designed and implemented with a participatory approach that brought together actors from different social sectors to learn about and discuss approaches to justice and their practical applicability to the country's context. The project promoted communication and interactions between actors in the formal and informal justice system and in civil society. For example, the international conferences on ADR and RJ organized by the project brought together peers with experience in RJ and its applicability and with results from countries such as Brazil and Mozambique which have legal frameworks that enable RJ practices. These activities increased conceptual and practical knowledge about RJ among members of the formal justice sector and civil society, and promoted a dialogue about the purposes and complementarity of different approaches to justice (e.g. criminal justice, RJ).

51. **The project was relevant in reinforcing the need for cooperation in the existing justice system.** For many formal justice sector stakeholders consulted, the project contributed to deepening the understanding of the limits of traditional justice, which was relevant for the peacebuilding process between the justice systems that co-exist in the country. In addition, stakeholders noted that the

¹³ See *Em Nome da Paz* report, 2018.

project galvanized better understanding about traditional justice practices, actors and users in Guinea Bissau.

52. For stakeholders, the project identified the limiting conditions for expanding the structure of the formal justice system at the available funding and human resources level. The consensus among stakeholders consulted was that improving the quality and use of existing resources in the justice system is necessary. For them, the ADR and human rights training and awareness activities performed under the project at the regions were seen as highly relevant as the actors of the informal justice sector rarely have access to training.

53. All traditional leaders surveyed affirmed that the RJ Project supported their role as a traditional leader and most (15 out of 24) stated that the project supported what they consider as priorities in their exercise of justice administration in their communities.¹⁴ Traditional leaders found it particularly relevant that the project improved their skills in ADR practices. Most also found the knowledge the project provided about actors, structure and procedures of the formal justice system relevant and useful. Efforts to promote cooperation between the formal and informal justice sectors were and remain relevant for most (16 out of 24). Among the 9 survey respondents who did not think the project targeted their priorities, some noted that support to ensure they have sufficient materials and conditions (e.g. transport, finance and work materials) to administer justice in their communities would be more relevant.

54. **The efforts to promote the rights of women and children were seen as relevant by most stakeholders.** Many mentioned the importance of the project's aim to propose a legal framework to expand the protection of children. The project's support of women's rights was regarded as relevant by all stakeholders, including traditional leaders.

55. Most stakeholders consulted noted that UNDP has been and remains a relevant actor for improving the capacities of the judicial system in the country. Many felt that UNDP's role in building the structure of the formal justice system in the country was vital and that UNDP plays an important role in developing the capacities of justice sector actors. For many stakeholders, UNICEF plays an important role in promoting children and women's rights in the country, including through the RJ Project. UNICEF's partnership with the actors in the formal justice sector, such as the Public Prosecutor's Office, was very important, especially in providing technical support and training for public servants.

Main Finding

56. **The objective and the approach of the RJ Project were highly relevant for the context in Guinea Bissau.** Access to justice is regarded as a priority in the country. The promotion of human rights and women and children's rights is seen as important by stakeholders.

57. **The project's participatory approach was appropriate for peacebuilding.** The project dealt with historically difficult issues such as the uneasy interaction between the formal and informal justice sectors and with issues of women and children's rights, which are contentious in areas of the country. The project involved the different justice sector actors and civil society in a process of cooperation towards expanding access to justice, within the country's resource context.

58. **The efforts to promote cooperation between the formal and informal justice sectors were and remain highly relevant.** Given the scarce resources for the justice sector in the country, cooperation between the two sectors remains the only viable way for improving the efficiency and quality of existing resources for justice administration in the country, at least in the medium-term. Moreover, cooperation between the two justice sectors acts to minimize political and institutional instability and thus enables conflict resolution.

¹⁴ See Annex 2 for a complete analysis of the survey with the traditional leaders.

59. **UNDP remains a relevant actor for improving the capacities of the judicial system in the country.** The public sector in Guinea Bissau has a high donor dependency, with around 95% of total public investment during 2011–18 externally financed.¹⁵ The justice sector is no exception and the maintenance and expansion of the justice system in the country relies heavily on UNDP support. Additionally, UNDP maintains good relations with the MJHR and is a cooperation partner trusted by the formal and informal justice actors and by civil society.

60. UNICEF was a relevant partner in the RJ Project and remains a relevant partner for promoting human rights in Guinea Bissau, particularly the rights of children’s and other vulnerable groups.

5.2 Effectiveness

61. This section describes the analysis and findings for the following questions.

- Was the Project effective in improving access to justice to the population? To vulnerable groups, especially women and children?
- Was the Project effective in strengthening ADR within informal and formal justice systems?
- Was the Project effective in improving the alignment in the administration of justice with international standards of administration of justice and human rights?
- To what extent the Project approach was effective to improve knowledge and capacity of traditional authorities?
- To what extent the Project was effective in improving collaboration between the formal and traditional justice actors?
- How effectively did the Project increase the capacity of the traditional justice sector to engage in ADR and RJ in compliance with women and children’s rights?
- Was the Project effective in managing the partnership with beneficiaries and stakeholders?

62. **Most stakeholders considered the training provided by the project effective in improving their skills.** Stakeholders felt that the ADR training for the formal justice sector helped to reinforce previous training in mediation and that it provided additional technical skills with different techniques (e.g. circular dialogue). For civil society, most stakeholders reported that the training in RJ and ADR was effective in introducing RJ concepts and some ADR techniques. The project provided two training sessions on RJ for school teachers and directors, students and parents.¹⁶ Stakeholders noted that the training was a welcome introduction to RJ and ADR to some stakeholders in the education sector, noting that it did not reach sufficient numbers in the educational system for RJ practices to be appropriated and integrated.

63. Among the 24 traditional leaders consulted, 20 confirmed having taking part in RJ training and 23 in ADR training as shown in Table 2 below. Only 8 participated in training in women’s and human rights and only 6 in children’s rights training. All traditional leaders surveyed declared that they apply ADR practices and that they changed how they resolve conflicts as a result of their participation in the project activities. Twenty one respondents confirmed their practices changed in RJ, 23 in ADR and 14 in women and children’s rights. However, many traditional leaders expressed the need for training or reinforcement in RJ, mediation, conciliation and arbitration as well as training in children’s rights. They also noted that the project did not reach all regions of the country and many traditional leaders did not participate in all the project’s activities.

¹⁵ *Enhancing Governance and the Anti-Corruption Framework: Next Step*. International Monetary Fund, Technical Report, May 2020.

¹⁶ Activity Implemented by the National Confederation of Students’ Association of Guinea Bissau (CONAEGUIB).

Table 2: Number of traditional leaders who participated in project's activities, by subject area

	RJ	ADR	Women's rights	Children's rights	Human Rights
Training	20	23	8	6	8
Awareness/Advocacy activities	21	22	14	15	11

64. **The project was not effective in improving the alignment in the country's legal framework or administration of justice to RJ.** The ADR/RJ draft Law was produced and submitted to the MJHR, as was the Capacity Building Plan of Traditional Justice Actor.¹⁷ Consultations with stakeholders in the formal justice sector and civil society show no evidence that these proposed Laws have been appropriated by the higher ranks in the formal justice system, nor any sign of mobilization in civil society to engage in discussion of these legislations. For some informants, the project did not engage magistrates sufficiently to produce the change in mindset they view as necessary for practical changes in the implementation of RJ and for advancing the cooperation with the informal justice sector. A few informants noted that the COVID-19 pandemic made it impossible to organize discussions of the draft Laws but that such discussions may yet take place.

65. The ADR/RJ and Mediation drafts Law would have minimized ongoing contention among actors within the formal justice sector regarding parallel justice structures and methods (e.g. CAJ and magistrates) and would have provided a framework that could enhance cooperation between formal and traditional justice sectors. The disagreements remain and there is no expectation among most stakeholders for the draft Laws to be taken forward.

66. According to traditional leaders consulted, the project's RJ activities made segments of formal and informal justice administrators and the population aware that *"the courts are there to solve the problems and not only to send people to prison"*. Some traditional leaders further noted that the communities are increasingly hearing about ADR and understanding that the parties in conflict, and their families, can take part in solving problems, and that they are demanding information. According to many respondents, such awareness helped to increase demand for mediation through the services of traditional justice and the Centres of Access to Justice (CAJs).

67. **The RJ Project was effective in increasing interactions between actors in the formal and informal justice sector, and in increasing their knowledge about each other.** According to most traditional leaders surveyed, the project provided them with knowledge about structure, actors and procedures of the formal justice system, and to a lesser extent knowledge about laws.¹⁸ The project provided formal justice sector actors with knowledge of concepts and practices used by some traditional leaders (RJ, ADR) and it provided them with a study about traditional justice, their actors and practices.¹⁹ This study brought the voices of community members from the regions into the dialogue about access to justice and women and children's rights, which helped stakeholders to clarify who traditional leaders are and how they operate. Importantly the study also clarified how the population assesses traditional and formal justice in the country. Additionally, some project activities, such as training and conferences, included participants from both justice sectors, enabling interactions and providing opportunities for establishing a network.

68. According to some formal justice sector stakeholders consulted, interactions between traditional leaders and the formal sector have been ongoing and depend on individuals' initiative. The

¹⁷ *Capacity building plan for traditional justice actors. (Plano de reforço de capacidade dos atores da justiça tradicional. Relatório Final.)* 2020.

¹⁸ Increasing the knowledge of traditional leaders about the country's legal framework was not an objective of the RJ Project.

¹⁹ *Nô obi mindjer ku mininu, Voz di Paz / Interpeace*, November 2019.

project facilitated an increase in such interactions. All but one of the traditional leaders (23 informants) stated that cooperation between the actors of formal and informal justice sectors is important and that it should happen more frequently and on a continuous basis. Most traditional leaders surveyed (67%, 16 informants) stated that the project facilitated interactions between traditional leaders and formal justice actors, particularly improvements in communication about administration of justice in general, investigation of criminal cases and resolution of land ownership disputes. Eight (of the 24) traditional leaders surveyed said that the project did not develop any interaction between with the formal justice actors.

69. **The project was effective in promoting interactions across stakeholder groups.** The project included members of civil society organisation such as academics, NGOs, women and religious associations during discussions to design the project, to implement some of the project's components, and to participate in activities such as conferences and training. Many stakeholders think that the project was effective in bringing different actors together, opening the perspective for cooperation in the future. They noted that project activities created opportunities for actors from the public and civic sectors and from different regions in the country to interact. For some, involving different sectors of society in conflict resolution was an important contribution for relationship building and network formation.

70. Some stakeholders noted that, since civil society in Guinea Bissau is well organized, their inclusion was important to mediate and support interactions and cooperation between the formal and informal justice sectors. Stakeholders from the civic sector who were consulted considered interactions and collaboration between actors in the judicial sector and traditional leaders to be vital for improving access to justice in the country, especially to advance the application of human rights.

71. **The project was effective in improving the alignment of the country's legal framework with children's rights.** Stakeholders from the formal justice sector stated that there have been ongoing reforms to update the country's legal framework, such as the civil code, to align it better with human rights. The proposed Child Protection Law (*Lei da Proteção Integral da Criança*) developed through the project made a significant contribution to these reforms and has been appropriated by the MJHR and formal justice sector actors. The law is currently under consultation and revision, and all stakeholder groups consulted expect it to be approved. There is, however, no evidence to link the project with change in the administration of justice pertaining to children's rights.

72. **The project contributed to improve awareness but did not improve the alignment in the administration of justice to comply with women's rights.**²⁰ Consultations with all stakeholders' groups show that the advocacy and awareness activities of the project made a contribution to increased awareness of women's rights in alignment with international standards. All stakeholders in the formal justice sector and civil society also noted that this increase in awareness has not yet changed the realities in the administration of justice for women. According to them, the rights of women continue to be overlooked, particularly in the regions.

73. Most traditional leaders surveyed (87%, 21 respondents) have a different perspective. For them, the project contributed to strengthening the rights of women and children in the administration of justice.²¹ Table 3 below describes how traditional leaders perceived improvements in this regard.

²⁰ As part of the Women and Justice Project, UNDP carried out an assessment of the legal framework in Guinea Bissau with a gender lens, which found a lack of gender equality within the Constitution and the primary laws. The project supported reform of the civil and criminal codes, which is ongoing and takes into account the promotion of women's rights. The evaluation of the Women and Justice Project concluded that "the absence of the state, limited resources and political will and the short timeframe of the project represented a considerable impediment for UNDP to influence significant changes in access to justice practices of women." Cecilia Deme and Midana Gomes, *Evaluation of the Women and Justice Project*. Draft Report, June 2021.

²¹ The data presented in this report, also detailed in Annex 2, do not support the perception of most traditional leaders surveyed regarding improvements in women and children's right in the administration of justice.

Three respondents stated that the project had no effect on the rights of women or children because it was not able to reach the population at large and because the population does not know about the rights of women and children. One respondent further noted that there is no continuous effort to inform the population about women and children’s rights.

Table 3: Change in rights of women and children.

Improvements traditional leaders highlighted	Number of respondents mentioning the improvements
More follow-up on the rights of women, including one or more of these aspects: <ul style="list-style-type: none"> • Strengthening of women's rights to inheritance. • Inclusion of more experienced women in conflict resolution. • We are solving cases of gender-based violence. • Improvement in women's economic and social law. • There is more protection for the bodily integrity of women. 	8
Raising awareness of children’s rights (education and health).	7
Abandoning harmful practices.	6
Raising awareness of gender equality.	6
We apply what we learned about the rights of children. <ul style="list-style-type: none"> • More children's civil register. • Fewer children drop out of school for other activities. 	3
Decrease in forced marriages.	3
Women report cases of violation of their rights and that of children.	2

74. The data from the Multiple Indicators Survey (MICS) show that much remains to be done to strengthen the rights of women and children in Guinea Bissau.²² While the data show a decrease in the number of children performing child labor, it also shows that enrollment for secondary education remains quite low and that far fewer women than men are alphabetized, especially in rural areas.²³ According to MICS’ data, female genital mutilation (FGM) is still widely practiced.

75. Many stakeholders, including a few traditional leaders, identified the inclusion of women in decision-making centers and projects as a necessary condition for improving the rights of women and children. There are currently no female traditional leaders in Guinea Bissau. According to a recent study of traditional justice conducted by Voz di Paz / Interpeace, which was part of the RJ Project, women sometimes participate in the councils of elders and in the instances of traditional justice, but their role and influence is not decisive.²⁴

²² Please see Annex 2 for the data and analysis. Data from the 2014 and 2018-2019 Ministry of Economy and Finance, through the Directorate General of the National Statistics Plan / Institute (INE), within the scope of the Global MICS Program, with support from UNICEF.

²³ Social spending in Guinea-Bissau is low. Over 2015-17 health and education spending stood at 2.2 and 2.5 percent of GDP respectively. See *Enhancing Governance and the Anti-Corruption Framework: Next Step*. International Monetary Fund, Technical Report, May 2020.

²⁴ *Nô obi mindjer ku mininu*, Voz di Paz / Interpeace , November 2019.

76. Currently there are no statistics disaggregated by position from the justice system but existing statistics from CAJ shows that there are 9 females out of 33 staff members and that only 5 of 17 staff working in a legal technical capacity are women.²⁵ Despite the low representation of females, CAJ represents a step forward for women leading mediation. According to representatives, CAJ also consults or assigns female legal staff to cases in which rights of women are a part of or at the centre of the complaint.²⁶ According to the Secretary General of the Guinea-Bissau Bar Association, among its members, 191 lawyers are male and only 24 are females practicing law. Some informants noted although the Judiciary Police General Director is a woman very few police officers as female.²⁷

77. The same Voz di Paz / Interpeace study noted that the partiality of traditional justice sustains the subjugation of women to their husbands. The MICS data on domestic violence shows that the attitudes of many traditional leaders with respect to women's subjugation to their husbands is shared by a considerable percentage of the population in the country. The study concluded that women face material and non-material obstacles when resorting to the formal justice sector, as they do when seeking justice in the informal sector. Unsurprisingly, statistics from CAJ show a low level of demand for their services by women (only 28% of users are female).²⁸ According to CAJ's representatives, uptake of CAJ's services by women varies between the regions and that most female users are from Bissau.

Main Finding

78. **The Project was not effective in improving access to justice for the population**, which was an overambitious objective for a project of such small scope and duration, particularly in an environment characterized by resource scarcity in the justice sector and by political and institutional instability.

79. The RJ Project was effective in strengthening ADR within the informal and formal justice systems and in upskilling justice sector actors. It improved the technical capacities of traditional leaders in ADR, including approaches involving community and traditional leaders. The project also improved the legitimacy and the value of ADR as international practices for conflict resolution. Moreover, the project contributed to extending ADR knowledge to the educational and non-profit sectors and to improving the support for RJ and ADR practices. The RJ Project helped to clarify the limits of traditional justice in relation to the formal justice sector.

80. **The RJ Project was effective in improving the alignment of the country's legal framework to comply with children's rights.** The project also contributed to improving the awareness of human rights in the informal justice system. However, there is no evidence that it was effective in improving the administration of justice in compliance with international standards and human rights. It is noteworthy that stakeholders expect that the ongoing reforms in the civil and criminal codes in Guinea Bissau will improve the alignment of the country's legal framework with international standards of administration of justice.

81. The Project approach was effective in improving the knowledge of traditional authorities about actors, structures and procedures of the formal justice system.

82. The RJ Project was effective in increasing interactions between actors in the formal and informal justice sector, and knowledge about each other. The project was, however, not effective in helping to establish a formal mechanism for collaboration between the formal and traditional justice actors.

83. **The project contributed to improving awareness of women's rights among the traditional justice sector**, a notable contribution for a project of short duration. But existing evidence shows that

²⁵ See CAJ statistics in Annex 2.

²⁶ Information conveyed during personal meetings conducted during the fieldwork for this evaluation.

²⁷ Ibid.

²⁸ See Table 11 in Annex 2.

the project did not improve compliance with women’s rights in their administration of justice. Most stakeholders did not expect that the RJ Project would be able to effect such change either.

84. **The project helped to improve the awareness of traditional leaders about children’s rights**, but there is no evidence of improvement in the administration of justice by traditional leaders regarding children's rights.

5.3 Efficiency

85. This section describes the analysis and findings for the questions below. In this evaluation, the question on efficiency criteria is addressed with a cost-effectiveness analysis, focusing on:

- a. *Timeliness* of planning activities, delivering programs and support, in maintaining the partnerships and in monitoring the Project.
- b. *Sequencing* of activities.
- c. *Internal transaction costs and economies of scale* of selected capacity building approaches and methods, and resources mobilization.

How effective and efficient have UNDP and UNICEF been in planning, managing, delivering and monitoring the Project?

How effective and efficient has UNDP and UNICEF been in coordinating, collaborating with other justice sector actors?

Did the Project complement other restorative justice and access to justice efforts?

86. Beneficiary organisations and stakeholders involved with implementation of project’s activities regarded that **collaboration with UNDP and UNICEF was productive from the perspectives of learning and partnership**. When discussing the concept, design and planning of the RJ Project, beneficiaries mentioned that UNDP, UNICEF and PBF engaged the appropriate actors effectively and at the right levels of seniority. Stakeholders consulted noted the active contributions of PBF in discussing the project’s concept and design, in articulating the viability of the project, and in forging possible delivery partnerships, with different groups in the justice sector and in civil society. PBF was also collaborating during project implementation by leveraging its network in support of implementation. They also said that UNDP and UNICEF maintained the MJHR informed about project implementation through meetings at which the annual work plans and implementation progress were presented and discussed.

87. Project beneficiaries and implementers noted that they were informed about the resources available for the project and the activities they were to implement. In their perception, UNDP and UNICEF’s staff leading the project maintained good rapport with beneficiaries and implementers. They noted that these two agencies also maintained good coordination and relationship with each other. In addition, informants mentioned that UNDP and UNICEF readily facilitated contacts with their network. Some informants noted that they learned from the collaboration, particularly through improvements in the products they delivered, such as reports. These factors created a good environment for cooperation and relationship building, which is important for successful project implementation.

88. **Project management was assessed less effective and efficient**. The project implementation team was minimalist in terms of dedicated personnel, and project management personnel changed during the short life of the project. The project started with one staff from each agency. A dedicated project manager came onboard on May 2018, and left in October 2019, before project closure.²⁹ The

²⁹ Stakeholders noted that the late recruitment was due to difficulty in attracting international staff to the country and to the salary level that UNDP budgeted, which was at UN Volunteer level.

project was again run by a single staff in each agency. Procurement and funding disbursement was performed by the pertinent UNDP offices.

89. Informants involved with implementation of project's activities felt the tasks they were to implement lacked context in the large picture of the RJ Project and the justice sector. They were not clear on how the contributions expected of them related to the project's goals. Informants noted that they had to work out as they went along how they could contribute to the results of the project through the activities under their responsibility.

90. Some further commented that the lack of clarity around UNDP's desired outcomes and how activities fitted into the big picture affected planning and sequencing of activities. Some said they understood only in hindsight that the task they delivered would have been more effective if other activities had been implemented at an earlier time.

91. **For some stakeholders, the sequencing of activities lacked strategy, affecting the cost effectiveness of the project.** For example, stakeholders noted the absence of strategic sequencing in the elaboration of the legal framework on traditional justice boundaries, the functional mechanism of cooperation between formal and informal justice actors, and the capacity building plan for the traditional leaders. For them, sequencing was important since the definition of one product (i.e. mechanism for cooperation) should have guided the elaboration of the others, to ensure functional coherence and maximize results. Instead, the capacity building plan of traditional justice actor was prepared before the legal framework and activities for establishing a collaboration mechanism between formal and informal justice sectors. Moreover, stakeholders mentioned that they were not informed about other project activities that were being implemented, or about to begin implementation, and how the activities might benefit from coordination among implementers.

92. **Stakeholders also noted that the project's cost-effectiveness suffered from poor planning and risk management.** Implementers mentioned delays in the implementation of many activities due to long procurement processes and release of funds. They said that the agencies could have predicted the delays based on their past records and should have informed them, avoiding unnecessary locking of resources while waiting for procurement or funding. Some informants also mentioned that political developments that affected the implementation of the project, although beyond the agencies' control, could have been foreseen, such as the possible disruption experienced during and in the aftermath of the 2019 election.

93. Project documentations confirm delay in implementation. In the first 10 months of the project (out of the 18 initially planned), only 12% of the budget was implemented (USD 188,000 out of total approved budget of 1,406,900).³⁰ And this was before the 2019 election and the COVID-19 pandemic. Some informants noted that the project's sequencing was clearly defined in the beginning of the project (e.g. PRODOC) but the planned sequence for implementation was affected by the difficulties in mobilizing the expertise (consultants) at the desired time and delays in procurement. According to informants, administrative personnel at UNDP Guinea Bissau office is insufficient for the scope of operations the office handles, resulting in significant procurement and funding disbursement delays.

94. Informants think UNDP, UNICEF and PBF could have assessed risk better and could have integrated mitigation measures into the project's planning and funding conditions. Minimally, this would have avoided the closure of the project before activities were fully implemented. For some stakeholders, a project with an 18-month implementation timeframe required more strategic management and flexible funding requirements, particularly in Guinea Bissau which is an environment characterized by political instability and slow implementation pace.

95. Most stakeholders mentioned that the timeframe of 18 months for the implementation of the project was too short, particularly to bring its peacebuilding objectives to fuller fruition. Many mentioned that time was needed for the results of the project at each step to be realized, socialised

³⁰ See progress report of November 2018.

and followed up before other aspects of the project could be started. For example, more time was needed for sequencing activities that aimed at proposing reform of the legal framework. Stakeholders noted that the period from the International Conferences on RJ to the submission of the framework on traditional justice boundaries was too short to produce the desired outcome. For some, taking the time for turning the production of the Draft Law into a process of consultation and dialogue among justice sector actors was necessary to materialize a mechanism for improved cooperation between the formal and informal sectors.

96. Some informants mentioned that PBF did not allow the project to complete its necessary cycle, even though the funder acknowledged the difficulty of implementing a complex project such as the RJ with an 18-month timeline. It could be argued that the IRF fast-track funding modality was not the best match for a project as complex as RJ. The PBF can provide funding through two mechanisms, namely, the IRF and the Peacebuilding and Recovery Facility (PRF). The IRF fast-track funding modality for immediate peacebuilding and recovery needs, for single or multiple projects, is submitted by the Senior UN Representative, with a maximum duration of 18 months. The PRF supports a structured peacebuilding process over a longer time scale and are accessible to countries being eligible for PBF funding. In the case of Guinea Bissau, IRFs have been the main tool through which PBF provides support to the country.³¹

97. Perceptions aside, PBF did approve the extensions to the project duration according to requests.³² Formally, a non-cost 10 months extension of the RJ Project was requested and approved by PBF, in addition to an 8-weeks period of grace to conclude the project until the end of June 2020. According to project's documentation, the political turmoil following the 2019 election and the COVID-19 pandemic were the basis for asking for the extensions.

98. **Informants noted that project monitoring suffered from a lack of strategic thinking from project management.** In their perception, UNDP's main concern was that activities were fully implemented rather than the results implementers achieved. Monitoring focussed on the delivery of outputs and not so much on results achieved. This is reflected in the project's annual reports, which focus on the progress and completion of activities and shows limited attention to the results from project implementation. The projects did not follow up with an M&E plan and baseline and endline data were not collected. Most stakeholders noted that there was no follow up on the training, advocacy and awareness activities; however, given the durations of the RJ Project, such expectations might be unrealistic.

99. **Project beneficiaries and stakeholders noted that the activities they participated in were well organized and designed.** The survey with traditional leaders shows that RJ / ADR training was well structured for learning as were the awareness activities. However, some project beneficiaries in the formal justice sector consulted had knowledge of the project and of its activities. This indicates that dissemination of the activities among justice institutions in Bissau were not as effective as it could have been. Moreover, traditional leaders consulted mentioned that the project did not reach many peers.

100. **The RJ Project complemented well other access to justice efforts.** The project was the first effort to deepen the knowledge of justice sector actors and civil society on RJ in Guinea Bissau. It provided the opportunity for these actors to learn and consider a different concept of justice, its practices and how RJ could complement the existing justice system. The project introduced alternative peacebuilding practices, including bringing about dialogue among justice sector actors and civil society about the limits and value of the traditional justice system.

³¹ As of 6 May 2021, the PBF has funded 37 projects in Guinea Bissau, most with a 2-year lifecycle, with a total expenditure of USD 25,458,801. UNDP administers 34.3% and UNICEF 11.6% of the total PBF funds. See <http://mptf.undp.org/factsheet/country/GNB>.

³² Cost- and no-cost extensions are normally considered by PBF upon request, on a case-by-case basis. Review of a number of evaluations of PBF funded projects and country portfolios shows that extensions on IRFs are common.

101. UNDP’s Rule of Law and Justice (RoL&J) Project (2014-2016) trained justice sector actors in mediation and the RJ Project complemented such training by improving the skill and competencies of justice sector actors, in both the formal and informal sectors, in different ADR methods. The RJ Project had a strong gender component implemented through awareness and advocacy on women’s rights. The project reinforced the efforts of UNDP’s Women and Justice Project in bringing about improvements in women’s rights in the informal justice sector.

102. The RJ Project was a good fit to UNICEF’s support to the justice system as well. The project complemented other efforts to promote policies and reforms in the legal frameworks that promote children’s rights and UNICEF’s support to build capacities of justice sector actors. For example, to improve administration of justice with respect to child rights, UNICEF has been providing support to the role of social assistants in the country. The social assistants working in courts have been strongly supported to assist judges and prosecutors to improve and strengthen the administration of justice with a stronger focus on human rights and children’s rights. The social assistants also work with traditional leaders. They were equipped with motorcycles to access villages and have participated in dispute resolutions with traditional leaders. They are working on network with health social assistants and protection services to address specific cases involving physical violence.

Main Finding

103. **Limited strategic management negatively affected the cost-effectiveness of the project.** The short implementation time and the limited human resources to run the project in the agencies generated pressure to deliver activities, paying limited attention to results. Project planning minimized UNDP’s administrative limitations for speedy implementation of projects, the capacities of implementing partner, and the country’s context of instability and slow pace of implementation. There was limited strategy for prioritizing, sequencing and coordinating activities to maximize project’s results. Limited consideration to risk management affected implementation and the project closed before main activities were concluded. Project monitoring was focused on ensuring activities were properly implemented and completed rather than also considering the results the activities were achieving. There was capacity in the agencies but insufficient time was dedicated to manage partnerships among the different justice sector actors to improve the outcomes of the project.

104. **The timeframe for implementation was not aligned with the management of a project that had peacebuilding objectives.** The diagnosis that formed the basis for the project, its design, participatory approach and objective showed good understanding of the political and technical challenges the project had to overcome to reach desired peacebuilding outcomes. However, the timeline for implementation was not aligned with the thinking behind the project’s concept. The processes that had to take place for the project to realize desired results required much more time and relationship management than the actual timeline a IRF permits. In addition, more dedicated human resource time was needed for managing the project more strategically, including relationships.

105. **The partnership with UNICEF in the justice sector through the RJ Project was effective and the collaboration was productive and well-coordinated.** UNDP has been the main cooperation partner supporting the justice sector in Guinea Bissau. UNDP has also been proactive in inviting other cooperation partners to support the justice sector in the country. UNICEF’s support to the justice sector has complemented well UNDP’s capacity building efforts and efforts to improve the administration of justice with a focus on human and children’s rights.

5.4 Sustainability

106. This section describes the analysis and findings for the following questions.

Are there sufficient resources and political will in Guinea-Bissau to sustain the Project’s strategic objectives?

Has the Project developed the capacity of formal and traditional justice system actors sufficiently to enable them to carry on the work of the Project?

Has the Project developed the capacity of other key stakeholders sufficiently to enable them to carry on the work of the Project?

107. **Many stakeholders mentioned that the project did not substantively change mindset and behaviours of actors in the formal and informal justice sector.** Such change is a necessary condition for RJ to endure as a conflict resolution model, to enable the establishment of sustained cooperation between the two justice sectors and to have an effect on women's rights. Eighteen months was too short to familiarise the main actors in the country with a new concept of justice, let alone overcome the resistance to change among those with vested interests in the status quo. Some stakeholders also mentioned that the short timeframe did not even enable some of the project's outputs to be completed (e.g. monitoring of access and quality of traditional justice).

108. **Some stakeholders noted that there is no discussion of RJ in the context of the ongoing reform of the legal framework in the country.** Some informants mentioned that there has been some institutional change in the MJHR and there is no discussion on how to extend the RJ from a pilot project. For them, this shows that the MJHR did not appropriate RJ and that it might soon be forgotten. On the other hand, some informants noted that the main actors at the MJHR are still in place and following up on the activities of the project. These later informants said that the COVID-19 pandemic hindered wider discussions about the draft Laws for example but that follow up still may take place. Literature review and consultations with stakeholders confirm that at present, there is no organisation in the formal justice sector nor in civil society leading discussions on RJ since the closure of the project, and there is no active advocacy work to integrate RJ into the justice sector or its reform process.

109. **Most stakeholders noted the very limited resources, both financial and human, with RJ knowledge in the country available for the justice sector to carry on the work of the project.** There is no RJ reference centre or organisation in Guinea Bissau that could carry on the work the project started. RJ is not in the Magistrate's School curriculum. According to informants, during the design phase, the project tried to partner with the Law School at the university and the Institute for Education and Research (*Instituto Nacional de Estudos e Pesquisa, INEP*), but it was not possible since both institutions assessed that an 18-month project was too short for establishing a RJ department at the university. In addition to the length of time it would have taken to establish a new department, stakeholders noted there would be no financial support for a new department. Stakeholders also mentioned that the absence of an RJ department and of any curricular specialization at the University of Coimbra, which is the main partner of the Law School in Guinea Bissau, would put the sustainability of an RJ department in doubt.

110. **Stakeholders confirmed that resource materials produced by the RJ Project are not easily or widely accessible.** Materials for the conferences, training and awareness activities have not been compiled and stored in a place where interested actors can access them. Most materials produced for the project's training activities were not provided to target communities for subsequent consultations and sharing after training ceased. All traditional leaders consulted confirmed that the project did not provide any resource material for them to consult and use in the administration of justice. Except for advocacy materials and the study produced by the project, RJ and ADR resource materials have not been distributed widely. However, UNDP informed that RJ materials are currently being compiled and will be made available through the Practical Guide to Restorative Justice and Mediation (*Guia Prática da Justiça Restaurativa e Mediação*) and the Manual on Customary Law.

111. **The implementation of the Child Protection Law may be undermined by lack of change in access to justice and lack of resource for the justice sector.** As previously mentioned (effectiveness section), the expectation is that the Child Protection Law proposed by the project will become law. However, most stakeholders noted that the implementation of the Child Protection Law will run into

the same problems as other laws. This because there is no budget for implementation and monitoring of the law in both the formal and informal justice sectors. The results of the survey with traditional leaders show that the project was able to raise awareness of children's rights among stakeholders consulted but traditional leaders indicated that poverty in the regions, particularly lack of access to health and schools and lack of mechanisms for promoting and protecting the rights of women and children, hinder the implementation of protective measures for children.

112. However, it is important to note that the 2-years effort to come with a new Child Protection Law has allowed stakeholders involved in child protection to improve their knowledge on key child protection issues and be part of a process of continuous consultations to develop the law. UNICEF has through this process, including through the RJ project, organized concrete capacity building trainings on key issues such as right to education, child labour, case management to address violence and juvenile justice. A capacity building activity on international adoption will also take place.

113. **Many informants hold the view that the medium to long term achievements of the project depend in part on whether the UNDP appropriate RJ as a peacebuilding and good governance approach in Guinea Bissau.** Although most think the MJHR did not appropriate RJ, they believe civil society and possibly the population in general would support efforts to entrench RJ in the country. Since UNDP is the most relevant partner in the justice sector for Guinea Bissau, they think the sustainability of RJ in the country is linked to whether UNDP takes the project to the next level.

114. Traditional leaders might also be another group that would support the reinforcement of RJ, ADR and cooperation with the formal justice sector. All but one of the 24 respondents of the traditional leaders surveyed stated that cooperation between traditional and formal justice sector actors is important and that it should happen more frequently and on a continuous basis. Most think that collaboration would be important to improve the administration of justice in the country.³³ However, only 5 traditional leaders surveyed mentioned that collaboration would be important for reconciling the actors of the formal and informal justice sectors to reach better results, exchanging knowledge about laws in the formal and traditional system, and to consider culture and its value for conciliation and conflict resolution.

Main Finding

115. **The RJ Project was not able to sustainably establish RJ as a conflict resolution model in the judicial system.** Factors affecting the sustainability of the project includes insufficient incentives for changing the mentality and behaviours of key actors in the formal and informal justice sector and lack of resource and capacity in the civic sector to sustain the progress achieved by the project.

5.5 Project Indicators

116. Table 4 below presents the objective, indicators, targets and achievements of the RJ Project. A description of the outputs, activities and findings which form the basis for assessing the achievement of the targets in the project's indicators, can be found in Table 5 in Annex 1.

117. **The RJ Project achieved half of its targets.** It contributed to strengthening ADR systems within informal and formal justice system, in which area the project achieved its targets. While the project contributed to improving interactions between both systems, no formal mechanism for cooperation resulted from the project. The RJ Project succeeded in strengthening the legal framework to protect the rights of children in Guinea Bissau, in line with international standards. However, there is no evidence that the project improved the administration of justice with respect to human rights, the rights of children and the rights of women. Likewise, there is no evidence that access to justice by the population was enhanced as a result of the project.

³³ See table 5 in Annex 2.

Table 4: RJ Project indicators and achievements.

Outcome 1: The population benefits from enhanced access to justice through strengthened alternative dispute resolution systems within informal and formal justice systems, and a strengthened interface between both systems, in line with international standards of administration of justice and human rights			
Performance Indicators	Baseline	Target	Status
Indicator 1.1 Access to and quality of traditional justice monitored	no survey	1 survey	Achieved target
Indicator 1.2 Quality and frequency of communication between formal and informal justice providers improved.	no formal communication mechanism	1 formal communication mechanism	Not achieved.
Output 1.1. ADR and Restorative Justice Practices in the Formal Justice system legitimized with particular attention to women and children’s rights			
Indicator 1.1.1 Awareness meetings/forums held, and number and type of stakeholders reached	4 types of stakeholders	8 types of stakeholders	Achieved target
Indicator 1.1.2 ADR/RJ Law for the Formal Justice Sector drafted	No law for Mediation	Draft-law for Mediation	Achieved target, draft law produced but is currently not undergoing an active process of consultation led by the MJHR for turning the draft into law.
Output 1.2 Key Stakeholders in traditional justice sector have increased capacity to engage in ADR and RJ in compliance with women and children’s rights			
Indicator 1.2.1 Dispute Resolution decisions around child issues mapped	No	Yes	Not achieved, work started but not completed.
Indicator 1.2.2 Awareness meetings/forums held, and number of stakeholders reached	4 types of stakeholders (traditional leaders, judges, law students, prosecutors)	8 types of stakeholders	Achieved target

Output 1.3 The collaboration/complementarity between formal and traditional justice system is effective

Indicator 1.3.1 Functional mechanism of cooperation between formal and informal justice actors exists	No	Yes	Not achieved, mechanism of cooperation neither tried nor in operation.
Indicator 1.3.2 Law on Collaboration / complementarity between Traditional and Formal Legal System drafted	No	Yes	Not achieved, draft law and capacity building plan produced, but is currently not undergoing an active process of consultation led by the MJHR for turning the draft into law.

Indicator GP1: Monitoring & Evaluation

<p>GP1.1: Conduct monitoring visits GP1.2: Writing and submitting biannual and final reports GP1.3: Write ToR for external evaluation GP1.4: Recruit consultant for external evaluation, carry out external evaluation and submit report GP2: Evaluation report sharing workshop</p>	<p>GP1.1: Partially achieved. Monitoring visits of activity implementation achieved, but not monitoring of results of project activities. The monitoring of risk factors that might hinder project implementation and results achievement was inadequate.</p> <p>GP1.2: Partially achieved. Reports (2 biannual and 1 final) and 1 External evaluation report submitted. The number of reports delivered met the PBF requirements, but the quality of the reports did not meet standards. The reports focus was to describe the delivery of activities, paying less attention to information on results.</p> <p>GP1.3: Achieved. TOR formulated.</p> <p>GP1.4: Achieved. A team of two consultants recruited, external evaluation conducted, and report submitted.</p> <p>GP2: Achieved. Evaluation report to be shared with stakeholders.</p>
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5.6 Outcomes

What are the intended and unintended effects of the Project?

In terms of access to justice by the population, alternative dispute resolution systems, interface between informal and formal justice systems, alignment of the justice system to international standards of administration of justice and human rights, and peacebuilding.

Are there long-term effects of the Project that can be identified? (contributive and/or attributive facts)

118. **Most stakeholders held a realistic expectation about what the RJ Project could achieve**, given the unchanging resource context in the justice system, absence of political and institutional reform in the formal justice sector, ongoing political instability in the country and the scope of the RJ Project. For many, the project represented a seed of RJ in the country, planted to set into motion a process of cooperation and dialogue about different perspectives for conflict resolution and access to justice. Among those, a few mentioned that the long-term effect of the project will be realized when the younger generation of magistrates and lawyers rise into the upper echelons of the justice system. For most, improving the access to justice for most people in Guinea Bissau remains a long-term project.

119. For some informants, particularly in the civic sector, the short-term effect of the RJ Project was to reaffirm what was known before while clarifying the bottlenecks for improving cooperation between the formal and informal justice sectors. They noted the project produced evidence that there is no clear preference among the population for the formal or informal justice system and that cooperation between them is necessary to improve access to justice. The project contributed to clarifying the complexity of issues standing on the way of cooperation at system level, issues such as culture, corruption, and lack of community building. The project also brought evidence that women feel more vulnerable and that their rights are undermined by both formal and informal justice systems in Guinea Bissau.

120. **Some informants consider that the project produced no short-term or medium-term effects.** They noted that the project was over ambitious in its objectives to have any effect given its short duration and the limited number of activities. For them, it seemed the project introduced RJ and then left it sitting in the middle of the road, never taking the RJ objectives to the other side to complete the path it invited others to follow. Some felt that in a country where support for the justice sector is so limited, designing a project that leaves things half-baked seemed waste of precious resources.

121. **For most stakeholders consulted, the project did not bring about any change for women's rights in the justice system.** They noted the scope of the project and its short timeframe did not enable the operationalization of activities that could have an impact on the rights of women. For them, the awareness and advocacy activities carried out by the project were important, but insufficient to change mentalities and practices of traditional leaders and courts of law. Some mentioned that the project may have changed the perspective of some individuals who may have power to influence the community.

122. **Most stakeholders consulted think that the RJ Project made a strong contribution to advance the legal framework for children's rights.** For most, the awareness work and the passage of the Child Protection Law would be a valuable outcome since any improvement in the prospect of children's protection is important on the long term. However most noted that they expect little or no impact on children's lives on the ground in the short to medium term as there is no additional resource to implement and monitor the law.

Main Finding

123. **The stated expected outcome of the RJ project was not achieved.** The project made valuable contributions to the justice sector but there is no evidence that it improved access to justice for the population.

124. **An important contribution of the RJ Project was to settle the discussion about the need for cooperation between the formal and informal justice sectors as a means to expand access to justice that is more aligned with current structures and funding for the justice sector, human rights, women and children’s rights.** The project’s objectives and goal received strong support from the civic sector and from parts of the formal and informal justice sectors. The project also made available evidence (a study) that sectors of the population in the regions support cooperation between justice actors in the formal and informal sectors. This shows that large part of the population understands that cooperation between the formal and informal justice sectors is a viable solution for improving the quality and access to justice in the country.

125. The project also contributed to improving interactions between the formal and informal justice actors on an individual basis, even though it was not able to improve cooperation through a formal mechanism or systemwide.

126. **The RJ Project made a valuable long-term contribution to children’s rights** proposing the Child Protection Law and advocating for its passage into law.

127. **The project contributed to clarifying the situation of women’s rights in the justice sector,** both formal and informal. There is no evidence that the project made any impact on women’s rights in the administration of justice in the country.

5.7 Lessons Learned

128. This section provides an analysis of the lessons learned provided by stakeholders consulted during the evaluation.

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| <p>What lessons have been learned about:</p> <ul style="list-style-type: none"> • Promoting access to justice by the population/by vulnerable groups in Guinea-Bissau. • ADR and RJ in Guinea-Bissau? • Promoting cooperation between informal and formal justice systems. • Strengthening the alignment of the justice system to international standards of administration of justice and human rights. • The work of UNDP and UNICEF in the Project and in the justice sector. • The partnership forged to plan, deliver and monitor the Project, and to ensure the sustainability of its results. • The Project’s approach to peacebuilding. |
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Lessons from the experience with the RJ Project

129. What is important is not the different concepts of justice, but how different approaches to justice complement each other to ensure access to justice to people. Restoration is about the functioning of the justice system as a public good.

130. Acceptance that both formal and informal justice sectors are necessary for expanding access to justice in the country and resolving conflicts. This is the viable solution in the short to medium term.

For this to happen, the roles and limits of traditional leaders need to be defined and cooperation with the formal sector needed so that justice can be dispensed beyond Bissau.

131. Linkage between the formal and informal justice systems is necessary for conflict resolution. Actors should cooperate and competencies should be defined while maintaining the primacy of state laws in the support of peace and the strengthening of human rights.

132. Collaboration with the informal justice sector is necessary to improve the capacity of traditional leaders to comply with the country's laws and human rights.

133. A lesson from RJ is that the State does not appropriate the projects and does not know how to sequence investment because it does not have a vision for the justice sector.

Lessons about project design, approach and management

134. The RJ Project showed that a participatory approach is effective for developing understanding by different sectors of society of the complexities of resolving conflicts in the justice sector. It shows that different sectors need to play a peacebuilding role and that different actors can work together to improve access to justice in the country.

135. In proposing legal reforms and compliance with human rights in justice administration in Guinea Bissau, a project should learn from the experience with the law on FGM: the law was passed but the practice continues openly. A long period for advocacy and dialogue with the population is necessary for a law to become accepted and followed.

136. Project management needs to take into account that improving access to justice to the population could mean decreasing the monopoly of justice exercised by certain social groups which in turn leads to resistance to change. Projects need to address this effect and the related risks to project results strategically.

137. Projects that change the balance of power in the judicial system, such as the RJ Project, need proactive and good management of relationships, as well as time to enable supporters to work towards intended change.

138. Guinea Bissau is fertile ground for RJ to germinate but it needs consolidation. The project was a good initiative but changing minds needs more sustained engagement.

139. A project that intends to change mindsets and practices of justice actors needs to work nationally, in all regions of the country.

140. In a country where the justice system is highly underfunded, each project counts and should be completed with care for results.

Lessons about RJ Project's focus on gender and children's rights

141. A short-lived project cannot change the situation for women in the country. A cultural change is necessary to protect women's and children's rights, and this takes time.

142. Guinea Bissau is not only Bissau. For a project to produce results in the practical life of women and children outside the capital, most investments need to reach the regions, especially the ones difficult to reach. A one-off training event is not adequate for the regions. Since the education level in the regions is lower, messages and training need reinforcement.

6. Conclusions and Recommendations

This chapter presents the evaluation team's conclusions and recommendations derived from the data findings presented in this report.

6.1 Conclusions

Relevance

143. **The RJ Project was relevant as a peacebuilding initiative for the justice sector in Guinea Bissau.** It provided a pathway for actors to engage in dialogue about solutions to the dysfunctionality of a system that is vital for peacebuilding, including conflicting views, roles and practices in the formal justice sector and in the informal justice system. It led other sectors of society such as NGOs, academics, educators, journalists, women and religious associations to participate and mediate in the dialogue. It also brought together actors of formal and traditional justice system. Of importance, the project brought in the views and experiences of communities from the regions with both formal and informal justice systems, and the perspective of women in both systems. The RJ Project set the stage for different justice stakeholders to improve their understanding of each other, of the existing justice systems, of the issues deterring cooperation and limiting access to justice for the population at large.

144. The project effectively familiarized the formal justice sector actors with RJ and developed the understanding that RJ can be a complement to the judiciary system and a valuable additional approach to conflict resolution. It was effective in overcoming resistance to the RJ approach, dispelling prior misconceptions that different approaches to justice could not complement one another. Various justice stakeholders now understand better that RJ has the advantage of resolving conflicts that the judiciary system sometimes cannot, that RJ has a peacebuilding approach to conflict resolution and that it can be a good approach to tackle issues in the justice system. Many actors consider these learnings to be highly relevant to the country's context.

145. The gender and human rights focus of the project was relevant to most actors and to the context in the justice sector and in the country. Despite the relevance, lack of resource (funding/ activities and time) precluded any substantive impact in the areas of human rights and women's rights. There is no evidence that the project was able to effect any change in the rights of women in the administration of justice. There is, however, evidence that the project increased traditional leaders' awareness of women's rights.

146. **UNDP remains a relevant actor for improving the capacities of the judicial system in the country.** The public sector in Guinea Bissau is highly donor dependent, and expansion of the justice system in the country relies heavily on UNDP support. Additionally, UNDP maintains good relations with the MJHR and is trusted as a cooperation partner by the formal and informal justice actors and civil society.

147. UNICEF was a relevant partner in the RJ Project and remains a relevant partner for promoting the rights of children's and other vulnerable groups in Guinea Bissau.

Effectiveness

148. **The RJ Project achieved half of its effectiveness targets.** It did not reach its intended outcome of improving access to justice for the population, but it did advance the dialogue among justice stakeholders regarding practical measures that can impact access to justice. It contributed to strengthening ADR systems within informal and formal justice system and contributed to improving interactions between both systems, although no formal mechanism for cooperation resulted from the project.

149. The RJ Project made a valuable long-term contribution to children's rights by proposing the Child Protection Law and advocating for its passage into law. However, there is no evidence that the project improved the administration of justice with respect to human rights, the rights of children and the rights of women. It is noteworthy that UNICEF has strengthened the work conditions and capacity of child services (*Curadoria de Menores*) from the Court of Bissau, effort that can translate into improvements in the administration of justice in the formal sector. Efforts include improvements in working conditions of prosecutors and staff, child friendly spaces for children and families, improve

the capacity of 5 social workers to manage cases in a routine way, improved data base system with a data collection mechanism to collect and organize data in a quarterly basis, including a data management programme in place.

150. The project approach created better conditions to move forward the difficult dialogue over issues that affect cooperation between justice systems and the administration of justice. The RJ Project showed that actors from different social sectors can come together to discuss peacefully pathways for improving the justice sector. This is a good basis for addressing the socio-economic and cultural issues that have created gaps in access to justice between Bissau and the regions, conflict in relations between formal and informal justice system actors, and issues of partiality in the administration of justice in both systems.

Efficiency

151. **The RJ Project complemented other support to the justice sector.** While other projects supported the capacities and structure of the formal justice sector, the RJ Project extended support to building the capacity of the traditional justice system and focused on strengthening interactions between the formal and informal systems. The RJ Project enabled the implementation of a more holistic approach to improving access to justice in the country.

152. **Several factors negatively affected the cost-effectiveness of the project.** No strategy for implementing the project with a short timeframe and known adverse conditions in the agencies and in the country was developed. There were no planning and mitigating measures to address UNDP's administrative limitations for speedy implementation of projects, the limited and unstable human resources to run the RJ Project, and for mitigating risk factors associated with the country's context of instability and difficulties to reach the regions.

153. **The timeframe for implementation was not aligned with the project's peacebuilding objectives,** especially the sequencing of activities and pacing their implementation in ways that would enable effective management of relationships and risks. Given that the PBF's funding via IRFs is short term, the project needed stronger strategic management to secure completion of its activities and to improve its results.

Sustainability

154. **The RJ Project was not able to sustainably establish RJ as a conflict resolution model in the judicial system.** Factors affecting the sustainability of the project include insufficient incentives for changing the mentality and behaviours of key actors in the formal and informal justice sector and lack of resource and capacity in the public and civic sector to sustain the progress achieved by the project.

Outcomes

155. An outcome of the project was to advance the dialogue about solutions to conflicting perspectives for improving quality and access to justice in the country. By promoting collaboration and understanding between different justice stakeholders and by improving appreciation of the issues deterring access to justice in the country, the project set the stage for further dialogue with a prospect of decision making. Most stakeholders clearly expressed their readiness to go further when the project closed.

156. The RJ Project settled in the mind of most stakeholders the discussion about the need for cooperation between the formal and informal justice sectors as a means to expand access to justice that is more aligned with human rights, women and children's rights. Most stakeholders hold the view that the formal laws of the country need to guide the cooperation between the two systems and that such cooperation does not prevent the expansion of the structure of the judiciary system. The very limited resources for the justice sector and the urgent need to improve the quality of justice administration and expand access in the regions drive this consensus.

157. Stakeholders became aware that it was possible to explore different alternatives for strengthening the cooperation between the formal and informal systems and for expanding the structure of the judiciary system. The RJ Project exposed stakeholders to the implementation of RJ and methods for expanding access to justice in other countries and invited them to think through what the solutions might be for Guinea Bissau. Learning in detail about different approaches to cooperation, existing methods to expand access and to improve the quality of justice dispensation seems to be priorities for the next stage that the RJ collaboration process set in motion.

158. **The RJ Project was not effective in advancing the rights of women in the justice system.** It contributed to clarifying the situation of women's rights in the justice sector, both formal and informal, by dispelling previous conception of women's preference to one system over the other. The project brought evidence to confirm the vulnerability of women in both systems but left uncertainty about how to improve women's rights. Most stakeholders mentioned that there was no initiative or guidance to provide information about areas and venues for future interventions.

159. **The RJ Project made a valuable long-term contribution to children's rights.** It proposed the Child Protection Law and advocated for its passage into law. The expectation is that the code will become the effective law.

6.2 Recommendations

160. **The next stage of the RJ process should be pursued, but as a longer-term project** At least a 3-year term would be more appropriate for such projects with peacebuilding objectives in the context in Guinea Bissau. Failing that, UNDP could consider submitting to PBF a two consecutive overlapping 18-month IRFs, committing to the completion of the project. This would entail the elaboration and submission of a single project prepared with a 2-staged approach to implementation with one IRF for each phase.

161. **It is suggested that the next stage of the RJ Project focus on carrying on where the last project left off.** Focal areas could be integrating RJ into the justice sector or its reform process, formalizing cooperation between justice systems, existing methods to expand access to justice, and improving the quality of justice administration. The project should also consider a viable way to build the capacities of traditional leaders in a more consistent way, perhaps through a mobile approach, and it should extend coverage to all regions of the country. Alternatively, the Project could prioritize a capacity building plan by identifying regions and communities where need for knowledge is more acute and collaboration between formal and traditional system needs greater support.

162. The information for future support collected from traditional leader should be taken into consideration. This information is in Annex 2 of this report, in Table10: Future support traditional leaders prioritize, and Table 14: What traditional leaders considered important targets for improvement.

163. **The next project should continue the peacebuilding and participatory approach of the RJ Project, applying lessons learned.** The next project should define a strong implementation strategy, include a risk assessment and mitigating measures and an M&E plan that includes collection of baseline and endline data.

164. **The women's rights area should become a strategic and more explicit target.** A study or mapping exercise should be implemented early on in the next phase of the project to inform a prioritization and sequencing exercise for the subsequent activities of the project.

165. **PNUD and UNICEF should improve accessibility of laws.** The Child Protection Law as well as basic law codes are too complex for most traditional leaders to understand. The codes' language and format should be adapted for persons without a legal background and with all levels of education, what would also facilitate the awareness work of NGOs in the communities. If the Draft ADR/RJ draft Law move forward to a consultation process, the language and format of the law should be accessible

to traditional leaders and the population in general. Capacitation of traditional leaders to apply/comply with the laws, including the Child Protection Law, should be included in the capacity building plan that covers the formal justice sector. These measures would improve the outcome of the RJ Project in the medium term.

166. **UNDP should improve project management, ensuring a more strategic approach to project management.** This entails developing and monitoring an implementation strategy and risk assessment for projects. To focus on and improve project results, UNDP needs to ensure that projects’ M&E are useful as management tools. The agency is in urgent need of improving administrative processes to prevent project implementations being bottlenecked by administration capacity.

167. **The agencies administering a future RJ project should ensure the project has the appropriate human resources.** The agencies should ensure that staff hired to manage project has the capacity to apply strategic management (or results-based management). Hiring of qualified and experienced staff to manage projects in fragile and conflict-affected countries is important not only to improve results, but also to avoid overloading the very limited capacities in these environments. Hiring conditions, including salary, should seek retention of staff to project completion. The agencies should also ensure that there is sufficient time allocated for staff to manage relationships and that the synchrony between projects and political cycles are well managed.

6.3 Factors future RJ projects could consider

168. Following is an analysis of information gathered during the evaluation to support the recommendation for the next phase of the RJ Project. The summary provided below imparts information on the current context for the next phase of the RJ project. It is not intended as a substitute for a full SWOT or another analysis that need to be performed in the conception of a project in the future.

Strengths	Weaknesses
<p>Improved understanding of RJ and ADR by the formal and informal justice sector actors and sectors of civil society.</p> <p>Increased awareness by traditional leaders of limits to their roles as justice administrators, and of links between formal and informal justice sectors.</p> <p>Improved awareness of traditional justice actors about human rights, women and children’s rights.</p> <p>Acceptance by most justice sector stakeholders of the need to improve the capacity of the traditional justice system in order to better meet the demand for justice by the population.</p> <p>Overall awareness in society that access to justice is centred in Bissau and that greater support is needed in the regions.</p> <p>Long standing culture in the country that maintains peaceful co-existence different ethnicities and religions.</p>	<p>The scarcity of funding for the formal justice sector from public sources and from international development partners.</p> <p>The high cost for accessing formal justice services, high level of poverty and low economic opportunities in the country deter increase in demand for justice in the formal sector.³⁴</p> <p>The Political economy of corruption in the formal justice sector.</p>

³⁴ Guinea-Bissau’s 2019 GNI per capita is 0.48, which is typical of a country in the low human development category. Gross National Income (GNI) represents the value produced by a country’s economy in a given year, regardless of whether the source of the value created is domestic production or receipts from overseas.

Opportunities

A significant part of society understands the challenges most people face in accessing justice, both in the informal and formal justice sectors. It has become clearer to most that the solution to improving access to justice and strengthening the implementation of human right is through cooperation of both justice systems.

Many stakeholders see the RJ model as a peacebuilding approach to promote cooperation between the informal and formal justice sectors and within communities.

Many traditional leaders are interested in learning the legal framework in the country and in upgrading their ADR skills.

Many are aware of the gap in access to justice between Bissau and the other regions in the country and are demanding that this gap be reduced.

Lower level of resistance to establish cooperation between formal and informal justice sectors by younger generation of magistrates and parts of the formal system.

Support to RJ by civil society in general and many traditional leaders.

Increased demand by traditional leaders for knowledge about laws (the formal legal framework) in the country.

Threats

The funding level for the justice sector in Guinea Bissau remains low.

Ongoing disputes for political power played through the judicial system, threatening to further undermine institutional stability and trust, and distract focus from needed efforts to improve quality and access to justice to the population.

The political economy of justice administration fuelling competition between the different institutions within the formal sector, and between the formal and informal justice sectors. Loss of monopoly of justice administration has personal, institutional, political and financial implications.

Increase in religious radicalization threatening social cohesion and countering efforts to advance women's rights and some aspects of children's right.

7. Annexes

Annex 1: Monitoring and Evaluation Framework

The table below presents the objective, indicators, targets and achievements of the RJ Project.

Table 5: Project Outputs, activities and findings.

Output/activity formulation	Achievements
Output 1.1: Alternative Dispute Resolution (ADR) mechanisms and Restorative Justice (RJ) Practices in the Formal Justice system legitimized with the particular attention to women and children’s rights	
Activity 1.1.1: Build Awareness/Advocacy of Key Stakeholders of RJ, ADR and women’s/children’s rights	<p>Implemented by Interpeace & CONAEGUIB</p> <p>Indicator: Awareness raising forums / meetings held, and number and type of actors reached.</p> <p>Target: 8 types of actors (chiefs, judges, law students, prosecutors, community leaders, deputies, CAJ and others). Participants disaggregated by age and sex.</p> <p>Achieved: 13 awareness-raising events between Bissau and the regions with members of the ERD, CAJ and justice professionals, traditional leaders, among others.</p> <p>13 awareness-raising events in Bissau and the regions (Cacheu, Gabu, Tombali, SAB, Oio and Quinara) with members of the ERD, CAJ and justice professionals, traditional leaders, among others. 6 NGOs implemented community dialogue to promote human rights and prevention of violence and abuse against women and children, both in rural and urban settings, involving 12,000 people from 6 regions, including 82 traditional and 94 religious leaders. This activity was implemented by Interpeace.</p> <p>A suite of 4 videos: A first video focuses on the traditional leaders' view of traditional conflict resolution mechanisms. A second shows the perspective of women on these mechanisms, and especially regarding the way in which the conflicts that surround them are resolved. The third video focuses on the treatment of children and young people in the traditional justice system. Finally, a fourth presents the division of preferences between the two systems of justice. All video clips had audio, in Creole and were subtitled in Portuguese. This activity was implemented by Interpeace.</p>

Output/activity formulation	Achievements
	<p>A Seminar on implementation of RJ in schools, held in Bissau at the hotel Coimbra from March 2nd to 6th 2020. A meeting in a school on RJ was also organized with students, parents, and the school director. Implemented by the National Confederation of Students' Association of Guinea Bissau (CONAEGUIB).</p>
<p>Activity 1.1.1.2: International Workshop to provide input to ADR/RJ law</p>	<p>3 main events were held:</p> <ul style="list-style-type: none"> - international conference on RJ - second international conference on RJ and ADR, including four Judges from Brazil, members of the National Justice Council of Brazil, and from Portugal and Mozambique - a workshop for the creation of the public defender/ INDEP. <p>Members of the formal and informal justice sectors, civil society organisations and other public sector actors participated in the conferences.</p>
<p>Activity 1.1.2: Develop ADR/RJ draft Law for the Formal Justice Sector with TA</p>	<p>Draft ADR/RJ draft Law submitted by UNDP to the Ministry of Justice. "International Consultancy for the Development of the Alternative Conflict Resolution Bill" (<i>Consultoria Internacional para o desenvolvimento do projeto de lei de Resolução Alternativa de Conflitos (ADR)/Justiça Restaurativa (RJ)</i>). Final Report. Work conducted by Marisah Morais (2019).</p>
<p>Activity 1.1.3: Develop Child Protection Law with RJ lens with Technical Assistance and Collaborative Process</p>	<p>Draft Child Protection Law (<i>Lei da Proteção Integral da Criança</i>) was submitted to the MJHR. Work carried out by consultants.</p>
<p>Activity 1.1.4: Enhance public awareness through development of media products and coverage of project events.</p>	<p>Implemented by Interpeace.</p> <p>Indicator: Number of radio programmes on RJ and ADR with particular attention to women's and children's rights Target: 35 radio and television programs Achieved: 4 video clips and 1 movie made, 22 broadcast radio broadcasts and 10 Facebook posts made.</p>
<p>Activity 1.1.5: Strengthen the capacity of key actors in the formal justice sector in the implementation ADR mechanisms for conflict resolution and RJ, including child and women protection.</p>	<p>Train around 80 actors from both traditional and formal justice system in ADR mechanisms. Implemented by Interpeace, in collaboration with the National Volunteers Committee of Guinea-Bissau and Nupemec (<i>Núcleo Permanente de Métodos Consensuais de Solução de Conflitos</i>).</p>

Output 1.2: Key Stakeholders in traditional justice sector have increased capacity to engage in ADR and RJ in compliance with women and children's rights	
Activity 1.2.1: Map of Dispute Resolution decisions around child issues	<p>Implemented by Interpeace.</p> <p>Indicator: Dispute resolution decisions on issues related to children mapped.</p> <p>Target: Mapping completed.</p> <p>Achieved: 1 form completed, 45 reports of the occurrence of conflicts collected, of which 27 involve women and children. Work incomplete due to covid outbreak and project closure before activities could be completed.</p>
Activity 1.2.2: Awareness/advocacy of key stakeholders in traditional justice in RJ, ADR and women's and children's rights.	<p>Implemented by Interpeace (See Activity 1.1.1), Comité Nacional para o Abandono de Práticas Nefastas (CNAPN) and social assistants from Bafata and Buba.</p>
Activity 1.2.3: Strengthen awareness and engagement of traditional structures, NGOs and CBOs on ADR and RJ mechanisms, including on the rights of women and children.	
Activity 1.2.4: Monitoring of access and quality of traditional justice through CSOs and CBOs that implement programs that promote community dialogue to change behavior against social practices and norms detrimental to the health and well-being of children and women (60 communities in 5 regions)	<p>Implemented by Interpeace, with CNAPN and 6 NGOs</p> <p>Indicator: Study report.</p> <p>Target: Study report concluded.</p> <p>Achieved: Publication of "Nô Obi Mindjer ku Mininu. Práticas de justiça na tabanca: um olhar sobre os mecanismos tradicionais de resolução dos conflitos nas regiões de Oio, Gabú e Tombali." It covers: (1) an overview of the main stages of conflict resolution in traditional justice and its actors; (2) the perspective of women was explored through a general analysis of the forms of conflict management between the couple, as well as the place of women in the resolution of these conflicts and in the community in general; (3) the concept of "child", the traditional leaders' view and consideration of the child and the treatment given to it in the radical resolution of conflicts; (4) the different nuances of the complex relationship between traditional justice and formal justice and the critical position of the population in relation to both.</p>

Output 1.3: The collaboration/complementarity between informal and traditional justice system is effective

Activity 1.3.1: Creation of functional mechanism of cooperation between formal and informal justice actors

The cooperation mechanism identified was not tested due to the COVID outbreak and project closure. “Proposal for a Collaboration Mechanism between Formal Justice and Traditional Justice” was elaborated by the consultant Ms. Carmen Giselle Huamani Olivo (*Proposta de Mecanismo de Colaboração entre Justiça Formal e Justiça Tradicional*).

Capacity Building Plan of Traditional Justice Actor (*Plano de reforço de capacidade dos atores da justiça tradicional. Relatório Final. 2020*) The work was performed by two consultants, Guie-Aissatú Monteiro N’Djai and Boaventura Rodrigues Vaz Horta Santy.

Activity 1.3.2: Develop legal framework on traditional justice boundaries

Draft legal framework completed, “Law on the role of traditional authorities in the field of justice” (*Lei sobre a atuação das autoridades tradicionais em matéria de justiça*, Post-technical (final) version of June 15, 2020. Delivered June 29, 2020.) Work performed by a team of two consultants: Sara Guerreiro and Hélder Pires.

Consultants provided training on mediation and conciliation techniques to traditional and formal justice system actors and developed a training manual.

Annex 2: Analysis of the survey with the traditional leaders and other statistical data

Tables

- Table 1: Survey respondent count by region 40
- Table 2: Number of traditional leaders who participated in training, by subject area and region. 41
- Table 3: Percentage of traditional leaders who participated in awareness/advocacy activities, by subject and region..... 41
- Table 4: Specific cases where interactions with the formal justice actors improved. 43
- Table 5: Areas highlighted as important for cooperation between formal and informal justice actors. 43
- Table 6: Future support traditional leaders prioritize. 44
- Table 7: Future areas for training requested. 44
- Table 8: Change in rights of women and children..... 45
- Table 9: Selected MICS data on children and women..... 46
- Table 10: What traditional leaders considered important targets for improvement. 47
- Table 11: Demand for CAJ's services, by gender 48
- Table 12: CAJ staff disaggregated by gender. 48
- Table 13: HDI indicators for Guinea Bissau, 2019. 49

Figures

- Figure 1: Number of traditional leaders who participated in project’s activities, by subject area (n=24). ... 40
- Figure 2: Project areas that resulted in change in practices by traditional leaders (n=24). 42
- Figure 3: Knowledge gained by traditional leaders about the formal justice sector. 42
- Figure 4: Interaction between traditional leaders and formal justice actors. 42

Introduction

1. This annex includes analysis of data from different sources. A survey carried out with traditional leaders, or *régulos*, in Guinea Bissau is the main source of data. The survey was designed as part of the end-evaluation and carried out by Mr. Sergio Benedito Cá. All the surveys were administered through personal meetings in the sectors and regions listed below, except for seven surveys, which were conducted by telephone. The survey includes responses from 24 traditional leaders across eight regions, as shown in Table 1. All survey respondents are male, 24 of them are *régulos* and 1 also functions as the coordinator for the Régulo’s Association of Guinea-Bissau.

Table 1: Survey respondent count by region

Region	
Bafatá	4
Biombo	4
Bolama	2
Cachéu	3
Gabú	3
Oio	5
Quinara	1
Tombali	2
<i>Total</i>	<i>24</i>

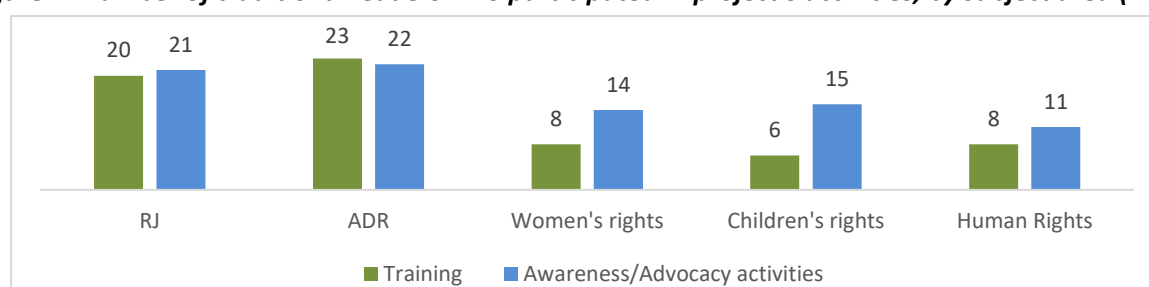
2. The analysis also includes selected statistics from the Ministry of Economy and Finance, through the Directorate General of the National Statistics Plan / Institute (INE), within the scope of the Global MICS Program, with support from UNICEF. Selected statistics from the Centres of Access to Justice (CAJ) and UNDP’s Human Development Report 2020 are also used. The analysis also resources from selected results from a study conducted by Voz di Paz e Interpeace in 2019, *Nô obi mindjer ku mininu, Justice practices in the tabanca: A look at traditional conflict resolution mechanisms in the regions of Gabú, Oio and Tombali*.

Findings³⁵

3. Most (22 of 24) of the traditional leaders surveyed were introduced to the Restorative Justice Project through the Association of Traditional Leaders, and the remaining 2 through participating in project consultations carried out by UNDP. **All respondents affirmed that the Restorative Justice Project supported their role as a traditional leader.** Two respondents participated in consultation work, all 24 respondents attended training and 13 participated in activities related to awareness or advocacy.

4. According to survey participants, the project’s activities were mostly focused on activities related to RJ, ADR, followed by awareness activities in women and children’s rights, as shown in Figure 2.

Figure 1: Number of traditional leaders who participated in project’s activities, by subject area (n=24).



³⁵ Please note that “n” refers to sample size.

5. Among those who participated in **training activities**, most confirmed having partaken in RJ (83%) and ADR (96%) training, with only 33% participating in training in women and human's rights and 25% in children's rights, as shown on Table 2. Respondents also noted that they participated in other types of training beyond those supported by the project, such as rights of persons with disabilities (2 respondents); training on formal and informal justice (1 respondent); Female Genital Mutilation, gender-based violence and Land Law (1 respondent); and Ebola prevention awareness training – ICRC (1 respondent).

Table 2: Number of traditional leaders who participated in training, by subject area and region.

n	Region	RJ	ADR	Women's rights	Children's rights	Human rights
4	Bafatá	3	4	2	2	3
4	Biombo	2	4	1		
2	Bolama	2	2	1	1	
3	Cachéu	3	3	1		
3	Gabú	2	3			1
5	Oio	5	5	2	2	4
1	Quinara	1				
2	Tombali	2	2	1	1	
24	Total	20	23	8	6	8
		83%	96%	33%	25%	33%

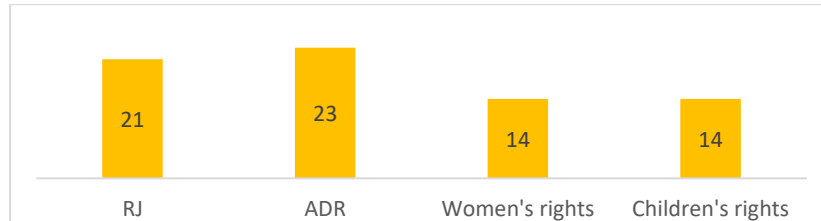
6. Among the traditional leaders who participated in **awareness and / or advocacy activities**, most confirmed having participated in RJ (88%) and ADR (92%), children's rights (63%) and women's rights (58%), with 46% participating in training in human rights, as shown on the table below.

Table 3: Percentage of traditional leaders who participated in awareness/advocacy activities, by subject and region.

n	Region	RJ	ADR	Women's rights	Children's rights	Human rights
4	Bafatá	4	4	3	3	3
4	Biombo	3	3	1	2	
2	Bolama	1	1	1	1	
3	Cachéu	3	3	2	2	2
3	Gabú	3	3	2	2	1
5	Oio	5	5	4	4	4
1	Quinara		1			
2	Tombali	2	2	1	1	1
24	Total	21	22	14	15	11
		88%	92%	58%	63%	46%

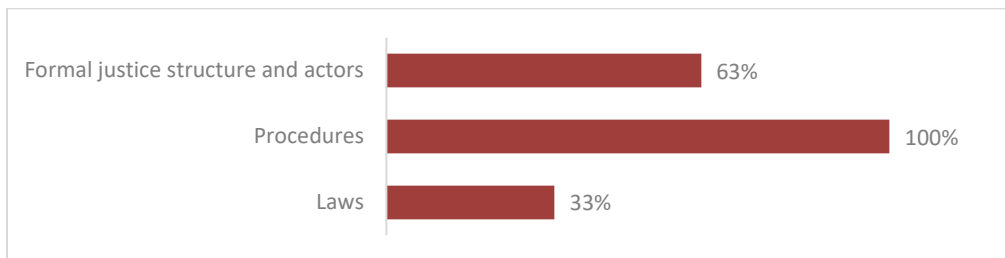
7. All traditional leaders surveyed declared that they apply ADR practices. Asked whether there has been any **change in how they resolve conflicts** as a result of their participation in the project activities, 21 respondents said they changed practices in RJ, 23 in ADR and 14 in women and children’s rights, as shown in the following figure.

Figure 2: Project areas that resulted in change in practices by traditional leaders (n=24).



8. According to the traditional leaders surveyed, the project provided them with knowledge about actors and procedures of the formal justice system, and to a lesser extent knowledge about laws (33%), as shown in Figure 4 below. Two survey participants noted that they also gained knowledge on the limits of the jurisdiction of the *régulos*.

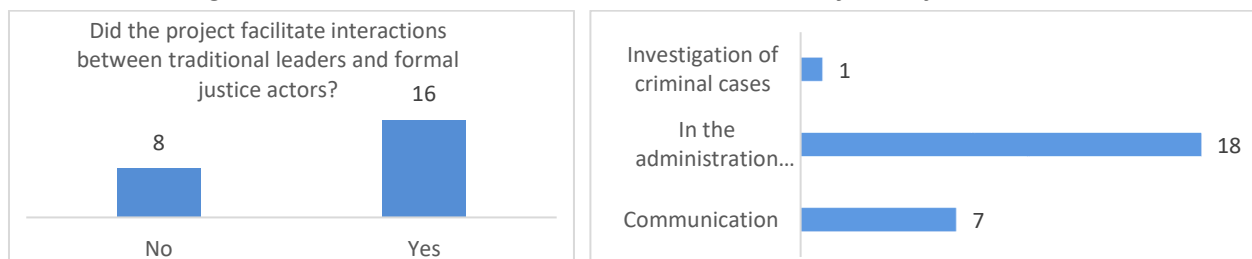
Figure 3: Knowledge gained by traditional leaders about the formal justice sector.



9. Respondents were asked whether the project provided them with **resource materials** on RJ, ADR, laws in the formal justice sector, on the rights of women and of children, or in other subjects. All traditional leaders stated that the project did *not provide any resources* for them to consult and use in the administration of justice.

10. As shown on Figure 5 below, most respondents (67%, 16) stated that the project **facilitated interactions between traditional leaders and formal justice actors**. The broad areas of interaction mentioned by respondents were improvement in communication, in the administration of justice in general and investigation of criminal cases, as shown in the figure above. As also shown on Figure 5, 33% (8 respondents) of the traditional leaders surveyed said that the project did not develop any interaction between traditional leaders and formal justice actors. A traditional leader commented that the formal justice pays no attention to *régulos*.

Figure 4: Interaction between traditional leaders and formal justice actors.



11. Among these broad areas of interactions, traditional leaders specified in which cases they consider interactions improved with formal justice actors. As shown in Table 4, five of the traditional leaders regard that collaboration improved in cases involving conflicts over land ownership and four that collaboration with CAJ has improved.

Table 4: Specific cases where interactions with the formal justice actors improved.

Specific cases where interactions improved	Number of respondents mentioning
Resolution of land ownership	5
CAJ, even when not in sector	4
Improvement at the initiative of traditional leader	1
Investigation and resolution of crime cases	1
Resolution of cattle theft	1
Better cooperation, except in crime cases	1
More interaction with the State committee	1
Transfer of cases	1

12. All but one of the traditional leaders (96%) stated that cooperation between the actors of formal and informal justice sectors is important and that it should happen more frequently and on a continuous basis. As shown in Table 5 below, most (78%) think that collaboration would be important to improve the administration of justice and communication in this regard. However, only 5 traditional leaders mentioned that collaboration would be important for reconciling the actors of justice to reach better results, including exchanging knowledge about laws in the formal and traditional system, and to consider culture and its value for conciliation and conflict resolution.

Table 5: Areas highlighted as important for cooperation between formal and informal justice actors.

Areas highlighted as important for cooperation between the actors of formal and informal justice sectors	Number of respondents mentioning the area
Justice administration	12
Communication in justice administration	4
Justice administration over land tenure conflicts	4
Access to legal guideline materials	1
Conflict resolution	2
Criminal investigation	2
Exchange knowledge about skills and legal limits	1
Exchange of knowledge about laws in the formal justice system and traditional system	1
In reconciling the actors of justice to reach better results	1
In the fight against harmful practices	1
Justice administration over cattle theft	1
Justice administration over inheritance	1
Protecting the rights of women and children	1
To consider culture and its value for conciliation and conflict resolution	1
To increase attention to health matters	1

13. Fifteen traditional leaders (63%) surveyed stated that **the project supported what they considered as priorities** in their role as a mediator of justice in the community. Among the 9 respondents who did not think the project targeted their priorities, some noted that support to ensure they have sufficient materials

and conditions to administer justice in their communities would be more relevant. Accordingly, many traditional leaders noted that material support (transport, finance and work materials) are the top areas they would like to receive support in, as shown in the Table 6.

14. Some traditional leaders also said that the coordination of traditional leaders in Guinea-Bissau would benefit from the creation of the Statutes of the National Council of Traditional Power of Guinea-Bissau. This Council would have the mission of organizing and structuring traditional power nationally.³⁶

Table 6: Future support traditional leaders prioritize.

Areas highlighted as important for future support	Number of respondents mentioning the area
Support in means of transport	18
Financial support	13
In solving the problems related to land tenure, including training in mediation, arbitration	3
Support for work materials (e.g. computer, other needed things for the administration of justice)	2
More RJ training	2
Agricultural work materials	1
Children identity card and registration	1
Clothes that identify traditional leaders at national level	1
Construction of schools and health center	1
Consultation materials on formal laws	1
In the construction of space to administer justice	1
In the protection of the rights of women and children (support with foodstuffs and construction of schools in the villages to reduce the difficulties caused by the great distances between the villages and the schools)	1
Monitoring of <i>régulos</i> by the State and UNDP	1
Police assistance to the chiefs	1
Support in the administration of justice	1

15. In terms of **further training**, many respondents would like reinforcement in RJ mediation, conciliation, and arbitration as well as training in children's rights, as shown in the table below.

Table 7: Future areas for training requested.

Future training traditional leaders highlighted	Number of respondents mentioning
All RJ practices, mediation, conciliation, and arbitration	9
Mediation, including of the conflict over land tenure	8
Children's rights	4
Women's rights	2
Training for <i>régulos</i> in the community	2
Basic training in formal justice	1
Conciliation	1
Human rights	1

³⁶ In this regard, the association of traditional leaders mentioned having submitted a proposal to UNDP seeking support to such project, which has not yet been funded.

Training in human rights activists	1
Training of all <i>régulos</i> at national level in the administration of justice	1
Training that involves formal and traditional justice actors to avoid the intrusion of formal justice actors in cases in the exclusive jurisdiction of the <i>régulo</i>	1

16. The traditional leaders consulted stated that, in their perception, the **project made contributions that helped to improve access to justice for the communities**. The awareness-raising work conducted by the project, among other actors, helped women to resort to peaceful and judicial means to report cases of rape and mistreatment of children. In addition, the project’s RJ activities made segments of formal and informal justice administrators and the population “*aware that the courts are there to solve the problems and not only to send people to prison*”. Some traditional leaders further noted that the communities are increasingly hearing about ADR and understanding that the parties and their families can take part in solving problems, and that they are demanding information. According to many respondents, such awareness helped to increase demand for mediation through the services of traditional justice and the Centres of Access to Justice (CAJs). According to several respondents, there is more demand for both mediation and the courts for resolution of inheritance and land tenure conflicts.

17. For 87% of the traditional leaders surveyed, the project contributed to **strengthening the rights of women and children**. Table 8 describes how traditional leaders perceived the project’s contributions in these regards. Three respondents (13%) stated that the project had no effect on the rights of women or children because it was not able to reach the population at large and the population does not know about the rights of women and children. One respondent further noted that there is no continuous effort to inform the population about women and children’s rights.

Table 8: Change in rights of women and children.

Improvements traditional leaders highlighted	Number of respondents mentioning
More follow-up on the rights of women. <ul style="list-style-type: none"> Strengthening of women's rights to inheritance. Inclusion of more experienced women in conflict resolution. We are solving cases of gender-based violence. Improvement in women's economic and social law. There is more protection for the bodily integrity of women. 	8
Raising awareness of children’s rights (education and health).	7
Abandoning harmful practices.	6
Raising awareness of gender equality.	6
We apply what we learn about the rights of children. <ul style="list-style-type: none"> More children's civil register. Less children drop out of school for other activities. 	3
Decrease in forced marriages.	3
Women report cases of violation of their rights and that of children.	2

18. The data from the Multiple Indicators Survey (MICS) shows that the cautionary tone of many traditional leaders about changes in the rights of women or children corresponds to realities on the ground, as described in 9 below. Much still has to be done to strengthen the rights of women and children in Guinea Bissau. The good news is that the number of children performing child labor decreased by 34%. The national

attendance rate for primary education rose by 7%, but the data also shows that enrollment for secondary education remains quite low. MICS data also shows that the number of women alphabetized is much smaller than their male counterparts, especially in rural areas.³⁷

19. While the number of children below 14 years old submitted to female genital mutilation (FGM) decreased by 20% from 2014, the figures remain high and there was a 7% increase in the number of children and women aged 15 to 49 who have undergone FGM, mostly in rural areas. On the positive side, there has been a decrease for the support for FGM practices, even if small (5%). The figures for domestic violence do not show much improvement.

Table 9: Selected MICS data on children and women

Multiple Indicators Survey (MICS)	2014	2018-19
Percentage of girls aged 0 to 14 years submitted to female genital mutilation (FGM)	30%	30%
Percentage of children and women aged 15 to 49 who have undergone FGM	45%	52%
Rural area	50%	59%
Urban area	40%	43%
Percentage of girls and women aged 15 to 49 who have heard of FGM and think the practice should be abolished.	81%	76%
Percentage of girls and women aged 15 to 49 who have heard of FGM and think the practice should continue.	13%	13%
Percentage of women between 20 and 49 years old who were married or married for the first time before age 18.	37%	30%
Rural area	47%	36%
Urban area	27%	21%
Percentage of children between 5 and 17 years old who perform child labor. For the 2014 data, percentage of children between 5 and 14 years old who perform child labor.	51%	17%
Rural area	62%	22%
Urban area	37%	9%
Net attendance rate for Education - National		
Primary	62%	69%
Percentage of children of secondary school age attending secondary or higher education (adjusted net attendance rate).	20%	16%
Percentage of children and adults age 15-24 years old alphabetized		
Females	51%	33%
Males	70%	52%
Domestic Violence, people interviewed declare that they agree that for any of the reasons listed, it is justified that the man can beat his wife.		
Females	42%	36%
Males	29%	37%

Source of data: Ministry of Economy and Finance / INE, with support from UNICEF. See mics.unicef.org/surveys.

³⁷ Social spending in Guinea-Bissau is low. Over 2015-17 health and education spending stood at 2.2 and 2.5 percent of GDP respectively. See *Enhancing Governance and the Anti-Corruption Framework: Next Step*. International Monetary Fund, Technical Report, May 2020.

20. Traditional leaders expressed what they regard as important for improving access to justice in Guinea-Bissau and for strengthening the rights of women and of children within the justice system. Table 10 shows a summary of the **necessary changes** traditional leaders mentioned.

Table 10: What traditional leaders considered important targets for improvement.

Access to justice in general	Rights of women and children
Reinforce the RJ model and value and invest in traditional justice, including training.	More training and advocacy for the rights of women and children, particularly raising awareness of gender-based violence.
When the formal justice system becomes impartial and independence. Change in the situation of impunity and corruption.	Projects that include more women, more training for traditional leaders and the inclusion of women in decision-making centers.
Raising the performance of the security forces and in the administration of justice, including change in the slowness of justice.	When there is more access to children's education.
Change of mindset and improved cooperation between justice actors, including solving the problems of competences between police, courts and traditional power. Let the cooperation between formal and traditional justice change.	Better coordination of efforts to protect women and children.
Presence of the CAJ throughout the national territory.	More awareness efforts for the abandonment of harmful practices
When there is more and better education for the population.	Mechanisms: (a) for promoting and protecting the rights of women and children; (b) to avoid inheritance conflict; and (c) to promote and protect children's rights at the local level (tabacas) in a continuous basis.

21. It is noteworthy that MICS data presented in Table 9 on gender-based violence and education support the concerns of some traditional leaders for improving the rights of women and children. A few traditional leaders also mentioned the necessity to include women in decision-making centers and projects as a condition for improving the rights of women and children. There are currently no female traditional leaders in Guinea Bissau. Moreover, a recent study on traditional justice conducted by Voz di Paz / Interpeace concluded that the partiality of traditional justice maintains the subjugation of women, that women's submission to their husbands is valued and that the overall practice is that the husband represents the interests of women in conflict resolutions.³⁸ In addition, the same study found that, although women sometimes participate in the councils of elders and in the instances of traditional justice, their role and influence is still minimal and not decisive. The data on domestic violence in Table 9 shows that the mindset of many traditional leaders about women's subjugation to their husbands is shared by a considerable percentage of the population in the country.

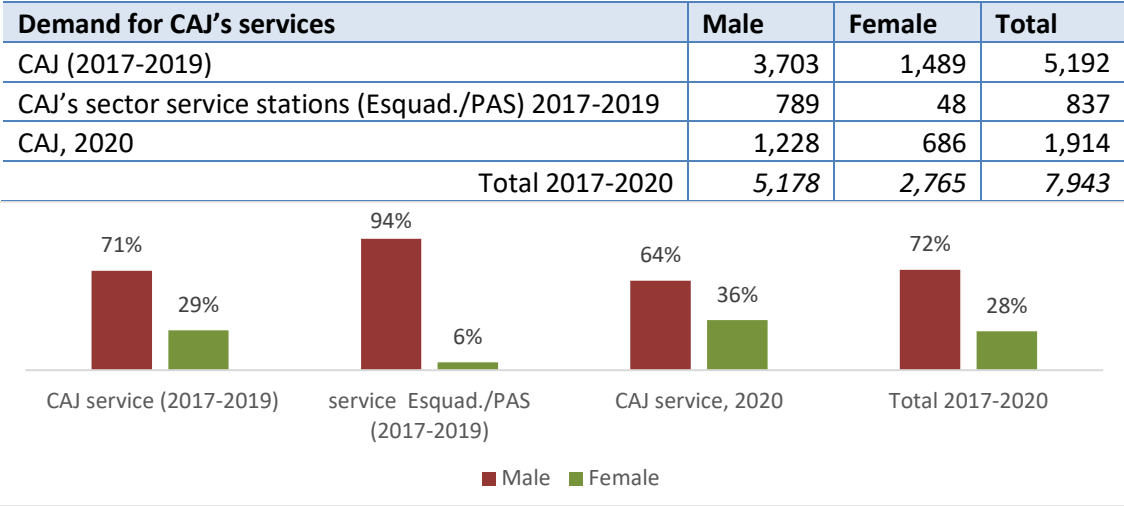
22. Statistics from CAJ show a low level of demand for their services by women, who are 28% of the users of CAJ's services, as shown in Table 11. The demand is even smaller (6%) in CAJ's sector service stations. According to CAJ's representatives, women taking initiative to seek CAJ's services varies between the regions, but most users are from Bissau.³⁹ They also said that it is common for women from the regions (outside Bissau) to be accompanied by NGOs, associations or the police when they seek the service of CAJ.

³⁸ *Nô obi mindjer ku mininu*, Voz di Paz / Interpeace, November 2019.

³⁹ Information conveyed during personal meetings conducted during the fieldwork for this evaluation.

23. The above mentioned study on traditional justice conducted by Voz di Paz / Interpeace notes that in general the population shows no preference towards turning to the formal or informal justice to resolve conflicts, as they perceive pros and cons in both systems. They also found that some women prefer to resort to formal justice because it gives women a voice, has people with legal training, and there is greater attention to the most vulnerable (children and adolescents). However, women face material and non-material obstacles when resorting to the formal justice sector, as they do when seeking justice in the informal sector. The study concludes that in general both women and men tend to first try to resolve conflicts within the community and, if this is not achieved, they may turn to formal justice.

Table 11: Demand for CAJ's services, by gender



Source of data: CAJ (data at 21/01/2021)

24. According to the Secretary General of the Guinea-Bissau Bar Association, among its members, 191 lawyers are male and only 24 are females practicing law. Currently there is no disaggregated statistics from the justice system, but existing statistics from CAJ shows that there are 9 females out of 33 staff members and that only 5 of 17 staff working in a legal technical capacity are women, as shown in Table 12 below.⁴⁰ Despite the low representation CAJ represents a step forward for women leading mediation. According to representatives, CAJ also consults or assigns female legal staff to cases in which rights of women are a part of or at the centre of the complaint.⁴¹ Although the Judiciary Policy General Director is a woman, some informants noted the small number of female police officers.⁴²

Table 12: CAJ staff disaggregated by gender.

Staff	Male	Female	TOTAL
Legal assistance technical personnel	12	5	17
Other	12	4	16
Total staff	24	9	33

Source of data: CAJ (data of 19 April 2021)

25. Many traditional leaders also expressed their concern with the state of health and education in their communities and regions and called particular attention to the impacts of poor health and education systems for children. Their concern is consonant with findings for Guinea-Bissau's HDI value for 2019, which is low at 0.480, typical of a country in the low human development category.

⁴⁰ While Guinea Bissau had a female judge elected as the President of the Supreme Court of Justice and the Superior Council (Maria do Céu Monteiro, 2004-2013), the number of females in the judicial system remains low.

⁴¹ Information conveyed during personal meetings conducted during the fieldwork for this evaluation.

⁴² Ibid.

Table 13: HDI indicators for Guinea Bissau, 2019.

	Life expectancy at birth	Expected years of schooling	Mean years of schooling	GNI per capita (2017 PPP\$)	HDI value
1990	47.1	3.7		1,692	
1995	48.7	5.2		1,713	
2000	50.4	6.7		1,668	
2005	52.3	8.5	2.3	1,644	0.403
2010	54.6	9.9	2.6	1,739	0.436
2015	57.0	10.5	3.2	1,848	0.464
2016	57.3	10.5	3.3	1,916	0.468
2017	57.7	10.5	3.3	1,929	0.470
2018	58.0	10.5	3.3	1,945	0.472
2019	58.3	10.6	3.6	1,996	0.480

Source of data: Human Development Report 2020, UNDP.

26. Traditional leaders were asked about three lessons learned related to project activities and/or access to justice. The great majority spoke about what they learned through project activities that was most significant to them. The most mentioned lessons were:

- Improved knowledge in conflict resolution methods (mediation, conciliation and arbitration)
- Improvement in communication techniques
- Ability to mobilize people to resolve conflicts.

27. They also mentioned that they improved in the following areas:

- Techniques for Circular process.
- Awareness that *régulos* do not impose but rather facilitate justice.
- Improved knowledge of women's rights.
- Learned more about children's rights.
- Gained knowledge about human rights.
- Ways of relating to formal justice.
- Broader notion of the competence of the *régulos*.
- Know how to deal with cases of harmful practices.
- Ability to mobilize people to resolve conflicts.

28. Traditional leaders would like to see that more attention be given to the *régulos* as entities that contribute to justice and peace. Many spoke about the need for more collaboration between formal and traditional justice actors. Most expressed their desire not only for more training, but that the next training of this kind includes all *régulos* at national level. Some noted that, if there is another project, then it should include women (a more inclusive approach). Some also emphasized the need for a follow-up of the execution of such a project, noting that there was no monitoring by the partners on the application of everything they learned. There was also a request for exchange with other traditional leaders from other countries.

29. Some observed that there is corruption and slowness in the formal justice, particularly in the police. Recognition and collaboration with traditional leaders and *régulos* would be one of the solutions to expand access to justice to the population.

Annex 3: List of persons consulted

	Respondent group	Name	Institution/organisation	Position or Region
1	Civil society actors	Mr. Joel Aló Fernandes	National Bar Association, AGAC-GB	Secretary-General of the National Bar Association of Guinea Bissau and President of the Guinean Anticorruption Association (AGAC-GB)
2	Civil society actors	Mr. Fodé Abulai Mané	Researcher, INEP, Faculty of Law	Director
3	Civil society actors	Mr. Suaré Baldé	ONG FONDINKÊ NA FAYE	Director
4	Civil society actors	Mr. Bubacar Balde	National Committee for the Abandonment of Harmful Practices to Women and Child (Comité Nacional para o Abandono de Práticas Tradicionais Nefastas à Saúde da Mulher e da Criança na Guiné Bissau)	Coordinator
5	Civil society actors	Mr. Aladje Mamadu Cissá	Conselho Nacional Islâmico	President
6	Civil society actors	Mr. Aladje Sirado Bari	Conselho Nacional Islâmico	Vice President
7	Civil society actors	Mr. Carlos Quessangué	Conselho Nacional da Igreja Evangélica	Pastor and President
8	Civil society actors	Mr. Michael Daniels	Religious Associations	Priest
9	Civil society actors	Mr. Yancuba Danso	Journalist	Journalist
10	Civil society actors	Mr. Domingos Cá	Priest, National Confrence Comission	President
11	Civil society actors	Mr. Osires Francisco de Pina	National Confrence Comission	Secretary (Judge in Supreme Court)
12	Civil society actors	Mr. João Demba	Guinean Evangelical Alliance (Aliança Evangélica Guineense)	President
13	Funder	Ms. Luisa Kieling	UN Peacebuilding Fund	Specialist in Peacebuilding Monitoring, Evaluation and Reporting, UN Peacebuilding Fund, PBF Secretariat Guinea-Bissau
14	Funder	Ms. Guie Aissatu Monteiro Ndjai	UN Peacebuilding Fund	Coordinator, UN Peacebuilding Fund, PBF Secretariat Guinea-Bissau
15	Funder	Ms. Janet Murdock	UN Peacebuilding Fund	Peace and Development Specialist, Office of the Resident Coordinator, Guyana
16	Funder	Ms. Jelena Zelenovic	UN Peacebuilding Fund	Program Manager, UN Peacebuilding Fund
17	Implementers	Mr. Degol Mendes	Ministry of Justice and Human Rights	Director of Justice Administration
18	Implementers	Mr. Bacar Darame	Confederação Nacional das Associações Estudantis da Guiné-Bissau (CONAEGUIB)	President

19	Implementers	Mr. Jose Levy	UNDP	UN Resident Representative in Guinea-Bissau
20	Implementers	Mr. Oumar Diallo	UNDP	Chief Technical Adviser/ Rule of Law, UNDP Guinea-Bissau
21	Implementers	Ms. Luana Natali	UNDP	Head of Governance Unit, United Nations Development Programme in Guinea Bissau
22	Implementers	Ms. Sonia Polonio	UNICEF	Child Protection Specialist
23	Implementers	Mr. Bubacar Touré	UNIOGBI	Former member of the Gender Affairs Unit, UNIOGBI
24	Implementers	Ms. Giulia Ferrati	Voz di Paz/ Interpeace	Programme Manager
25	Implementers	Ms. Sara Guerreiro	UNDP Consultant	Project Consultant
26	Implementers	Ms. Cátia Rodrigues	Former Project administrator, UN Volunteer at UNDP	UN Volunter, administered the project
27	Implementers	Mr. Agostinho Cá	Comité Nacional dos Voluntários da Guiné-Bissau (CNV-GB)	President
28	Justice sector actors (government)	Mr. Nadilé Lima Banjaqui-Diretor	Legal Information and Consultation Office (Gabinete de Informação e Consulta Jurídica, GICJU)	Director
29	Justice sector actors (government)	Mr. Neto Gomes	Access to Justice Center (Centro de Acesso à Justiça, CAJ)	Coordinator, CAJ Gabú
30	Justice sector actors (government)	Ms. Khady Florence Dabo Correia	Women and Child Institute	President
31	Justice sector actors (government)	Ms. Manuela Marcelino	Women and Child Institute	Child Protection specialist
32	Justice sector actors (government)	Mr. Ussumane Embalo	Women and Child Institute	Child Protection specialist & president of the national association of social assistants
33	Justice sector actors (government)	Mr. Simão Té	Parliamentary Committee on justice and Parliament Commission on Woman and Child.	Focal point for the elaboration of the Child Protection Law at the ANP
34	Justice sector actors (government)	Mr. Servula Sila	Public Prosecution Service (Curadoria de Menores)	Former coordinator
35	Justice sector actors (government)	Mr. Amizade Gomes	Public Prosecution Service (Curadoria de Menores)	Social workers in the court of Bafata
36	Justice sector actors (government)	Mr. Tumane Biai	Public Prosecution Service (Curadoria de Menores)	Social workers in the Court of Buba
37	Justice sector actors (government)	Mr. Pansau Natcharé	Magistrate's School	Adjunct Director

38	Justice sector actors (government)	Mr. Purna Gili	Judiciary Police	Former member of the judiciary policy, currently a pastor in the Evangelical Church
39	Informal justice sector actors	Mr. Iaia Sissé	Regulo/ Gansambu	Oio
40	Informal justice sector actors	Mr. Mori Embaló	Régulo	Bafata
41	Informal justice sector actors	Mr. Madja Seidi	Régulo	Bafatá
42	Informal justice sector actors	Mr. José Saico Embalo	Régulo	Gabú
43	Informal justice sector actors	Mr. Abduramane Balde	Régulo	Oio
44	Informal justice sector actors	Mr. Seco Mussa Sedibé	Régulo	Bafatá
45	Informal justice sector actors	Mr. Samba Baldé	Régulo	Oio
46	Informal justice sector actors	Mr. Augusto Fernandes	Juiz do povo, Coordination of Traditional Leaders	Bafata
47	Informal justice sector actors	Mr. Joao Zinho Manjor Connó	Régulo	Bolama /Bijagós
48	Informal justice sector actors	Mr. José Adramane Djaló	Régulo	Gabú
49	Informal justice sector actors	Mr. Amadu Corca Só	Régulo	Gabú
50	Informal justice sector actors	Mr. Secuna Silla	Régulo	Tombali
51	Informal justice sector actors	Mr. Paulo Amison/Rep por Joãozinho M. Udonca	Régulo	Bolama - Bijagós
52	Informal justice sector actors	Mr. Jorge Mendes	Régulo	Cacheu
53	Informal justice sector actors	Mr. Braima Seidi	Régulo	Farim/Oio
54	Informal justice sector actors	Mr. Joãozinho Nanque	Régulo	Biombo

55	Informal justice sector actors	Mr. Achil M. Capenha	Representant of the Régulo	Cacheu
56	Informal justice sector actors	Mr. Mamadu Tauwel Camara	Régulo	Tombali
57	Informal justice sector actors	Mr. Domingos M. Indi	Régulo	Biombo
58	Informal justice sector actors	Mr. Pedro Mendes	Régulo	Cacheu
59	Informal justice sector actors	Mr. Augusto Nanque	Régulo	Biombo
60	Informal justice sector actors	Mr. Mamadi Cassama	Representant of the Régulo	Buduco/ Quinara
61	Informal justice sector actors	Mr. Mario A. Soares Cá	Representant of the Régulo Mr. Jorge Cá	Biombo
62	Informal justice sector actors	Mr. Bubacar Seidi	Régulo	Oio

Annex 4: Data collection instruments

Following are interview guides for the different groups of stakeholders. The questions that will be addressed with each informant will depend on her/his background in relation to the Project and developments in the justice sector in Guinea Bissau. Whenever possible, the guide is sent to informants prior to the meetings with the evaluators, to give them a clear idea of the type of information the evaluators seek from them and to allow them to think through the information they can provide.

The conversation guides have been translated into Portuguese and Creole.

Conversation Guide

The UNDP and UNICEF are currently performing an independent evaluation of the project “Supporting Political and Institutional Stabilization of the Justice Sector for Peace Consolidation in Guinea Bissau” (henceforth “Restorative Justice Project”), which ended in June 2020. The purposes of the end-term evaluation are to:

1. Provide an objective description of the results achieved and assessment of their effect.
2. Ascertain whether the funding was used rationally and efficiently.
3. Contribute towards identifying valuable lessons to inform future projects currently being designed.
4. Assess partners’ views on UNDP and UNICEF Guinea-Bissau current and future role in supporting the rule of law and justice sector, including views on where UNDP and UNICEF have comparative advantages.

The evaluation team is composed of Dr. Riselia D. Bezerra (team leader) and Mr. Sergio Benedito Cá. Dr. Lilian Yamamoto is the quality assessor of the evaluation. The evaluation team can be contacted through the following e-mail address: Restorative.justice.evaluationGB@gmail.com.

The team would like to hear your views on the issues below. We are aware that you may not be able to provide information to all questions in this guide, so please focus on the questions/issues that you feel you have knowledge. Moreover, please feel free to address other aspects and/or topics you feel are important to this evaluation.

Confidentiality

This evaluation will abide by international research codes of practice and ethical guidelines. As such, the evaluators will respect the right of institutions and individuals to provide information in confidence. This means that information provided will be used and disclosed but the source of information remains anonymous. The evaluators will also take care that statements remain untraceable to informants in order to protect their anonymity.

Project administrators and implementers

To what extent did the Restorative Justice Project improve collaboration between the formal and traditional justice actors?

What are, if any, the value added of the UNDP and UNICEF’s approach to improving access to justice in Guinea Bissau? What were the added value of the selected approach in relationship to other possible approaches?

How were resources and capacities in the traditional and formal justice systems taken into consideration when deciding on the Restorative Justice Project's approach?

How were implementers of project activities selected? What were the main criteria?

How effective and efficient have the Restorative Justice Project implementers been in coordinating, collaborating and delivering projects?

Was the Restorative Justice Project implemented in an efficient manner? How do you compare the effectiveness and efficiency of the support compared to those provided by other development partners and organisations working in the justice sector in the country?

To what extent were the Restorative Justice Project's timing and sequencing of activities well planned and implemented?

What were the main issues hindering/facilitating the implementation of the Restorative Justice Project?

How effectively did UNDP and UNICEF manage expectations about the Restorative Justice Project (in terms of their roles and of results/outcomes from the project)?

How effectively did UNDP and UNICEF monitor the Restorative Justice Project? How effectively did the M&E partnership with national counterparts work?

How effective and efficient have UNDP and UNICEF been in coordinating and collaborating with other justice sector actors?

How did the Restorative Justice Project complement other access to justice efforts?

What are the key factors that may affect the sustainability of the changes brought about by the project's support?

Have the current arrangements between UNDP, UNICEF and PBF been effective?

To what extent did the Restorative Justice Project support capacity development priorities in Guinea Bissau?

To what extent did the Restorative Justice Project address the justice context in the country?

Are Alternative Dispute Resolution mechanism (ADR) and Restorative Justice (RJ) practices still relevant and appropriate for conflict resolution in the formal and traditional justice systems?

Do efforts to promote cooperation between the formal and traditional justice sectors remain relevant?

Was the Restorative Justice Project effective in improving access to justice to the population? And to vulnerable groups (e.g. women, children)?

How effective was the Restorative Justice Project in improving the alignment in the administration of justice with international standards of administration of justice and human rights?

To what extent did the Restorative Justice Project develop the capacities of other key stakeholders sufficiently to enable them to carry on the work of the project?

To what extent did the Restorative Justice Project improve access to justice to the population? Please provide examples/evidence.

Did the Restorative Justice Project strengthen the rights of women and children? Please provide examples/evidence.

Are there sufficient resources and political will in Guinea-Bissau to sustain the gains, if any, the project helped to bring about in terms of access to justice?

What are your expectations about development in access to justice in Guinea Bissau, including for women and children?

What are the results of the Restorative Justice Project (direct, indirect, intended and /or unintended results)? Please provide examples/evidence.

What effects, if any, did the Restorative Justice Project have on conflict in the country?

What are the main lessons learned related to the Restorative Justice Project and/or partnerships promoted?

Formal Justice sector actors

What were the main areas the Restorative Justice Project supported your institution?

To what extent did the Restorative Justice Project support the capacity development priorities of your institution and the justice sector?

To what extent did the Restorative Justice Project address the justice context in the country?

Are Alternative Dispute Resolution mechanism (ADR) and Restorative Justice (RJ) practices still relevant and appropriate for conflict resolution in the formal justice system? And in the traditional justice system?

Do efforts to promote cooperation between the formal and informal justice sectors remain relevant?

Was the Restorative Justice Project effective in improving access to justice to the population? And to vulnerable groups (e.g. women, children)?

How effective was the Restorative Justice Project in improving the alignment in the administration of justice with international standards of administration of justice and human rights?

To what extent the Restorative Justice Project was effective in improving collaboration between the formal and traditional justice actors?

What are, if any, the value added of UNDP and UNICEF's approach to improving access to justice?

Was the approach realistic in view of the existing and future resources in your institution, in the justice sector?

Do the UNDP and UNICEF remain relevant actors to improve the capacities of the judicial system?

How effective and efficient have UNDP and UNICEF been in coordinating and collaborating with your institution? Were the timing and sequencing of activities well planned and implemented?

Did the Restorative Justice Project complement other restorative justice and access to justice efforts?

To what extent did the Restorative Justice Project improve access to justice to the population? Please provide examples/evidence.

In your experience, did the Restorative Justice Project strengthen the rights of women and children? Please provide examples/evidence.

Are there sufficient resources and political will in Guinea-Bissau to sustain the gains, if any, the project helped to bring about in terms of access to justice?

What are your expectations about development in access to justice in Guinea Bissau, including for women and children?

What have you experienced/observed as the results of the Restorative Justice Project (direct and indirect, intended and unintended results)? Please provide examples/evidence.

What are the 3-4 main lessons learned related to the Restorative Justice Project, Restorative Justice Project area and/or partnerships?

Civil society actors directly/indirectly working in access to justice and peacebuilding

What were the main areas supported by the Restorative Justice Project?

Did the Restorative Justice Project support the capacity development priorities of your organisation? Of the justice sector?

To what extent did the Restorative Justice Project address the justice context in the country?

Are Alternative Dispute Resolution mechanism (ADR) and Restorative Justice (RJ) practices still relevant and appropriate for conflict resolution in the formal justice system? And in the traditional justice system?

Do efforts to promote cooperation between the formal and informal justice sectors remain relevant?

Was the Restorative Justice Project effective in improving access to justice to the population? And to vulnerable groups (e.g. women, children)?

How effective was the Restorative Justice Project in improving the alignment in the administration of justice with international standards of administration of justice and human rights?

To what extent the Restorative Justice Project was effective in improving collaboration between the formal and traditional justice actors?

What are, if any, the value added of UNDP and UNICEF's approach to improving access to justice?

Was the approach realistic in view of the existing and future resources in the justice system?

Do the UNDP and UNICEF remain relevant actors to improve the capacities of the justice system?

How effective and efficient have UNDP and UNICEF been in coordinating and collaborating with your organisation?

During the implementation of the Restorative Justice Project, were the timing and sequencing of activities well planned and implemented?

Did the Restorative Justice Project complement other access to justice efforts?

To what extent did the Restorative Justice Project improve access to justice to the population? Please provide examples/evidence.

In your experience, did the Restorative Justice Project strengthen the rights of women and children? Please provide examples/evidence.

Are there sufficient resources and political will in Guinea-Bissau to sustain the gains, if any, the project helped to bring about in terms of access to justice?

What are your expectations about development in access to justice in Guinea Bissau, including for women and children?

What have you experienced/observed as the results of the Restorative Justice Project (direct and indirect, intended and unintended results)? Please provide examples/evidence.

What are the 3-4 main lessons learned related to the Restorative Justice Project and/or partnerships?

Project funder and justice sector donors

To what extent the Restorative Justice Project improved collaboration between the formal and traditional justice actors?

What are, if any, the value added of the UNDP and UNICEF's approach to improving access to justice in Guinea Bissau? What were the added value of the selected approach in relationship to other possible approaches?

How did the Restorative Justice Project complement other restorative justice and access to justice efforts?

Was the Restorative Justice Project implemented in an efficient manner? How do you compare the effectiveness and efficiency of the support compared to those provided by your organisation?

To what extent were the Restorative Justice Project's timing and sequencing of activities well planned and implemented?

What were the main issues hindering/facilitating the implementation of the Restorative Justice Project?

How effectively did UNDP and UNICEF manage expectations about the Restorative Justice Project - in terms of their roles and of results/outcomes from the project?

How effectively did UNDP and UNICEF monitor the Restorative Justice Project? How effectively did the M&E partnership with national counterparts work?

How effective and efficient has UNDP and UNICEF been in coordinating and collaborating with other justice sector actors?

What are the key factors that may affect the sustainability of the changes brought about by PASAI's support?

Have the current arrangements between UNDP, UNICEF and PBF been effective?

To what extent did the Restorative Justice Project support capacity development priorities in Guinea Bissau?

To what extent did the Restorative Justice Project address the justice context in the country?

Are Alternative Dispute Resolution mechanism (ADR) and Restorative Justice (RJ) practices still relevant and appropriate for conflict resolution in the formal and traditional justice systems?

Do efforts to promote cooperation between the formal and traditional justice sectors remain relevant?

Was the Restorative Justice Project effective in improving access to justice to the population? And to vulnerable groups (e.g. women, children)?

How effective was the Restorative Justice Project in improving the alignment in the administration of justice with international standards of administration of justice and human rights?

To what extent did the Restorative Justice Project develop the capacities of other key stakeholders sufficiently to enable them to carry on the work of the project?

Did the Restorative Justice Project strengthen the rights of women and children? Please provide examples/evidence.

Are there sufficient resources and political will in Guinea-Bissau to sustain the gains, if any, the project helped to bring about in terms of access to justice?

What are your expectations about development in access to justice in Guinea Bissau, including for women and children?

What are the results of the Restorative Justice Project (direct, indirect, intended and /or unintended results)? Please provide examples/evidence.

What effects, if any, did the Restorative Justice Project have on conflict in the country?

What are the main lessons learned related to the Restorative Justice Project and/or partnerships promoted?

Traditional justice actors

The conversation guide for the traditional leaders will be developed after the analysis of the survey, to deepen the scope of information in certain areas identified in the survey analysis and to capture possible information gaps.

Questionário da Pesquisa

O PNUD e a UNICEF estão atualmente realizando uma avaliação independente do projeto “Apoiando a Estabilização Política e Institucional do Setor da Justiça para a Consolidação da Paz em (na) Guiné-Bissau” (doravante “projeto”), que terminou em junho de 2020. Os objetivos da avaliação são:

1. Fornecer uma descrição objetiva dos resultados alcançados e avaliação do seu efeito;
2. Verificar se o financiamento foi usado de forma racional e eficiente;
3. Contribuir para a identificação de lições valiosas para informar os projetos futuros que estão a ser projetados; e,
4. Avaliar as opiniões dos parceiros sobre o papel atual e futuro do PNUD e da UNICEF Guiné-Bissau em apoiar o Estado de Direito e o setor de justiça.

A equipa de avaliação é composta por Dra. Riselia D. Bezerra (líder da equipe) e Sr. Sérgio Benedito Cá.

Este inquérito faz parte da avaliação. Pedimos gentilmente que o (a) senhor (a) responda às seguintes perguntas da melhor maneira possível. Se tiver qualquer dúvida ou perguntas, por favor, entre em contato com a equipa de avaliação no seguinte endereço eletrônico:

Restorative.justice.evaluationGB@gmail.com.

Confidencialidade

Somente a equipa de avaliadores terá acesso às respostas deste inquérito. Toda informação fornecida oralmente ou por escrito, permanecerá confidencial e anônima.

Por favor, envie suas respostas para a equipa de avaliação no seguinte endereço eletrônico:

Restorative.justice.evaluationGB@gmail.com.

- 1) Seu nome
- 2) Em que região o senhor vive?
- 3) Em que região o senhor trabalha?
- 4) Como o senhor tomou conhecimento do Projeto Justiça Restaurativa?
 - a) Participando de consultas do projeto com líderes tradicionais
 - b) Fui convidado a participar de atividades do projeto
 - c) Através da Associação dos Líderes Tradicionais
 - d) Através de organizações da sociedade civil
 - e) Outro:
- 5) O Projeto Justiça Restaurativa apoiou o seu papel como líder tradicional?
 - a) Não, eu não fui convidado a participar das atividades do projeto
 - b) Não, eu não quis ou não pude participar das atividades do projeto
 - c) Sim (Selecione tudo que se aplica)
 - i) Participei de trabalhos de consultas
 - ii) Participei de treinamento

- iii) Participei de trabalhos de Conscientização e/ou Advocacia
- 6) Que tipo de treinamento o senhor participou? (Selecione tudo que se aplica)
- a) Práticas de justiça restaurativa
 - b) Resolução alternativa de disputa (mediação, conciliação e arbitragem)
 - c) Direitos da mulher
 - d) Direitos e proteção das crianças
 - e) Direitos Humanos
 - f) Outros:
- 7) O senhor participou de atividade de Conscientização e/ou Advocacia?
- a) Não
 - b) Sim: (Selecione tudo que se aplica)
 - i) Práticas de justiça restaurativa
 - ii) Resolução alternativa de disputa (mediação)
 - iii) Direitos da mulher
 - iv) Direitos e proteção das crianças
 - v) Direitos Humanos
 - vi) Outros:
- 8) O senhor aplica práticas de resolução alternativa de disputa (mediação, conciliação e arbitragem)?
- a) Sim
 - b) Não
- 9) Depois das atividades do projeto, houve alguma mudança de como o senhor resolve conflitos por causa da sua participação nas atividades do projeto?
- a) Não
 - i) Por quê?
 - b) Sim. Em que áreas? (Selecione tudo que se aplica)
 - i) Práticas de justiça restaurativa
 - ii) Resolução alternativa de disputa (mediação, conciliação e arbitragem)
 - iii) Direitos da mulher
 - iv) Direitos e proteção das crianças
 - v) Direitos Humanos
 - vi) Outras:
- 10) O projeto lhe facilitou algum conhecimento sobre a justiça formal?
- a) Não
 - b) Sim: (Selecione tudo que se aplica)
 - i) Conhecimento de leis
 - ii) Conhecimento sobre procedimentos

- iii) Conhecimento da estrutura e dos atores da justiça formal
 - iv) Outros:
- 11) O projeto desenvolveu recursos para líderes tradicionais que o senhor usa na administração da justiça?
- a) Não
 - b) Sim. Quais recursos? (Selecione tudo que se aplica)
 - i) Material de consulta sobre leis formais
 - ii) Material de consulta sobre direitos das mulheres e das crianças
 - iii) Rede de consultas sobre leis no setor formal da justiça
 - iv) Rede de consultas sobre práticas de justiça restaurativa
 - v) Rede de consultas sobre resolução alternativa de disputa (mediação, conciliação e arbitragem)
 - vi) Outros:
- 12) O projeto desenvolveu algum tipo de interação entre os líderes tradicionais e atores da justiça formal?
- a) Não
 - b) Sim
 - i) Que tipo de interação?
- 13) O projeto deu apoio ao que o senhor considera suas prioridades como mediador de justiça na comunidade?
- a) Sim
 - b) Não:
 - i) O que são suas prioridades?
- 14) O senhor gostaria de mais apoio ou treinamento em práticas de resolução alternativa de disputas e da justiça restaurativa?
- a) Não
 - b) Sim
 - i) Em que área?
 - c) Outro tipo de treinamento
 - i) Em quê?
- 15) O senhor considera que a cooperação entre os atores de justiça formal e tradicional seja importante e que deva acontecer no futuro frequentemente ou continuamente)?
- a) Não
 - b) Sim
 - i) Em que área?
- 16) O senhor acha que o projeto ajudou na melhoria do acesso à justiça para a população?
- a) Não
 - i) Por que não?

- b) Sim
 - i) Como? Poderia dar exemplos?
- 17) Segundo a sua experiência, o projeto fortaleceu os direitos das mulheres e das crianças?
 - a) Não
 - i) Por que não?
 - b) Sim
 - i) Forneça exemplos por favor
- 18) O que o senhor espera sobre o desenvolvimento do acesso à justiça na Guiné-Bissau, incluindo para mulheres e crianças?
 - a) Que nada mude
 - b) Que haja mudanças
 - i) Em que?
- 19) Quais são as 3-4 principais lições aprendidas relacionadas as atividades do projeto e/ou acesso à justiça?
- 20) O senhor gostaria de fornecer alguma informação adicional a equipe de avaliação?
 - a) Não
 - b) Sim
 - i) Por favor escreva

Annex 5: Documents consulted

- Deme, Cecilia and Gomes, Midana (2021): *Evaluation of the Women and Justice Project*. Draft Report, June.
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Annex 6: Terms of Reference

United Nations Development Program



TERMS OF REFERENCE

Job ID/Title:	FINAL EXTERNAL EVALUATION OF THE "SUPPORTING POLITICAL AND INSTITUTIONAL STABILIZATION OF THE JUSTICE SECTOR FOR PEACE CONSOLIDATION IN GUINEA-BISSAU PROJECT"
Duty Station:	Bissau, Guinea-Bissau
Category:	International Expert
Additional Category:	
Brand:	
Type of Contract:	Individual Contract
Category (eligible applicants):	External
Application Deadline: (Please allow at least one week)	01/06/2020

Languages required	Arabic		English	X	French	X	Russian	
	Spanish		Chinese		Portuguese	X	Other	

Starting date	29/06/2020
Duration of Contract (# of Days)	30 working days (of which 10 in Guinea Bissau and 14 home based)
Expected Duration of Assignment	7 weeks
Office facilities	Connection to the internet, building pass

1. Background

Guinea-Bissau has been in a vicious cycle of political instability since its independence, which primarily stems from a series of intertwined causes, including lack of access to justice and impunity. Despite the consecration of fundamental political, civil, economic and social rights by the Constitution, laws are barely implemented or enforced, resulting in limited and inequitable access to quality

justice services for the population and an overall decline in confidence in the modern state system of justice institutions.

The State is unable to fulfil its mission to guarantee justice and security throughout the territory, particularly in rural areas and especially for women and children/youth. Since the independence, there has been a coexistence of both the formal justice system and forms of traditional justice system, based on customary law - which was recognized during the colonial period. The formal justice system is costly, slow and still widely discredited by the public, being viewed by many as manipulated and corrupt, serving only the needs and interests of the most powerful.

In order to overcome the shortcomings of the formal justice system, a large part of the population is instead resorting to the traditional fora of justice based on reconciliation and mediation. In this sense, it is critical to make available to the population effective alternatives disputes resolution means and mechanisms, including those used by traditional systems, while advancing and improving the responsiveness to rights guarantees and equity to all citizens, by promoting greater respect and adherence to human rights and gender equality by judges operating either in formal or in traditional justice settings. There is an enormous need to enable overall system efficiency as well as delivery of services to make sure that reformed system effectiveness will also impact more broadly when it comes to efficacy, equal rights enjoyment, and equitable access to judicial services for the population.

There is no legal framework within the formal judicial sector for the mediation, conciliation, or any other form of dispute resolution beyond court adjudication. There is currently no legal basis for homologation by the Courts of the agreements reached by traditional justice. On the other hand, it is unclear how the customary and formal systems should interface, and how jurisdictions boundaries should be defined between the two systems. This causes problems for the legal security of the population, as there is no coherence and low predictability of how cases will be handled.

2. The Project

The project "Supporting Political and Institutional Stabilization of the Justice Sector for Peace Consolidation in Guinea Bissau" is being implemented by UNDP and UNICEF: from January 2018 until April 2020. The overarching goal of the project is to increase the performance of the justice sector by contributing to a more effective and responsive justice sector in Guinea-Bissau. It builds awareness of the need for more accessible and efficient alternative methods of dispute resolution, enable their legal recognition and ensure complementarity between the formal justice system and the traditional justice system. Moreover, it contributes to the increased respect of human rights and improved access to justice through greater awareness and capacity building actions with regards to peaceful conflict resolution methods, in particular those based on healing, reconciliation, relationship preservation and mutual respect. The total budget amount is 1,4 million USD shared by the two recipient agencies.

Its main goal is to ensure that *the population benefits from enhanced access to justice through strengthened alternative dispute resolution systems within informal and formal justice systems, and a strengthened interface between both systems, in line with international standards of administration of justice and human rights.*

And the main aimed outputs consist of:

O1: ADR and Restorative Justice Practices in the Formal Justice system legitimized with the particular attention to Women and Child Rights;

O2: Key Stakeholders in traditional justice sector have increased capacity to engage in ADR and restorative justice in compliance with Women and Children's Rights;

O3: The collaboration/complementarity between formal and traditional justice system is effective.

The main beneficiaries are the formal Judicial system actors, the traditional justice actors, CSO and the vulnerable populations.

3. Objective of the assignment

The objective of this assignment is to conduct a final external and independent evaluation of the project, collecting lessons learned and providing accurate recommendations on substantive aspects of the peacebuilding efforts for future and ongoing interventions.

This formative evaluation is important to the implementers and to the PBF, for three reasons: it is expected to provide an objective description of the results achieved and assessment of their effect, to ascertain whether the funding was used rationally and efficiently, and to contribute towards identifying valuable lessons to inform future projects currently being designed.

4. Duties and Responsibilities

The consultant, under the overall supervision of the UNDP's Resident Representative, and the technical supervision of the Chief Technical Adviser for Justice, is expected to perform the following activities:

- Review documents and consult with UNDP senior management and Rule of Law and Justice team members to better understand the project, including its design process, implementation aspects and expected results;
- Review the project results and logical framework, progress and financial reports, monitoring reports and contribution agreements signed with partners;
- Prepare and conduct interviews with key stakeholders and project beneficiaries and central and regional level;

- Conduct a comprehensive analysis of the project activities and results reported vis a vis evidence data collected in the field to assess its relevance, efficiency, efficacy, impact and sustainability;
- Assess partners views on UNDP and UNICEF Guinea-Bissau current and future role in supporting the rule of law and justice sector, including views on where UNDP and UNICEF have comparative advantages;
- Organize a workshop session to validate the draft-final evaluation report with key stakeholders, including donors, the government and civil society organizations, etc.;
- Draft a final report including the comments from the workshop, among others.

5. Deliverables

The following deliverables are expected:

- A methodological concept note, after 5 working days home-based;
- A draft report, after 15 working days in the field and 5 working days home-based;
- A 1-day validation workshop with the project coordination team and national stakeholders, up to 20 days after approval of the draft report;
- A final evaluation report including the inputs collected at the workshop, until 4 days after the workshop.

6. Duration of the assignment

The assignment must be conducted during 30 working days within the span of eight weeks.

7. Consultant Profile

Competencies:

- Strong analytical and communication skills, including ability to produce high quality practical advisory reports and knowledge products;
- Professional and/or academic experience in one or more areas of the task at stake and knowledge on the management field;
- Ability to produce high quality outputs in a timely manner while understanding and anticipating the evolving client needs;
- Ability to focus on impact and results for the client, promoting and demonstrating an ethic of client service;
- Ability to work independently, produce high quality outputs;
- Strong ability to write clearly and convincingly, adapting style and content to different audiences and speak clearly and convincingly;
- Strong presentation skills in meetings with the ability to adapt for different audiences;

- Strong analytical, research and writing skills with demonstrated ability to think strategically;
- Strong capacity to communicate clearly and in a concise manner;
- Strong inter-personal, negotiation and liaison skills;
- Excellent writing, research, analysis and presentation skills.

Education:

- Master's degree in law, economics, political science, international relations, human rights, development studies or other relevant social sciences;

Experience:

- Proven at least 10 years of experience in evaluating development or peacebuilding programs/projects;
- At least 5 years of experience in managing and implementing projects;
- Knowledge and demonstrable experience of PBF funded projects is an asset;
- Acquaintance and involvement with development programs/projects/activities, especially with UNDP is desirable;
- Knowledge and demonstrable experience in the field of rule of law, human rights, access to justice and gender issues; including with UNDP is considered an asset;
- Demonstrable experience in developing countries; Knowledge of Guinea-Bissau's social context and/or rule of law and justice sector is strongly desirable;
- Experience in the use of computers and office software packages as well as web-based management systems.

Language:

- Proficiency in Portuguese and English or French is mandatory;
- Knowledge of Creole constitutes an advantage.

8. Payment conditions:

The financial disbursement will be processed as follows:

- 1) after approval and validation of Concept Note (20%);
- 2) following the submission of draft-report (40%);
- 3) after delivering of the validation workshop (10%);
- 4) after approval and validation of the final report (30%).

GUIDELINES FOR APPLICATION:

Required documents:

- a. A cover letter explaining interest and motivation for this assignment;
- b. A brief methodology on how you will approach and conduct the tasks, describing the tools and workplan proposed for this assignment;

- c. A financial proposal;
- d. A personal CV including past experiences in similar projects and at least 3 professional references.

Lump sum contracts: The financial proposal shall specify a total lump sum amount, and payment terms around specific and measurable (qualitative and quantitative) deliverables (i.e. whether payments fall in installments or upon completion of the entire contract). Payments are based upon output, i.e. upon delivery of the services specified in the ToR. In order to assist the requesting unit in the comparison of financial proposals, the financial proposal will include a breakdown of this lump sum amount (including travel, per diems, and number of anticipated working days).

Travel: All envisaged travel costs must be included in the financial proposal. This includes all travel to join duty station/repatriation travel. In general, UNDP should not accept travel costs exceeding those of an economy class ticket. Should the Individual Consultant wish to travel on a higher class he/she should do so using their own resources.

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

Evaluation: Individual consultants will be evaluated based on the following methodologies:

Cumulative analysis

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

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

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

Evaluation criteria:

5. Education background - 10 points;
6. Experience as defined in the ToR - 20 points;
7. Competences as defined in the ToR - 10 points;
8. Understating of the ToR - 15 points;
9. Methodology and overall approach - 25 points;
10. Overall quality of the proposal (comprehensiveness, structure, language and clarity) - 20 points.