



*Guinea-Bissau*

**United Nations Development Programme**

And

**Ministry of Economy and Finance and Ministry of Territorial Administration**

**Creating the Conditions for Local Governance and Local Development in  
Guinea-Bissau**

Annual Report 2016

January to December 2016

Prepared by:

UNDP

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## I – Political Context

Political Crisis continued to be a landmark of Guinea-Bissau in 2016. After a political impasse triggered by the dismissal by President Vaz of the elected Prime Minister Domingos Pereira and his government in mid-August 2015, the country was rocked by another impasse in early 2016, despite the efforts made to foster dialogue for reconciliation. The latter was initiated by the expulsion in mid-January 2016 of fifteen members of the ruling party PAIGC (African Party for the Independence of Guinea-Bissau and Cape Verde) who are members of parliament (MPs) for voting against their government program, and thus inhibiting its parliamentary approval. In retaliation, the expelled members joined the second largest opposition party PRS (Party for Social Renewal) and created the so called 'new majority' in the parliament to defeat PAIGC. However, this new majority was never effectively exerted given that since then the parliament has been blocked due to disagreement between the two major parties on the legitimacy of the expelled MPs to keep their seats in the parliament while expelled from their party. Attempts for a judicial resolution of the dispute were unsuccessful. In reality, the successive falls of governments resulted in part from the fact that the parliament was unable to agree in convening sessions to discuss and vote on the programs and budgets they submitted. Following the dismissal of the elected Prime-Minister in mid-2015, the country has witnessed four Prime-Ministers and respective cabinets, three of whom in 2016, with each of the Government lasting less than five months.

The Economic Community of West African States (ECOWAS) brokered six-point roadmap for an inclusive government. The constitutional reform adoption by the main political parties on 10th September 2016 constitutes a hope for political stability until the elections in 2018. However, the agreement is yet to be implemented as the signatories have different interpretations of its content, especially on the process of choosing the consensual Prime-Minister. This led the President to appoint the new Prime Minister with support from PRS and some small parties, but with PAIGC and other small parties' disagreement.

The current crisis has resulted in the absence of an approved budget, which prevents the Government to meet its financial needs for public goods and services delivery, particularly in the sensitive areas of education and health. It also results in the continuous fragility of national institutions in all aspects, especially at local level where the state administration is quasi absent, including limited means for functioning, demotivated and insecure personnel and high fiduciary risk, which affects absorption capacity, affecting the level of projects delivery. Key partners such as the World Bank, African Development Bank and European Union suspended budget support to the Government as consequence of the crisis, thus reducing resources mobilization opportunities for investment in basic services delivery.

Given the dire fiscal situation of the country, the period under review was marked by several strikes over arrears in salary payments, including in the education and health sector and in the Ministry of Economy and Finance, which have had negative effects on the start of the academic year, on the health status of the population and on revenues collection.

## II – Major Achievements in the Context of Programme Interventions

### Planning, Monitoring and Evaluations Mechanisms in Place

- The consultancy that was carried out from September to November 2016 resulted in the development of a Planning Methodology Manual for the Development of Strategic Plan of Sustainable Development for the Sector. The Manual was developed to support and assist the national, regional and sectorial authorities, technical staff of all levels as well as civil society, private sector and other stakeholders in participatory local strategic planning processes;
- On November 30, 2016, the organizational structure of LED program was validated and the Annual Work Plan 2017 was approved by the second meeting of the steering committee. In addition, a technical multi-sectorial team designed to coordinate and lead the implementation of the new local planning methodology is in place.
- The national workshop for the validation of the planning methodology and the capacity building program for trainers on the planning methodology was held on 29 November 2016. The objective of the workshop was to present, validate and disseminate the results of the consultancy on planning methodology and local development;
- In the second week of November 2016, the programme steering committee was officially approved by a joint **Dispatch number 01/2016** on November 09, 2016 from the Minister of Territorial Administration and Minister of Economy and Finances. The objective of the committee is to do a regular oversight of the programme implementation and make decisions in order to ensure an effective implementation of activities. All meetings will be presided by the President of the steering committee, The Secretary of State of Planning and Regional Integration;
- The LED program held its first steering committee in the Cacheu region in November 2016. The purpose of the meeting was to approve the Terms of Reference (ToR) of the steering committee, approve the last quarter activities of the AWP 2016, develop and approve the organizational structure of LED program and prepare the AWP 2017. The key outcome of the steering committee was as follows:
  - Meetings of the steering committee to be held on a quarterly basis;
  - At least 30% of women should be involved in the implementation of project activities, at all levels;
  - Inclusion of the representatives of the Ministry of Health, Agriculture, Education and Natural Resources in the steering committee;
  - Creation of community, sectorial and regional consultative councils;
- In November 2016, the request for the purchase of various equipment and furniture, including three vehicles for the three regions, was submitted as part of the procurement plan 2016;
- In October 2016, an inception workshop of Local Governance and Local Economic Development programme was launched to enable the key stakeholders to understand the programme objectives, institutional arrangements as well as ownership of the programme. The workshop highlighted the main objectives of the programme to capacitate local, regional and national state authorities, with a focus on three pilot regions of Cacheu, Quinara and Gabu, in participatory and inclusive planning processes, upstream policy making and in technical, institutional and financial management to enhance quality service delivery, and support to

local economic development. The proposed approach on Local development in Guinea Bissau seeks to improve food and income security of affected populations, especially youth and women affected by the prolonged political instability;

- In September 2016, a pre-evaluation consultancy was done by an international consultant to identify the main challenges, constraints and opportunities regarding the planning processes at the regional level. The findings of the consultancy were that in general no regional planning, monitoring and evaluation methodology was in place and the existing regional plans were outdated and lacking a monitoring and evaluation section. The planning methodology was therefore validated and endorsed by the government in addition to the training of 7 cadres who will become the trainers of the planning methodology;
- In August 2016, the field missions were carried out to Cacheu, Gabu and Quinara pilot regions of the LED program with the purpose to: (1) introduce the LED team (Angela Abdula and Taino Monteiro) and (2) revamp UNDP's commitment to the implementation of the program, namely, review its main objectives and expected results and to brief of the launching and arrival of the international consultant who will work in each region to assess the human, financial and material conditions in place for the development of regional planning and inclusive planning.

#### **Local Capacity Building**

- By November 2016, seven (7) national cadres were trained on the planning methodology. These cadres will become the trainers of the planning methodology to regional and sectorial levels.

#### **Resource Mobilization Strategy**

- In November 2016, one concept note under the name of *Promotion of Self-employment and Entrepreneurship among Youth (Men and Women) through the Creation and Development of Microenterprises and Inclusive Microfinance* was formulated and submitted for funding opportunities to support the LED programme.

#### **Programme Unit Management**

- In August-September 2016, two drivers were recruited by UNDP to support the activities of the programme unit.
- In June-July 2016, the Programme Associate was recruited by UNDP to be the Manager of the programme;
- In May-June 2016, the recruitment process concluded in which the new CTA was recruited by UNDP to support the Implementing Partner with the strategic orientation of the programme implementation;

#### **Achieved Progress in relation to the indicators and targets identified by the IRRF outputs**

In order to enable the functions, financing and capacity of sub-national level institutions to deliver improved basic services and respond to priorities voiced by the public, it is necessary to ensure that the institutions have in place proper planning and management tools, and capacity.

Therefore, in 2016, as the effective year of LED following the slow implementation in the previous year, the project conducted a diagnostic of regional planning system and methodology, as well as the

existing capacity in the three pilot regions of Gabu, Cacheu and Quinara. The diagnostic, conducted in consultation with stakeholders including government, CSOs, CBO and traditional leaders, aimed at identifying on one hand, the main weaknesses, challenges and constraints that the local governments face in planning and managing their territories development, and on the other hand, the needs and aspirations of the local population regarding their participation in the local planning process. The findings of the diagnostic consultancy were that in general no regional planning, monitoring and evaluation system and methodology was in place and the existing regional plans were incomplete and outdated. Capacity weaknesses to design, coordinate and monitor local plans was a major weakness identified by the diagnostic. It also found that the local communities are willing and demanding their active participation in the local development planning, management and monitoring process to ensure that their priorities are fully taken into consideration, but lack the necessary knowledge and mechanisms.

In response to these weaknesses, the project provided technical and financial assistance to develop the participatory planning methodology, which was validated and endorsed by the national and sub-national governments and CSOs representatives. The methodology will enable the participatory definition of development priorities, planning, budgeting and manage revenues with the purpose of taking advantage of the economic potentiality and opportunities of the regions for the benefit of the population.

In order to ensure that the personnel responsible for local planning have the necessary skills, a capacity building programme on participatory planning was developed and approved by the national and sub-national stakeholders. The implementation of this plan was initiated with the training of seven trainers that will lead the training of other colleagues.

Therefore, the basis for the establishment and effective implementation of a local development planning, monitoring and evaluation system has been established.

**IRFF Output 3.2: Functions, financing and capacity of sub-national level institutions enabled to deliver improved basic services and respond to priorities voiced by the public**

**Indicator 3.2.2. Level of capacity of sub-national governments/administrations for planning, budgeting and monitoring basic services delivery**

**Indicators monitored by the Country office:**

- **3.2.2.A.1.1: Level of capacity of sub-national governments/administrations for planning delivery of basic services**
  - **2016 Target 1:** Regional planning, monitoring and evaluations planning methodology evaluated and validated  
**2016 Result 1:** Regional planning, monitoring and evaluations planning methodology was developed and endorsed by the government
  - **2016 Target 2:** Capacity building programme formulated and approved  
**2016 Result 2:** Capacity building programme for trainer of trainers on regional planning, monitoring and evaluation formulated and endorsed by the government
  - **2016 Target 3:** 05 national cadres trained to be trainers of the new planning methodology

**2016 Result 3:** 07 national cadres trained to be trainers of the new planning methodology

- **2016 Target 4:** Strengthen the Regional and local planning system in coherence with national sectorial priorities for development
- **2016 Result 4:** Regional and local planning system in coherence with national sectorial priorities for development was strengthened

● **3.2.2.A.2.1: Level of capacity of sub-national governments/administrations for budgeting delivery of basic services**

- The methodology was developed to enable the participatory definition of development priorities, planning, budgeting and manage revenues with the purpose of taking advantage of the economic potentiality and opportunities of the regions for the benefit of the population.

● **3.2.2.A.3.1: Level of capacity of sub-national governments/administrations for monitoring delivery of basic services**

- **2016 Target 1:** Regional planning, monitoring and evaluations planning methodology evaluated and validated  
**2016 Result 1:** Regional planning, monitoring and evaluations planning methodology was developed and endorsed by the government
- **2016 Target 2:** Capacity building programme formulated and approved  
**2016 Result 2:** Capacity building programme for trainer of trainers on regional planning, monitoring and evaluation formulated and endorsed by the government
- **2016 Target 3:** 05 national cadres trained to be trainers of the new planning methodology  
**2016 Result 3:** 07 national cadres trained to be trainers of the new planning methodology
- **2016 Target 4:** Strengthen the Regional and local planning system in coherence with national sectorial priorities for development  
**2016 Result 4:** Regional and local planning system in coherence with national sectorial priorities for development was strengthened

**III – Cross-cutting Aspects**

The gender aspect of the programme was addressed in two steering committees and received a unanimous support to increase 30% of the participation of women in programme implementation and decision-making. The training programme on gender has been planned for 2017. The Terms of Reference were prepared to carry out workshops on gender for members of the Regional Planning Cabinets in three pilot regions in partnership with UN Women and UNIOGBIS gender unit. Training will also include mainstreaming of gender in local and regional planning processes.

#### IV – 2016 Resource Management

Award # in Atlas	Programme Name	Project/Budget Number	Total Budget (2016)	2016 Annual Expenditures (Jan-Dec 2016)	Delivery Rate %	Project Duration	Status (active/completed)	Approval Date and Authorization Period
00084600	Creating the Conditions for Local Governance and Local Development in Guinea-Bissau	00092539	375,000 USD	308,646.57 USD	82.3%	3 years	Active	Jan 2015– Dec 2017
	TOTAL		375,000 USD	308,646.57 USD	82.3%			

#### V – Partnership Development and Resource Mobilization

The Government of Guinea-Bissau and UNDP have recently signed the Letter of Agreement (LOA) in which both have agreed the following:

- The Government, through its Ministry of Economy and Finance, while being the implementing Partner, will ensure the management and implementation of programme activities to achieve the expected results. This includes the acquisition of goods and services, delivery of inputs of the project/programme activities supported by UNDP and its use in the production of agreed outputs in project document signed between UNDP and the State Secretariat of Planning and Regional Integration (SEPiR). The Implementing Partner will also ensure the preparation and submission for signature of Annual Work Plan in close collaboration with UNDP and the submission of FACE quarterly financial report, quarterly and annual reports on the progress of activities.
- UNDP will provide all the technical and financial support to the achievement of the expected results as agreed in the signed project document, including monitoring and quality assurance reports, payments to the selected suppliers of goods and services in accordance with NIM manual and funds request through FACE.
- In November 2016, one concept note under the name of *Promotion of Self-employment and Entrepreneurship among Youth (Men and Women) through the Creation and Development of*

*Microenterprises and Inclusive Microfinance* was formulated and submitted for funding opportunities to support the LED programme.

#### **VI – Risk Management**

- The volatile political context of Guinea Bissau, namely the unstable changes in government which are constantly changing or impacting the priorities for the programme implementation is critical. The shuffle of cabinet staff and government officials may delay the implementation of activities. However, regular meetings with the newly appointed government officials have been held and UNDP has been working with public institutions to enhance local governance and engage in a wide range of local project partners and stakeholders to facilitate and enable the project implementation and ensure the project ownership by the target groups
- UNDP Guinea-Bissau has two projects (Capacity Development DEVCA and Local Governance and Local Development LED) intervening in the economic sector. Therefore, the likelihood of duplicating activities may raise the risk of inefficiency that often hampers delivery of expected outputs. The management has adopted a different approach to create synergies between the two projects by designing joint annual work plans with main focus on key big activities as opposed to small activities that will have a profound impact in the future;
- Funding shortfalls are critical and may hinder the implementation of activities. The programme has been working with limited funds since last year 2016. A resource mobilization strategy will be developed in close collaboration with the Government of Guinea-Bissau ensuring that financial contributions to the treasury are made available and other development partners to support a Local Development Funding scheme.

#### **VII – Obstacles and Opportunities**

- The lack of collaboration on the part of local authorities at the regional and sectorial level is an obstacle that the programme has identified during its field missions. Some regional representatives, appointed at the central level by their respective Ministries on political grounds, report directly to the Ministers who had appointed them. They fail to abide by the authority of the Regional Governors and/or Sectorial Administrators;
- The programme intends to undertake various trainings beginning in 2017, including the sensitization of the local population that the goal of this programme is to create the necessary conditions for their wellbeing. Therefore, the collaboration of all stakeholders is conducive to facilitating the implementation process which will ultimately foster the development of their own communities.
- Media coverage especially community radios provide potential to reach rural communities with education and information and can be used to support behavioral change communication. Availability of cheap radios and mobile phones with built-in FM radio accessories now owned by many people in rural setting is a big opportunity to engage wider populations in the regions. The communication strategy of the LED program will consider citizens awareness raising of their rights and duties by using community radios.



## VIII - Challenges, Responses and Lessons Learned

- One of the lessons learned was that micro-credit is a powerful tool to reduce poverty and inequalities, and Guinean commercial banks are not yet prepared to embrace this business segment, thus limiting the geographic area of their outreach;

## IX – Recommendations

- Local authorities should engage local people in preparing their Regional Plans, and to produce policies that really reflect the views and aspirations of the community; while the project has originally perceived the regional level as the main focus for local development planning, the experience so far has indicated that a bottom-up approach will be developed by supporting the creation of community councils at all levels - the village (tabancas/secção), sector and regional levels.
- Take into account the full participation of women in the implementation of the programme as well as decision-making in a way to contribute positively to a stable and just society; as recommended by the steering committee, at least 30% of women's representation will be included at all levels of the project implementation.
- Central government should develop a complete and coherent strategy for governance of the local government sector – Focal points for the target regions will be appointed by the national government (General Directorate of Planning), to ensure efficient coordination mechanism with the local deployed staff, namely, the Regional Planning Delegates.
- Extend the LED project activities throughout the country, namely to the rest of regions – the Government is seeking support from other donors to extend the local development program to all regions of the country; it is also one of the government's objectives the harmonization and better coordination of local development projects supported by different agencies;
- Promote civic education actions for the citizens at the regional and local levels about their duties, rights, responsibilities and participation in the development process and decision-making;
- Recover the regional and local infrastructures in precarious conditions in a way to create incentives for the performance of the technical staff in the regions;
- Create small micro financing projects with the possibilities to obtain financial loans to undertake investments;
- A co-ordination mechanism between the different levels, and across the same levels at the Directorate of Planning is being promoted and supported by the project; the Technical Team which has been created with LED support aims to strengthen such mechanisms;
- Coaching and mentoring of regional delegates, an introduction of a performance based management of staff (delegates) will be supported; regional delegates have now Terms of Reference and their performance will be evaluated on a quarterly basis, as per a decision recently taken by the Secretary of State of Planning (SEPIR).
- It is recommended the establishment of a forum for the regular exchange of views between central government (including key government agencies) and the regions.

Signatures

Implementing Partner:

Full Name: José Biai

Title: Secretary of State of Planning and Regional Integration (SEPIR)

Signature :

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Date: 09/28/2017

Project Manager:

Full Name: Taino João Monteiro

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Signature:



Date: 08/02/2017

UNDP Management:

Full Name: Gabriel Dava

Title: Resident Representative, a.i

Signature:



Date: 08/02/2017