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FINAL EVALUATION REPORT

November 1, 2024

Mid-term Evaluation of UNDP Country Programme for Guinea-Bissau (2022-2026)

United Nations Development Programme (UNDP)

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Disclaimer

This evaluation report presents the views of the Evaluator and does not necessarily correspond to the opinions of UNDP. The Evaluator has made every effort to ensure that the information presented in the report is accurate. Any factual errors that may appear is unintended and falls under the responsibility of the Evaluator.

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PROGRAMME AND EVALUATION INFORMATION DETAILS

Programme Information	
Programme title	UNDP Country Programme for Guinea-Bissau (2022-2026)
Corporation Framework outcomes and outputs	<p>Outcome 1: <i>By 2026, people in Guinea-Bissau enjoy improved democratic governance, peace, and rule of law, and their needs are met.</i></p> <p>Output 1.1. Improved national capacities to ensure democratic governance and respond to all citizens' needs. Output 1.2. Improved environment, including an independent 'mediascape', for political dialogue and citizen engagement to sustain peace and prevent violent extremism. Output 1.3. Enhanced access to justice and strengthened capacities for national authorities and CSOs to fight impunity and corruption and ensure the rule of law.</p> <p>Outcome 2: <i>By 2026, Guinea-Bissau has achieved structural economic transformation driven by enhanced productive capacity, value addition, blue economy and inclusive green growth that leaves no one behind, while capitalizing on small island developing States (SIDS) characteristics and ensuring sustainable use and protection of natural resources.</i></p> <p>Output 2.1. Enhanced national capacities to devise gender-responsive national and sectoral plans that foster resilient, inclusive, and diversified economic growth, poverty reduction and sustainable human development. Output 2.2. Capacities of private sector to contribute to productivity, growth, innovation, and employment are increased and participation of youth and women in economic activities enhanced. Output 2.3. Public, private and CSOs actors have enhanced capacities to manage disaster and climate risk in a gender-responsive way. Output 2.4. Cities/communities are equipped with tools to better value the natural capital and renewable energy potential as part of local sustainable and resilient economic development. Output 2.5. Strengthened governance of environmental and natural resources.</p> <p>Outcome 3: <i>By 2026, the population of Guinea-Bissau, especially the most vulnerable, will have increased and equitable access and use of essential quality social services, including in emergencies.</i></p> <p>Output 3.1. Improved health and social services, including social protection schemes, to respond to citizens' – particularly women and children's needs. Output 3.2. Enhanced health-seeking behaviors to manage vulnerability and reduce risks.</p>
Country	Guinea-Bissau
Region	West and Central Africa Region
Date programme document signed	February, 2022
Programme Date	Start
	February, 2022
	Planned end
	December, 2026
Programme budget	US\$ 197,394,000 (Core resources – US\$ 20,508,000; Other - US\$ 176,886,000)
Programme expenditure at the time of evaluation	Expenditure by September 2024: US\$ 88,780,000 (about 45%)
Funding source	UNDP; EU; GEF; GCF; LDCF; Global Fund; PBF; SWISS
Implementing party¹	Government of Guinea-Bissau
Evaluation information	
Evaluation type	Country Programme Evaluation
	Mid-term Evaluation
Period under evaluation	Start
	February, 2022
	End
	September, 2024
Evaluator names and contacts	Dr. Patrick Orotin Email: patrickorotin2006@yahoo.co.uk Phone: +256 772 389 036
Evaluation dates	August 8, 2024 – December 8, 2024

¹ It is the entity that has overall responsibility for implementation of the programme, effective use of resources and delivery of outputs in the signed programme document and work plan.

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LIST OF ACRONYMS AND ABBREVIATIONS

AfCFTA	African Continental Free Trade Area
AfDB	African Development Bank
CBD	Convention on Biological Diversity
CCA	Common Country Analysis
CO	Country Office
COVID-19	Coronavirus Disease - 2019
CPD	Country Programme Document
CRC	Convention on the Right of the Child
CSO	civil society organization
DAC	Development Assistance Committee
ECOWAS	Economic Community of West African States
ENGIM	Formazione Orientamento Cooperazione Lavoro
FAO	Food and Agriculture Organisation
FGD	Focus Group Discussion
GDP	Gross Domestic Product
GCF	Green Climate Fund
GEF	Global Environment Faculty
GEM	Gender Equality Marker
GRES	Gender Results Effectiveness Scale
ICT	Information and Communication Technology
ILO	International Labour Organization
IMF	International Monetary Fund
KII	Key Informant Interview
LNOB	Leave No One Behind, policy priority of the 2030 Agenda for Sustainable Development
M&E	monitoring & evaluation
MOU	Memorandum of Understanding
MTE	Mid-Term Evaluation
NDAP	National Adaptation Programme of Action
NDC	Nationally Determined Contribution
NDP	National Development Plan
NGO	Non-Governmental Organization
INE	National Institute of Statistics
OECD	Organization for Economic Cooperation and Development
PMSU	Programme Management Support Unit
PWDs	Persons with Disabilities
RBM	Results Based Management
ROAR	Results-Oriented Annual Reports
SDGs	Sustainable Development Goals
SIDS	Small Island Developing States
SMART	Specific; Measurable; Achievable; Relevant; Time-Bound
SOP	Standard Operating Procedures
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations
UNCDF	United Nations Capital Development Fund
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFCCC	United Nations Framework Convention on Climate Change
UNFPA	United Nations Population Fund
UNICEF	United Nations Children Fund
UNIDO	United Nations Industrial Development Organisation
UNIOGBIS	United Nations Integrated Peacebuilding Office in Guinea-Bissau
UNSDCF	United Nations Sustainable Cooperation Framework
US\$	United States Dollar
WB	The World Bank
WHO	World Health Organisation
WTO	World Trade Organisation

EXECUTIVE SUMMARY

Introduction

The main purpose of the Mid-term Evaluation Report of the **UNDP Country Programme for Guinea-Bissau (2022-2026)** is to provide an update on the achievements of the 2022-2026 Country Programme. The Country Programme Document (CPD), in this case, defines UNDP's response to critical national development challenges expressed in the Mid-term National Development Plan (NDP 2022-2023) for Guinea-Bissau, consistent with the United Nations Sustainable Development Cooperation Framework (UNSDCF 2022-2026), jointly formulated in line with UNDP Strategic Plan (2022-2025). The Mid-term evaluation of the Country Programme was commissioned by UNDP Country Office in Guinea-Bissau. This evaluation report is intended to help ascertain whether and how UNDP has assisted the Government of Guinea-Bissau in improving human development conditions for individuals, institutions, and systems; as well as, clarify underlying factors affecting development, identify unintended consequences, generate lessons learnt, and recommend actions to improve performance in future programming.

The evaluation report is, therefore, important because the lessons and good practices and, recommendations derived from it will help to guide further interaction and identify key development priorities to inform the focus of the next Country Programme Document (CPD 2027-2032) and the UNSDCF for Guinea-Bissau, both scheduled to be prepared in 2025. The lessons and good practices will also be used by the policy makers, relevant government ministries and sectors, private sector, and CSOs, to increase knowledge and understanding of the strengths and weaknesses arising from the programme implementation, and how to address the challenges in the next CPD.

The main audiences of the evaluation results, and how each audience will use the results, are: (a) **Development partners** and their strategic and operational partner – the **Government of Guinea-Bissau**, are expected to use successful programme strategies identified through the evaluation to improve future programme design, implementation, and monitoring, and to demonstrate accountability and transparency to the programme stakeholders; and (b) **UNDP programme staff**, including **national and sub-national staff**, and the **general public of Guinea-Bissau** and **beneficiaries** – are expected to use the evaluation results to increase knowledge and understanding of the benefits and challenges of improving democratic governance, peace, and rule of law; economic transformation; and ensuring equitable access to and use of quality social services in Guinea-Bissau.

Description of the UNDP Country Programme Intervention in Guinea Bissau

Guinea-Bissau launched its National Development Plan (NDP 2020-2024), that also takes advantage of the opportunities presented by COVID-19-related recovery to push for sustainable and inclusive development. The NDP enumerates six strategic priority areas for national development: (a) consolidate democracy, rule of law and reform/modernisation of public institutions; (b) promote economic reform, growth and employment; (c) develop productive economic sectors and infrastructure; (d) enhance human capital and improvement of living conditions; (e) revitalise foreign policy, promotion of regional integration, and valorisation of the diaspora; and (f) preserve biodiversity, combat climate change, and enhance natural capital. These strategic priority areas allow Government agencies, development partners, the private sector, and civil society organisations, to implement specific initiatives towards the delivery of the NDP, and the Sustainable Development Goals (SDGs) to which the Government of Guinea-Bissau has committed their integration into national policies and their implementation. For UNDP, the Cooperation Framework (UNSDCF 2022-2026) is the strategy through which the NDP is to be supported and implemented.

The Cooperation Framework (UNSDCF: 2022-2026) identifies three outcomes from the NDP (2020-2024) to help achieve the National Development Plan, namely: (a) improved democratic governance, peace, and rule of law; (b) structural economic transformation driven by enhanced productive capacity, value addition, blue economy and inclusive green growth, capitalising on small island developing States (SIDS) characteristics; and (c) increased and equitable access to and use of quality social services. The UNDP CPD was designed to contribute to the Cooperation Framework outcomes through a package of strategic upstream and downstream interventions, that include: (a) sustaining peace and social cohesion through democratic, inclusive governance and rule of law; (b) leveraging small island developing State (SIDS) characteristics for inclusive green/blue growth, while tackling climate change and conservation diversity; and (c) strengthening health and social protection systems while improving access to quality services. The CPD is aligned to the Guinea-Bissau NDP (2020-2024), the SDGs, and the UNDP Strategic Plans (SP 2017-2021 & 2023-2027) theories of change that give primacy to democratic governance; enhanced human development and economic structural transformation; and natural resource management, to enable sustainable development in Guinea-Bissau.

The key partners involved in the Programme implementation are: (a) **Donors**: European Union; Peace Building Fund; GEF; GF; (b) **Government of Guinea-Bissau**: Ministry of Economy, Planning and Regional Integration; Ministry of Foreign Affairs; Ministry of Finance; Ministry of Health; Ministry of Justice; Ministry of Environment, Biodiversity and Climate Action; Biodiversity Institute; and Ministry of Transport, Telecommunications and Digital Economy, who ensure the realization of the Programme benefits from the perspective of the beneficiaries; (c) **UN Resident Coordinator's Office and Collaborating UN Agencies**, in Guinea-Bissau, who provide guidance regarding the technical and financial feasibility of the Programme, and work with **UNDP Resident Representative's Office** on a consensus basis to make final decisions on CP activities and accountability in accordance with the applicable regulations, policies and procedures; and (d) **Implementation officials at the sectoral level**, who constitute the core functioning body in implementing the Programme in Guinea-Bissau, and are

beneficiaries of the Programme's capacity development initiative. The total funding for the Programme period is US\$ 197,394,000, but only about US\$ 50 million (about 25% of the total programme budget) has been mobilised so far.

Evaluation objectives, purpose and scope

The **objectives** of the Mid-term Evaluation are to: (a) generate relevant and useful information to provide overarching conclusions on the achievement of the 2022-2026 CPD; and (b) identify key development priorities that will inform the focus of the next CPD (2027-2032) and the UNSDCF for Guinea-Bissau, both scheduled to be prepared in 2025. The **purpose** of the Mid-term Evaluation is to: (a) allow national counterparts and UNDP to meet their accountability objectives, and (b) capture good practices and lessons learnt, and how UNDP operationalized these throughout the period under evaluation. The **scope** of the Mid-term Evaluation is national in perspective, and covers the period 2022-2024 of the CPD implementation. It assessed the concept and design of the CPD and UNDP's overall intervention, including an assessment of the appropriateness of the Outcomes, planned outputs, and activities, as compared to cost-effective alternatives. The evaluation updated the ToC, considering the increased uncertainty and volatile political landscape that conditions largely UNDP interventions in Guinea-Bissau. It assessed the extent to which adequate monitoring was undertaken throughout the period, and the extent to which the monitoring and evaluation systems were adequate to capture significant developments and inform responsive management. It assessed the evaluation criteria and questions of relevance, effectiveness, efficiency, sustainability, partnership, and cross-cutting issues of gender equality, human rights, and disability inclusion. It also generated recommendations, lessons learnt and good practices.

Approach and Methods

The programme evaluation was conducted between August 8, 2024 and December 8, 2024, and managed by UNDP Country Office in Guinea-Bissau. The evaluation was based on a qualitative design, employing a mixed of qualitative and quantitative methods for data collection. The data collection methods included: desk review of programme documents and literature, policy and strategy documents, programme progress and financial reports, and knowledge products; virtual inception meeting with UNDP Country Office team in Guinea-Bissau; and a three-week visit to Guinea-Bissau, from September 6, 2024 to September 28, 2024, to collect data relevant to the 28 key evaluation questions listed in the Terms of Reference. The Evaluator interviewed a total of 116 people (55 male and 61 female), face-to-face and virtually. Key informant interviews and focus groups discussions involved representatives of UNDP, UN Resident Coordinator's Office, donor (PBF), Collaborating UN Agency (UNCDF), Government, Private sector, CSOs supporting the implementing of the Programme, and beneficiaries enjoying the results of the Programme. The agreed process for selection of participants was based on longer experience with the programme so as to obtain richer information and evidence on the overall performance of the programme. By using a combination of both face-to-face and virtual interviews, the evaluation avoided any limitations in accessing stakeholders for interviews. A stakeholders' Debriefing meeting was held with Government partners at the Ministry of Foreign Affairs on the morning of Monday, September 23, 2024, and with UNDP Country Office Senior Management and Programme Team Leaders in the afternoon of the same day.

Data analysis

Collected data were grouped by the evaluator into assessment areas of relevance, effectiveness, efficiency, sustainability, partnerships, and cross-cutting issues of gender equality, human rights, and disability inclusion. The detailed analysis was aligned with the respective evaluation criteria and questions described in the Terms of Reference. Data analysis included; **a) Presentation of feedback from fieldwork and preliminary findings**, to highlight preliminary results and recommendations, and to help flag out data gaps that might require further data collection; **b) Integrated analysis**, to identify and analyse results through addressing key questions related to the evaluation criteria and the achievement of the outputs and outcomes, and indicators in the Results Framework, triangulated through multiple data sources, including secondary and primary data sources to enhance the validity and reliability of data and information; **c) Assessing cross-cutting issues**, to examine the level of gender mainstreaming, human rights, and disability inclusion across the programme outputs and outcomes, using the Leave No One Behind (LNOB) analysis and Gender Results Effectiveness Scale (GRES) analysis; **d) Performance rating under each evaluation criterion question**, using the rating of; i) Achieved - broadly with few exceptions, ii) Moderately achieved - a combination of strengths and weaknesses, iii) Partially achieved - a lot of weaknesses and gaps, and iv) Not achieved - no strength evident; and **e) Performance rating under each output**, using the rating of **>85 percent**, as achieved; **65-85%**, as requiring action to speed up achievements; and **<65%**, as requiring urgent actions to mitigate the risks of non-achievement of the output.

Findings

Main findings based on each of the evaluation criteria are as follows:

Relevance: In terms of relevance, the three programme results areas – **Democratic governance**, **Enhanced human development and economic structural transformation**, and **Natural resource management**, in similar degrees, were relevant. The government's takeover of most elements of the **Democratic governance** – ratification of Human Rights treaties and preparation of their reports; **Economic structural transformation** - development of the National Financial Inclusive Strategy and the National Blue Economy Strategy; **Natural resource management** – development of the First Nationally Determined Contributions under the Paris Climate Agreement; which have been implemented through the Country

Programme, is a demonstration of the Programme's high relevance at the policy and strategy levels. In many ways, the Country Programme aligned with both the national and UNDP strategic priorities for Guinea-Bissau, and the 2030 Agenda for Sustainable Development. The Programme design contributed to complementary work with other entities. It is difficult to assess the impact of what would have happened if UNDP had not intervened in Guinea-Bissau, during the political crisis and COVID-19 pandemic. The probabilities are that the level of democratic governance, human development and economic structural transformation, and natural resource management, would have been lower.

Effectiveness: Effectiveness is key strength of the Programme when judged from the achievement of 60 percent of the programme outputs, midterm the Programme period. Better performance could have been realised, had all the Outputs achieved 85 percent or above in performance. In **Democratic governance**, the creation of an office of women lawyers at Guinean-Bissau Bar Association (OAGB), to advance access to justice, gender equality, combating discrimination, and SGBV, is a significant milestone in promoting inclusiveness in Guinea-Bissau. Similarly, Access to Justice Centres (CAJ) have enabled women in the Moslem-dominated communities in Gabu in eastern Guinea-Bissau, to speak out and report cases of SGBV - a significant milestone in breaking taboos, changing religious values and combating discrimination against women. However, without further UNDP support, its scale up would be difficult, given the current political and economic context in Guinea-Bissau. The establishment of Model Policing Stations have significantly enhanced reaching amicable solutions for community members in various conflicts. Communities' fear of harassment that has always been associated with the Police Force has reduced. However, the sustenance of the operations of the Model Policing Stations will very much depend on further UNDP support. The level of gender mainstreaming, disability inclusion and, fulfilment of national and international human rights obligations, across the Governance Programme outputs, have been generally good, but the implementation of the recommendations from the human rights reports would be slow or difficult, given the current political context in Guinea-Bissau. Moreover, support to the national and inter-party dialogue on political reforms, including revision of the constitution, and promotion of inclusive, fair and transparent political processes, has been halted by dissolution of parliament in December 2023. In digital transformation, three out of eight institutions have been digitised. With the Swiss funding ending in December 2024, it is unlikely the remaining institutions will be digitised. Generally, in Democratic governance result area, 2 out of the 3 Outputs have performed above 85 percent midterm the Programme period. In **Enhanced human development and economic structural transformation**, the National Financial Inclusion Strategy has contributed to enhancing the formal and informal private sectors to productivity, and enabled 216,954 community members (151,278 men & 65,676 women) to access financial services through six Banks and 283 service points in Guinea-Bissau. Further, through 200 money KIOSKS deployment in the regions, including 50 in Bissau, 250 new direct jobs such as kiosk managers, cash management agents, and Orange Money promoters, have been created for vulnerable and marginalised groups in the community. However, the sustenance of the employments created will very much depend on the economic growth and overall business environment in Guinea-Bissau. The Blue Economy Strategy (2023-2030), targeting five pillars (Agriculture, Fisheries, Tourism, Energy, & Transport), is expected to stir up economic growth and sustainable development, through investments in enterprises linked to climate-change mitigation and adaptation, and enterprises that also engage in management of the ecosystem. In its current total budget, the strategy is heavily dependent on donor support for its expected operationalisation. Generally, in Enhanced human development and economic structural transformation result area, 3 out of the 4 Outputs have performed above 85 percent midterm the Programme period. In **Natural resource management**, Guinea-Bissau has adopted and implemented national and local Environmental Governance reforms on: (a) the National Climate Change Policy; (b) National Policy for the Promotion of renewable Energy; (c) National System of Protected Areas; and (d) the Charter of Energy Sector Development Policy. This progress in the area of climate change adaptation, is reflected in Guinea-Bissau's participation in the 2023 UN Climate Change Conference (UNFCCC COP 28) in Dubai, United Arab Emirates. Generally, in Natural resource management result area, only 1 out of the 3 Outputs have achieved 85 percent midterm the Programme period. UNDP's programme coordination, cooperation, capacity building and service delivery efforts, not only influenced these achievements, but also improved the Programme's visibility and institutionalization of the knowledge management from the Programme implementation. However, more efforts are needed to accelerate progress in the low performing outputs. Most negative effects on the Programme progress, such as the recurring political crisis, Government staff turn-over, and the impact of COVID-19 pandemic, were, however, addressed by the participatory planning processes by modifying the approach to Programme implementation, and so enabled the Programme to continue to address the governance, human development and economic structural transformation, and natural resource management concerns of the citizens of Guinea-Bissau.

Efficiency: The programme design contributed to complementary work with other entities in Guinea-Bissau. UNDP's strong engagement in coordination both internally and externally, and nationally and sub-nationally with other actors with similar interventions at the design phase, helped to reduce duplication later during implementation, and so encouraged good use of resources. It was delivered through local partners-led response and with international obligations. It demonstrated high level of responsiveness by being able to adjust to the political crisis in Guinea-Bissau, and also responding quickly to the outbreak of the COVID-19. The efficiency in Programme management is demonstrated in the Programme's progress in implementing and completing most activities, contributing to the achievement of 6 out of 10 Programme outputs, midterm the Programme. Better progress could have been realised, but late disbursement of funds by UNDP slowed implementation of activities. Those partners who could pre-finance their activities, helped to mitigate the effects of the late disbursement of funds. Nevertheless, the quality of implementation has been good overall, with adherence to results-based reporting. The CPD Indicator Tracking Tool that keeps track of Programme progress is aligned with the indicators in the Results Framework, and adheres to the principles of results-based management. Expenditures have been kept within the overall mobilised funds. The capacity development actions that strengthened partnerships between UNDP and Government, CSOs and the Private sector, increased efficiency that contributed to improved Programme decision-making, planning and implementation processes, and ultimately the Programme progress made so far.

Sustainability: Sustainability was demonstrated by a strong sense of local ownership in the Programme implementation and highly visible Bissau-Guinean technical management (at the level of team leadership). Participatory planning, in which rights and responsibilities were negotiated at the Programme design, and continue to be implemented, best demonstrated in all results areas (**Democratic governance; Enhanced human development and economic structural transformation; and Natural resource management**), was critical to the sense of ownership. While some results from the partnerships should survive without UNDP funding, the feedback is that they would struggle to.

Gender Equality: The programme was implemented with gender lens in focus, and within Guinea-Bissau's commitment to the key International Human Rights covenants, that encompasses gender and the rights of the child. It mainstreamed gender as judged from the gender-responsive indicators with sex and gender disaggregated data in the CPD Results Framework; and in the implementation, monitoring and reporting, demonstrated in the CPD Indicator Tracking Tool (2022-2023). The programme scored well in gender mainstreaming (GEM 2 & GEM 3). While women's participation has improved at the sub-national and local levels; at the policy level, the number of seats held by women in the national parliament is decreasing (11% women in the recent parliament in 2023 compared to 13.7% in 2022). However, the number of political leadership positions held by women in the current Government's Council of Ministers is 8 out of 16 ministers (50%). Guinea-Bissau, is thus, following the footsteps of Rwanda with 52 percent women, and Ethiopia with 47.6 percent women, in political leadership positions.

Partnership: UNDP partnerships with **Donors, Collaborating UN Agencies, Government, the Private sector, and CSOs**, have provided significant support to the coordinated partners-led Programme efforts. The effectiveness of this coordination with Programme partners is demonstrated in trust among partners, improved regular consultations, and setting clear deliverables, ensured through this leadership. The effectiveness of these partnerships is also revealed in the achievement so far of 6 out of the 10 Programme outputs (60%), midterm the Programme period. Moreover, UNDP has been given green light to start downstream work on implementing of approved policies and strategies. Further, the effectiveness of these partnerships is revealed in continuity in existing funding partnerships with the European Union, Global Fund, The Green Climate Fund, Global Environment Facility, Peace Building Fund, and continued collaboration with UNICEF on the Global Fund Grant Cycle 7. While UNDP expected to mobilise a total of US\$ 197,394,000 from its core resources (US\$ 20,508,000) and development partners (US\$ 176,886,000) for the programme period (2022-2026), only about US\$ 50 million (about 25%) has been mobilised so far. It is unlikely that the resource mobilisation target will be met in the remaining programme period. Efficiency and cost-effectiveness of the partnership could further be strengthened through joint mobilisation of more resources to implement the CPD, further local partners capacity building, and by addressing the problem of late disbursement of funds that tend to slow down Programme implementation and reporting.

Conclusions

The three programme results areas – **Democratic governance, Enhanced human development and economic structural transformation, and Natural resource management**, in similar degrees, were relevant, efficient and effective, and in the short-term make a positive impact, and sustainable. In all cases, in similar degrees, their implementation was based on participatory planning in which the rights and responsibilities of implementing partners and of beneficiaries were fully recognized. Although the poverty incidence in Guinea-Bissau remains high (50.5% in 2021),² and its financial contribution to the Cooperation is low; participatory planning, staff time, and provision of office space, were key to cost-sharing between UNDP and Government; and contributed to thus far, 6 out of 10 Programme outputs being achieved, midterm the Programme period.

Recommendations

Follow on the achievements made so far: UNDP and Collaborating UN agencies should maintain and further develop their strategic partnerships with the Government of Guinea-Bissau, the Private sector, and CSOs. And given the continued low capacity in programme and financial management, staff turnover in key Government partners, and the coming on board of new staff; it is recommended to train in these technical areas, highlighted by partners: **Monitoring and Evaluation** of UNDP-supported Programmes and projects; **Project Management** to improve programme design and workplan implementation; and **Financial Management**, to help manage budgets, and prepare accurate and timely financial reports. This should start with capacity needs assessments, and should be done prior to the start of or early during the project implementation period. Moreover, urgent action is required to speed up achievements and to mitigate the risks of non-achievement of the following outputs: Output 1.1 under **Democratic governance** result area; Output 3.2 under **Enhanced human development and economic structural transformation** result area; and Outputs 2.3 and 2.5 under **Natural resource management** result area. With two outputs at risks of non-achievement by 2026 under the **Natural resource management** result area, additional technical support and efforts will be required for this result area.

Shift in approach to programme implementation: With the green light from the Government for Development partners to support implementation of the approved policies and strategies, UNDP through its local partners (Government sectors, Private sector & CSOs), can now move more to sub-national and local levels to implement the new policies and strategies.

² World Bank publication, 2021/2022. www.worldbank.org

Maintain Democratic Governance Output 1.1 under Outcome 1: With the dissolution of Parliament in December 2023, activities related to establishing strong political institutions, such as support to the national and inter-party dialogue on political reforms, including revision of the constitution, and promotion of inclusive, fair and transparent political processes, outlined in Output 1.1 cannot not be fully implemented under the current political context in Guinea-Bissau. But other activities under Output 1.1, such as strengthening accountability, prevention/mitigation of corruption risks, integration of anti-corruption into management of public funds, service delivery, and other sectors at national, subnational and sectoral levels; expanding digital transformation in ministries that haven't yet received capacity building in digital transformation; and improving the environment, including for independent mediascape for citizen engagement to sustain peace and prevent violent extremism, are activities that UNDP can continue to implement under the current political context. It is recommended to keep Output 1.1 in its current form.

Increase Digitisation: Digital economy is considered the main driver of economic growth, and digital economy based on ICT helps to increase capital and labour productivity and to obtain goods and services at lower prices. But access to internet in Guinea-Bissau is insufficient to attain the national goal for digitisation. UNDP, its international partners, and the private sector, can work towards increasing digitisation in Guinea-Bissau, through the proposed "Guinea-Bissau Digital" under the Ministry of Transport, Telecommunications and Digital Economy, by building capacity of institutions in digital transformation and partner network creation, while addressing gender digital divide, knowledge and technology transfer, and digitisation downstream.

Deliver programme funds and implement planned activities on time: The transition from the UNDP Atlas financial system to the Quantum financial system, caused significant delays in funds transfer to implementing partners. As UNDP and partners navigate through and built experience in the use of the Quantum financial system, UNDP can ensure partners can still implement activities on time, by: (a) allowing those partners who can pre-finance their activities to do so to avoid delays in programme implementation and use of funds; and (b) working towards allowing funds disbursed late to be utilised for the purpose. For example, programme beneficiaries who were qualified for the loans, but the budget did not cover them, could still be allowed to access the funds to implement their approved businesses.

Mobilise resources for the Programme with a more realistic resource mobilisation target: UNDP's current donors to the CPD have been limited mainly to its traditional donors (EU, PBF, GEF, GCF, Global Fund, & SWISS). UNDP expected to mobilise a total of US\$ 197,394,000 from its core resources (US\$ 20,508,000) and development partners (US\$ 176,886,000) for the programme period (2022-2026), but only about US\$ 50 million (about 25% of the total programme period budget) has been mobilised so far. Given the wide gap in resource mobilisation, and the short period left to the end of the current country programme, UNDP will need to scale down its resource mobilisation target. The Swiss funding in particular, that currently funds Digital Transformation in Guinea-Bissau, is ending in December 2024. UNDP has targeted to digitise eight institutions of Government. So far, only three have been fully digitised. With the Swiss funding ending, this is unlikely to happen. UNDP Country Office can expand its visibility to attract and mobilise additional resources for the Programme. It can do this by socialising the Programme results and lessons learnt with relevant **donor offices** based in Guinea-Bissau. It can also promote the visibility of the Programme results and lessons learnt through multimedia **updates** (text, photos, videos, info graphs, and factsheets). With engaging content and social media outreach, the Programme can increase its visibility, and potentially attract attention of external donors. In addition, **social media posts** (Facebook, YouTube, twitter) of Programme activities and achievements can reach a wider audience of donors. Further, the Programme teams can provide the Communications Team with impactful Programme updates that can be promoted, covered, and shared on the **websites** and **social media** platforms of **UNDP Guinea-Bissau, UNDP West and Central African Region, UNDP Brussels** (to attract the attention of European donors), **UNDP Global** (to attract the attention of World Bank, JICA, Chinese, Islamic Fund donors), in addition to **CSO Coalition pages** among others, who advocate on UNDP activities in Guinea-Bissau.

Programme Monitoring and Evaluation: Improve measurement of programme outcomes by capturing qualitative statements from beneficiaries about achieved changes or outcomes; and future programme monitoring should also focus on beneficiaries as additional information providers and take care to integrate qualitative statements from them, as part of the programme's outcome-monitoring process. That also requires Programme teams to engage with the Communication's team who is best experienced to support the collection and writing of impactful stories from the Program implementation on an ongoing basis.

Priority areas for the next Country Programme (2027-2032): Government has recently conducted consultations with stakeholders at both the national and regional levels, and has come up with key priority areas for national development for the next five years (2025-2030), that Development partners can prioritise to accelerate economic growth and sustainable development in Guinea-Bissau. They are: (a) **Strong Public Administration and Public Institutions**, including Health and Justice; (b) **Human capital development**; (c) **Economic development** through support to private-sector growth; (d) **Physical Infrastructure development** (Transport, access to electrical power grids, & telecommunications, including ICT); and (e) **Conservation of Biodiversity and Protected Area Management**.

Lessons learnt specific to each result area:

Democratic governance

- The Justice Access Centre (CAJ) has enabled women in the Moslem-dominated communities in Gabu in eastern Guinea-Bissau, to speak out and report cases of SGBV - a significant milestone in breaking taboos, changing religious values and combating discrimination against women.

- The creation of an office of women lawyers at Guinean-Bissau Bar Association (OAGB), to advance access to justice, gender equality, combating discrimination, and SGBV, is a significant milestone in promoting inclusiveness in Guinea-Bissau.
- The establishment of Model Policing Stations have significantly enhanced reaching amicable solutions for community members in various conflicts. Communities' fear of harassment that has always been associated with the Police Force has reduced. However, the sustenance of the operations of the Model Policing Stations will very much depend on further UNDP support.

Enhanced human development and economic structural transformation

- The ability of UNDP, through the District Health Teams, to implement the Health Information Management System (DHIS2), by leveraging resources (human, financial, and IT) from other partners (WHO, WFP, UNFPA, Catholic Relief Services, Plan International, AMI), to recruit community health workers to be paid for on a cost-sharing basis, where the Ministry of Health is unable to provide core staff to facilitate real time health data collection from the community, should be encouraged.
- The National Financial Inclusion Strategy has concentrated on encouraging and supporting livelihood's options (micro-enterprises) which substantially assist in the improvement of conditions for the vulnerable and marginalized groups in the community. By enabling access to financial services through Banks and service points in Guinea-Bissau, as well as through deployment of mobile money KIOSKS in the regions of Guinea-Bissau, UNDP has demonstrated that micro-enterprises are appropriate and effective in reaching vulnerable and marginalized groups in a difficult political and economic environment in Guinea-Bissau.
- The programme has positioned UNDP as a key stakeholder in private sector development. While several actors want to advance the private sector development agenda, most actors operate in siloes, and UNDP exercised its integrator role by bringing together diverse actors to take part in the ecosystem of enterprises and highlighting trade and investment opportunities of Guinea-Bissau, and breaking the siloes and changing a narrative to focus on innovative opportunities in the country.

Natural resource management

- Strengthening resilience and adaptive capacity of communities to Climate Change improves livelihood options and food security is ensured for a longer period of time through food storage banks and improved breeds of cattle.
- The programme developed synergy between integrated water resource management and natural resource management. It contributed to reduced CO₂ emission and increased access to clean water consumption through solar powered water sources. It increased crop and livestock productivity by using improved crop and animal breeds.

Good practices

Democratic governance

- Digitizing the Ministry of Justice's Administrative Services, in particular, the civil registry books to safeguard them from degradation, ensures the identity rights of all Bissau-Guineans. It has opened the possibility of registering the entire population in a continuous system, providing proof of identity for everyone.
- Use of "Mobile Justice" Units that includes travelITNg to remote communities, to provide legal aid, and to carry out birth registrations and trials, improves access to judicial services for remote communities across the country, and is ensuring no citizen, regardless of their geographical location, is left without access to justice.

Enhanced human development and economic structural transformation

- Increasing access to long-lasting mosquito nets (LIN) is the simplest way to protect against mosquito bites and the cheapest way to prevent malaria transmission.
- Extended support for entrepreneurs for youth and women-owned/led business is better for market linkages, and access to financial services, as they may not have large start-up capital. Most support for entrepreneurs were running on project rather than programme mode; project modes have strict time limits.

Natural resource management

- Improved cook-stoves, for families in the community, that reduces firewood consumption are innovative techniques and best practices in providing access to alternative technologies and renewable energies to vulnerable communities experiencing diminishing forest and rainfall, and gradual rise in temperature.

Monitoring, Evaluation and Learning

- The CPD Indicator Tracking Tool (in Excel), with flexibility to disaggregate data by sex (male and female), gender (women, men), and social groups (youth, PWDs, LGBTQ); that also allows for both quantitative and qualitative information to be presented, is a good practice in monitoring that should be promoted.

1. BACKGROUND AND CONTEXT

1.1. Introduction

The main purpose of the Mid-term Evaluation Report of the **UNDP Country Programme for Guinea-Bissau (2022-2026)** is to provide an update on the achievements of the 2022-2026 Country Programme. The Country Programme Document (CPD), in this case, defines UNDP's response to critical national development challenges expressed in the Mid-term National Development Plan (NDP 2022-2023) for Guinea-Bissau, consistent with the United Nations Sustainable Development Cooperation Framework (UNSDCF 2022-2026), jointly formulated in line with UNDP Strategic Plan (2022-2025). The Mid-term evaluation of the Country Programme was commissioned by UNDP Country Office in Guinea-Bissau.

This evaluation report is intended to help ascertain whether and how UNDP has assisted the Government of Guinea-Bissau in improving human development conditions for individuals, institutions, and systems; as well as, clarify underlying factors affecting development, identify unintended consequences, generate lessons learnt, and recommend actions to improve performance in future programming.

The evaluation report is, therefore, important because the lessons and good practices derived from it will help to guide further interaction and identify key development priorities to inform the focus of the next Country Programme Document (CPD 2027-2032) and the UNSDCF for Guinea-Bissau, both scheduled to be prepared in 2025. The lessons and good practices will also be used by the beneficiary groups (relevant government sectors, private sector, CSOs) to increase knowledge and understanding of the strengths and weaknesses arising from the programme implementation, and how to address the challenges in the next CPD interventions.

The main audiences of the evaluation results, and how each audience will use the results, are: (a) **Development partners** and their strategic and operational partner – the **Government of Guinea-Bissau**, are expected to use successful programme strategies identified through the evaluation to improve future programme design, implementation, and monitoring, and to demonstrate accountability and transparency to the programme stakeholders; and (b) **UNDP programme staff**, including **national** and **sub-national staff**, and the **general public of Guinea-Bissau** and **beneficiaries** – are expected to use the evaluation results to increase knowledge and understanding of the benefits and challenges of improving democratic governance, peace, and rule of law; economic transformation; and ensuring equitable access to and use of quality social services in Guinea-Bissau.

This evaluation report follows the outline provided in the updated UNDP Evaluation Guidelines (2021)³.

1.2. Description of the UNDP Country Programme for Guinea-Bissau

Guinea-Bissau launched its National Development Plan (NDP 2020-2024), that also takes advantage of the opportunities presented by COVID-19-related recovery to push for sustainable and inclusive development. The NDP enumerates six strategic priority areas for national development: (a) consolidate democracy, rule of law and reform/modernisation of public institutions; (b) promote economic reform, growth and employment; (c) develop productive economic sectors and infrastructure; (d) enhance human capital and improvement of living conditions; (e) revitalise foreign policy, promotion of regional integration, and valorisation of the diaspora; and (f) preserve biodiversity, combat climate change, and enhance natural capital.⁴ The six strategic priority areas allow Government agencies, development partners, the private sector, and civil society organisations (CSOs), to implement specific initiatives towards the delivery of the NDP, and the Sustainable Development Goals (SDGs) to which the Government of Guinea-Bissau has committed their integration into national policies and their implementation. For UNDP, the Cooperation Framework (UNSDCF 2022-2026) is the platform through which the NDP is to be supported and delivered.

The Cooperation Framework (UNSDCF 2022-2026) identifies three outcomes from the NDP (2020-2024) to help achieve the national plan goals, namely: (a) improved democratic governance, peace, and rule of law; (b) structural economic transformation driven by enhanced productive capacity, value addition, blue economy and inclusive green growth, capitalising on small island developing States (SIDS) characteristics; and (c) increased and equitable access to and use of quality social services.⁵

³ <https://erc.undp.org/guideline>

⁴ UNDP Country Programme Document for Guinea-Bissau (2022-2026), p.2.

⁵ *Ibid.*, p.2.

The UNDP Country Programme was designed to contribute to the Cooperation Framework outcomes through a package of strategic upstream and downstream interventions, that include: (a) sustaining peace and social cohesion through democratic, inclusive governance and rule of law; (b) leveraging small island developing State (SIDS) characteristics for inclusive green/blue growth, while tackling climate change and conservation diversity; and (c) strengthening health and social protection systems while improving access to quality services.⁶

In supporting and contributing to the strategic upstream and downstream interventions, and leveraging the six signature solutions of UNDP Strategic Plan (2022-2025), the Samoa Pathway, and the 2030 Agenda for Sustainable Development, UNDP is: (a) promoting a coherent development offer that adheres to the principles of leaving no one behind, gender equality, equity, justice, accountability, and transparency, anchored in responsiveness to citizen's needs, social cohesion, and environmental sustainability; (b) building linkages between interrelated development issues; (c) utilising its comparative advantage in applying integrated inter-agency cross-sectoral development approaches; (d) leveraging its global innovation network, including tracking and combating multidimensional poverty; (e) devising innovative ways of problem-solving in the context of #NextGenUNDP; (f) embracing innovations that tackle development and programme implementation challenges; and (g) investing in digital transformation and partner network creation, while building on and upgrading local knowledge. In the planning and implementation, data collection, and evidence and knowledge generation for the strategic upstream and downstream interventions, UNDP will adopt a portfolio systems approach. This approach is expected to position UNDP as a knowledge broker and innovator, using and strengthening its convening capacities and partnership-building in the United Nations country team and beyond.

Guinea-Bissau Common Country Analysis showed that the development challenges facing the country are due primarily to structural weaknesses across the factors that determine the path and the outcome of transformation (governance, human capital, business environment, public policies, social norms, and natural resources).⁷ The theory of change (ToC) underlying the Country Programme is that when a Country Programme, developed jointly with government counterparts, civil society organisations, the private sector and development partners, can adequately respond to the structural weaknesses, it will lead towards the delivery of the NDP and the SDGs, as: (a) full implementation of the Country Programme requires strong political and technical institutions and cross-sectional interventions and innovations; (b) strengthened institutional coordination at the sectoral level lead to shaping the social, political and economic spheres; (c) right legal and policy frameworks lead to a paradigm shift in development planning and expanding state capacities to devise evidence-based development policies geared towards inclusive green growth that integrates risk management, resilience building and sustainable utilisation of natural resources and renewable energy; (d) supportive and enabling business environment that integrates risk management and sustainability into business culture lead to private sector growth; (e) enhanced state capacities lead to delivery of social services, particularly health and social protection, targeting women, youth and the most vulnerable; (f) enabling environment for political dialogue and leadership development lead to citizen engagement; and (g) increased state responsiveness to citizen's needs is promoted. Together, these positive outcomes can reduce political instability, gender inequalities, vulnerable employment, poverty levels, climate pressure, and disease burden. In turn, these outcomes would contribute to economically, socially, and politically empowered population with capabilities for the progress and development of Guinea-Bissau. Finally, as the Country Programme is intended to provide capacity building to relevant government ministries and sectors, CSOs and the Private sector, the built capacities will be used by the partners to monitor the full implementation of the NDP and the SDGs. The assumptions underlying the ToC are that: (a) there will be no political instability leading to frequent changes in government, increased impunity, and human rights violations; (b) there will be stronger capacities of local partners, including government agencies, for the Country Programme implementation; (c) UNDP will assume extended responsibility to pursue the peace building agenda; and (d) there will be no persistence of COVID-19 and other regional epidemics.

UNDP expects to achieve these changes outlined in the ToC by working through the following Cooperation Framework/CP Outcomes and outputs:

Outcome 1: *By 2026, people in Guinea-Bissau enjoy improved democratic governance, peace, and rule of law, and their needs are met.*

Output 1.1. Improved national capacities to ensure democratic governance and respond to all citizens' needs.

Output 1.2. Improved environment, including an independent 'mediascape', for political dialogue and citizen engagement to sustain peace and prevent violent extremism.

Output 1.3. Enhanced access to justice and strengthened capacities for national authorities and CSOs to fight impunity and corruption and ensure the rule of law.

⁶ Recommendations of the independent evaluation of the previous CPD. UNDP CPD for Guinea-Bissau (2022-2026), p.3.

⁷ Guinea-Bissau Common Country Analysis, UNDP, 2021.

Outcome 2: *By 2026, Guinea-Bissau has achieved structural economic transformation driven by enhanced productive capacity, value addition, blue economy and inclusive green growth that leaves no one behind, while capitalizing on small island developing States (SIDS) characteristics and ensuring sustainable use and protection of natural resources.*

Output 2.1. Enhanced national capacities to devise gender-responsive national and sectoral plans that foster resilient, inclusive, and diversified economic growth, poverty reduction and sustainable human development.

Output 2.2. Capacities of private sector to contribute to productivity, growth, innovation, and employment are increased and participation of youth and women in economic activities enhanced.

Output 2.3. Public, private and CSOs actors have enhanced capacities to manage disaster and climate risk in a gender-responsive way.

Output 2.4. Cities/communities are equipped with tools to better value the natural capital and renewable energy potential as part of local sustainable and resilient economic development.

Output 2.5. Strengthened governance of environmental and natural resources.

Outcome 3: *By 2026, the population of Guinea-Bissau, especially the most vulnerable, will have increased and equitable access and use of essential quality social services, including in emergencies.*

Output 3.1. Improved health and social services, including social protection schemes, to respond to citizens' – particularly women and children's needs.

Output 3.2. Enhanced health-seeking behaviors to manage vulnerability and reduce risks.

The key partners involved in the Programme implementation are: (a) **Donors:** European Union; GF; GEF; LDCF; Peace Building Fund; (b) **Government of Guinea-Bissau:** Ministry of Economy, Planning and Regional Integration; Ministry of Foreign Affairs; Ministry of Finance; Ministry of Territorial Administration; Ministry of Health; Ministry of Justice; Ministry of Environment, Biodiversity and Climate Action; Biodiversity Institute; Ministry of Transport, Telecommunications and Digital Economy; Technological Institute for Administrative Modernization, who ensure the realization of the Programme benefits from the perspective of the beneficiaries; (c) **UN Resident Coordinator's Office and Collaborating UN Agencies**, in Guinea-Bissau, who provide guidance regarding the technical and financial feasibility of the Programme, and work with **UNDP Resident Representative's Office** on a consensus basis to make final decisions on CP activities and accountability in accordance with the applicable regulations, policies and procedures; and (d) **Policy-makers and implementation officials at the sectoral level**, who constitute the core functioning body in implementing the Programme in Guinea-Bissau, and are beneficiaries of the Programme's capacity development initiative.

The governing principle dictated by the CPD, which calls for inclusiveness (addressing gender equality, human rights, marginalized groups and leaving no one behind), is the core of the institutional structures of the beneficiary groups and their partners.

The UNDP Country Programme for Guinea-Bissau, which commenced on February 2022 is expected to end by December 31, 2026. The total funding for the Programme period is US\$ 197,394,000 (Core resources – US\$ 20,508,000; Other – US\$ 176,886,000).⁸

1.3. Evaluability Assessment

An evaluability assessment examines the extent to which a programme can be evaluated in a reliable and credible way. The Evaluator reviewed the documents relevant to the Country Programme (NDP, CPD, UNSDCF, Progress Reports, and ToR for the evaluation); and ascertained that the following evaluability criteria were met to enable a reliable and credible Mid-term Evaluation to take place:

- a) There is a defined ToC in the CPD.⁹
- b) The entire CPD is the subject of the Mid-term Evaluation, and the ToR wants to examine whether UNDP and its national partners: (i) addressed the issues of sustainable human development, inclusive economic growth, and equality; (ii) strengthened democratic governance, and improved civic engagement; and (iii) contributed to environmental management and mitigation of the effects of climate change¹⁰, described in the CPD.¹¹

⁸ UNDP Country Programme Document for Guinea-Bissau (2022-2026), p.9.

⁹ Ibid., p.4.

¹⁰ Ibid., p.2.

¹¹ Ibid., pp.4-7.

- c) There is a defined results framework for the CPD.¹² The results framework contains outcome and output statements, and SMART¹³ indicators; and identified national goals from the NDP, and relevant African Union Agenda 2063 objectives and SDGs goals.¹⁴
- d) There is sufficient data for the Mid-term Evaluation in the CPD results framework with baseline data against a set of targets. Progress reports (CPD Indicator Tracking Tool) are well-documented with sufficient data collected from monitoring against a set of targets.
- e) The relevance of the planned Mid-term Evaluation rest on the premise that the Common Country Assessment (CCA) was updated in 2023 to reflect developments in the political context and socioeconomic conditions of the country.¹⁵ The ToC has also been updated as part of the Mid-term Evaluation exercise. The purpose and scope of the evaluation have been clearly defined in the ToR and shared among stakeholders. This includes agreeing on the evaluation criteria and questions of interest with the national partners.¹⁶
- f) The ToR clarifies that the CPD Mid-term Evaluation is a joint initiative by UNDP Country Office in Guinea-Bissau and national and international partners in Guinea-Bissau.¹⁷ Thus, the prevailing political, social and economic factors will not affect the effective implementation and use of the evaluation as envisaged.

¹² UNDP Country Programme Document for Guinea-Bissau (2022-2026), p.9.

¹³ SMART stands for **S**pecific, **M**easurable, **A**chievable, **R**elevant, **T**ime-bound

¹⁴ UNDP Country Programme Document for Guinea-Bissau (2022-2026), p.9.

¹⁵ Approved Terms of Reference for the CPD Midterm Evaluation, July 2024, p.2.

¹⁶ Ibid., p.5.

¹⁷ Ibid., p.2.

2. EVALUATION OBJECTIVES, PURPOSE AND SCOPE

2.1. Evaluation objectives

The **objectives** of the Mid-term Evaluation are to: (a) generate relevant and useful information to provide overarching conclusions on the achievement of the 2022-2026 Country Programme; and (b) identify key development priorities that will inform the focus of the next CPD (2027-2032) and the UNSDCF for Guinea-Bissau, both scheduled to be prepared in 2025.

2.2. Evaluation purpose

The **purpose** of the Mid-term Evaluation is; (a) to allow national counterparts and UNDP to meet their accountability objectives, and (b) capture good practices and lessons learnt, and how UNDP operationalised these throughout the period under investigation.

2.3. Evaluation scope

The **scope** of the Mid-term Evaluation is national in perspective, and covers the period 2022-2024 of the CPD implementation. It assessed the concept and design of the CPD and UNDP's overall intervention, including an assessment of the appropriateness of the Outcomes, planned outputs, and activities, as compared to cost-effective alternatives. The evaluation updated the ToC, considering the increased uncertainty and volatile political landscape that conditions largely UNDP interventions in Guinea-Bissau. It assessed the extent to which adequate monitoring was undertaken throughout the period, and the extent to which the monitoring and evaluation systems were adequate to capture significant developments and inform responsive management. It also assessed the OECD/DAC evaluation criteria and questions outlined in the Terms of Reference (*see Annex 1*), and subsection 2.3.1 below.

2.3.1. Evaluation criteria and questions

Evaluation criteria	Evaluation Questions
<p>1. Relevance (Responsiveness of the intervention's objectives and design to the beneficiaries, global, national needs, policies and priorities)</p>	<p>1.1. To what extent is the CPD aligned with the national development needs and priorities and should adjustment in the CPD implementation be considered to align with the SDGs?</p> <p>1.2. How well does the design of the CPD address the needs of the most vulnerable groups in Guinea-Bissau?</p> <p>1.3. To what extent has UNDP's selected method of delivery appropriate to the development context?</p> <p>1.4. Has UNDP been influential in national debates on democratic governance; enhanced human development and economic transformation and natural resource management? Has it contributed to national priorities?</p> <p>1.5. To what extent are UNDP's engagements a reflection of key strategic considerations, in the development context of Guinea-Bissau in relation to its comparative advantage vis-a-vis other partners?</p> <p>1.6. To what extent have UN reforms influenced the relevance of UNDP support to the Government of Guinea-Bissau.</p>
<p>2. Effectiveness (Extent to which the intervention achieved or is expected to achieve, its objectives and its results, including any differential results across groups)</p>	<p>2.1. Did the UNDP programme accomplish and to what extent is the programme on track to achieve its intended outcomes?</p> <p>2.2. What are the main contributions to development for which UNDP is recognized in the Country?</p> <p>2.3. What are the unexpected outcomes or consequences it yielded? What are their implications?</p> <p>2.4. To what extent has UNDP been effective in supporting local initiatives for SDG fulfilment? Considered in aggregate, are these local initiatives producing nationally significant results?</p> <p>2.5. Has UNDP been effective in advocating best practices and desired goals?</p> <p>2.6. What evidence is there that UNDP support has contributed towards an improvement in a national government capacity, including institutional strengthening?</p> <p>2.7. What contributing factors and impediments enhance or impede UNDP performance?</p> <p>2.8. Considering the technical capacity and institutional arrangements of the UNDP country office, is UNDP well suited to providing support in the areas of democratic governance; enhanced human development and economic structural transformation and natural resource management?</p> <p>2.9. Is UNDP perceived by stakeholders as a strong advocate for improving democratic governance, enhanced human development and economic structural transformation and natural resource management in Guinea-Bissau?</p> <p>2.10. How effective has UNDP been in partnering with development partners, civil society, and the private sector in democratic governance, enhanced human development and economic structural transformation and natural resource management?</p>

	2.11. Has UNDP utilized innovative techniques and best practices in its programming in these areas?
3. Efficiency (Extent to which the intervention delivers or is likely to deliver, results in an economic and timely manner)	3.1. To what extent have the programme or project outputs been efficient and cost-effective?
	3.2. Has there been an economical use of resources? What could be done to ensure more efficient use of resources in the country's context? What are the main administrative constraints/ strengths?
	3.3. Are the monitoring and evaluation systems that UNDP has in place helping to ensure that programmes are managed efficiently and effectively?
	3.4. Has UNDP been efficient in building synergies and leveraging with other programmes and stakeholders in Guinea-Bissau?
4. Sustainability (Extent to which the benefits of the intervention continue or are likely to continue, including analysis of the financial, economic, social, environmental and institutional capacities of the systems to sustain the net benefits over time)	4.1. What is the likelihood that democratic governance; enhanced human development and economic structural transformation and natural resource management , initiatives/programmes which UNDP has supported are sustainable?
	4.2. What mechanisms have been set in place by UNDP to support the government of Guinea-Bissau to sustain improvements and gains in these areas?
	4.3. How should the portfolio of activities be enhanced to support central authorities, local communities, and civil society in improving service delivery over the long term?
	4.4. What changes should be made in the current set of partnerships with national institutions, CSOs, UN Agencies, private sector, and other development partners in Guinea-Bissau, to promote long term sustainability and durability of results?
5. Gender Equality (Extent to which the intervention has contributed to meaningful transformation in systems of oppression and lasting change for women)	5.1. To what extent has gender been addressed in the design, implementation, monitoring, and reporting? Is gender marker data assigned to projects representative of reality (focus should be placed on gender marker 2 and 3 projects)?
	5.2. To what extent has UNDP supported democratic governance; enhanced human development and economic structural transformation and natural resource management initiatives promoted positive changes in gender equality? Are there any unintended effects? Information collected should be checked against data from the UNDP country office' Results-oriented Annual Reports (ROAR) during the period 2022 - 2026.
6. Partnerships	6.1. To what extent did UNDP develop partnerships that advance the identified development results?
	6.2. How effective has UNDP been in partnership with development partners, national government, civil society, and the private sector?

3. EVALUATION APPROACH AND METHODS

3.1. Evaluation Approach

The evaluation was conducted using a **theory-based approach**. (*refer to Annex 3*). The theory-based approach was used to set out a strong focus on pathways of change, and to understand whether the key intervention strategies deployed have enabled and accelerated the achievement of the development results. Thus, the evaluation reviewed the ToC from the CPD design as part of the overall evaluation process to assess adequacy of the design to achieve the development results. The analysis of the effectiveness of the various pathways towards the achievement of the development results in **democratic governance; enhanced human development and economic structural transformation; and natural resource management**, was key to the operationalization of the **theory-based approach**.

3.2. Evaluation Methods

The evaluation methodology was participatory to facilitate learning on what works or does not, to inform improvements in the current Country Programme and in the design and implementation of the next CPD and UNSDCF. The methodology engaged key government stakeholders; Private sector; CSOs; and development partners supporting the CPD. It included involvement of key stakeholders in the evaluation design (inception phase), in the validation of the data collected and emerging results as well as in the formulation and validation of recommendations. Participation of key stakeholders was necessary to promote ownership, facilitate buy-in, ensure accountability, and facilitate reaching utilization-focused recommendations to help guide key development priorities that shall inform the focus of the new CPD period (2027-2032) and UNSDCF for Guinea-Bissau.

The evaluation methodology is aligned with the United Nations Evaluation Norms and Standards, and adhere to the norms and ethical principles set out by the United Nations Evaluation Group (UNEG) (*see Annex 2*), and the updated UNDP Evaluation Guidelines (2021)¹⁸.

The evaluation was conducted both home-based and in-country. It was conducted for 36 working days, spread over a period of four months, between August 8, 2024 and December 8, 2024. (*see Workplan in Annex 8*).

3.2.1. Methods of data collection and data sources

The selection of data collection methods for the CPD evaluation is based on the evaluation questions around the OECD/DAC evaluation criteria of **relevance, effectiveness, efficiency, and sustainability**. Additional evaluation criteria of **gender equality and partnerships**, and their respective questions, were assessed. (*see Annexes 4 & 5*).

The evaluation employed a mixed of methods, involving **Qualitative** and **Quantitative** data collection methods and analysis. The **Qualitative data** collection methods included: **documents review and analysis; preliminary inception meetings; technical group key informant interviews; key informant interviews (KII); and FGD**. The **Quantitative data** collection methods included: **analysis of records/numbers of services and items provided, and products developed**. The methodology was **gender-responsive**,¹⁹ **human rights-focused**, and **disability inclusive**, in the sense that: a) data collection integrate gender considerations (men, women and young people); b) data is disaggregated by sex (male and female), include relevant social categories (vulnerable people, men and women); and c) evaluation stakeholder mapping includes **persons with disabilities**. Additionally, a mixed of methods (**Qualitative** and **Quantitative**) appropriate to evaluating **gender equality**, included using a diverse range of; (a) data **sources** (key informants, FGD, CPD Results Framework, and annual progress reports); (b) data collection **methods** (key informant interviews, FGD, and documents reviews); and (c) obtaining **feedback** on preliminary findings of the evaluation from the **CPD team** (UNDP and Government technical teams), to help clarify and illustrate results from one source and method with the use of another source and method, for consistency of findings and to guarantee inclusion, analytical accuracy and credibility. The phases of data collection, data sources, and the detailed data collection methods are described below.

3.2.1.1. Phase 1: Inception Phase

j) Preliminary meeting with UNDP CO Team in Guinea-Bissau: The Evaluator met with UNDP senior management (**Resident Representative and Deputy Resident Representatives - Programme & Operations**) to familiarize with the CPD, map stakeholders for interviews, capture the client's expectations with regards to the content and scope of the evaluation, and

¹⁸ <https://erc.undp.org/guideline>

¹⁹ <https://www.unwomen.org/en/how-we-work/un-system-coordination/promoting-un-accountability/key-tools-and-resources>

to fine-tune the evaluation design which should specify how data collection and analysis methods integrate gender equality, human rights, and disability inclusion throughout the evaluation process. The preliminary meeting resulted in decisions and agreements on the priority areas and scope of the evaluation that informed the wider stakeholder consultative process. The product of this meeting was a refined methodology and final list of stakeholders for interviews. The data collection guide for the preliminary inception meeting is presented in **Annex 6.1**.

ii) Comprehensive desk review: Documents review was a continuous process and contributed to answering questions under all of the evaluation criteria. Documents reviewed included; CPD (2022-2026), CPD Results and Resources Framework (2022-2026), Annual workplans (2022-2023), and Annual Reports (2022-2026). In addition, the Evaluator reviewed all relevant strategic documents to which the CPD is aligned, including NDP (2020-2024), UNDP Strategic Plan (2023-2027), UNSDCF (2022-2026), and Reports of Progress towards the SDGs. The desk review data collection process was done through content analysis, and focused on records/numbers of services provided, staff trained, systems developed, items provided, beneficiaries impacted so far, and financial records. Data disaggregation by sex and gender was captured where necessary and possible. The data collection guide for the desk review process is presented in **Annex 6.2**, and contributed to answering all of evaluation criteria questions.

3.2.1.2. Phase 2: Primary Data Collection

a) Sample and sampling frame

Participants for interviews were purposively selected, and were derived from both national and subnational stakeholders. Their selection was based on in-depth experience with the Programme, and use was made of the Programme Management Support Unit (PMSU) to help identify the right people for interviews. The sample was as representative as possible, taking into consideration key stakeholders in the Programme to ensure their concerns and experiences were adequately documented; and to ensure validity (or accuracy in measurement), credibility (or reliability of evidence) and interpretation of evaluation results. For key informant interviews, the maximum number of key informants was two per institution/organization. For focus groups, the maximum number was two per organisation.

b) Primary Data Collection methods

i) Technical Group key informant interviews: Technical Group key informant interviews helped to generate feedback from the UNDP CO teams about the performance of the programme, and also generated recommendations to guide the development of the next Country Programme (2027-2032). The Evaluator held meetings with: **Governance Team; Economy Team; Health Team; Social Protection; Environment Team; Head of Gender Unit; Head of Experimental Unit; Head of Acceleration Lab; Communications Unit; and Programme Management Support Unit**. The data collection guide is presented in **Annex 6.3**, and contributed to answering most of the evaluation questions.

ii) Key informant interviews (KII): Key informant interviews helped to generate feedback from implementing partners about the performance of the programme, and also generated recommendations to guide the development of the next Country Programme (2027-2032). The Evaluator interviewed key partners from; **Governance** (Ministry of Justice; Ministry of Transport, Telecommunications and Digital Economy; Ministry of Foreign Affairs; Informatics and Statistical Services; Model Policing Station in Gabu; Centre for Justice in Gabu; CSO leaders); **Economy** (Ministry of Economy, Planning and Regional Integration; Caritas; CIDE; Kau Criar; & APILESTE - Bee Keeping Association in Gabu); **Health** (Ministry of Health-PNLP; BANDIM; Bafata Regional Hospital; Community Health Workers); and **Environment** (Ministry of Environment, Biodiversity and Climate Action; Biodiversity Institute). The Evaluator also held individual meetings with the UN Resident Coordinator (Data Management Officer) and Collaborating UN agency (UNCDF). The data collection guide is presented in **Annex 6.4**, and contributed to answering most of the evaluation questions.

iii) Focus Group Discussions (FGD): FGDs assessed the Programme performance from the perspectives of the final beneficiaries who are closest to, and participate in enjoying the results of the Programme. The Evaluator conducted a total of four focus groups with representatives of beneficiaries of **Governance** (No Firmanta beneficiaries in Gabu); **Economy** (Na No Mon women group beneficiaries, Kau Criar beneficiaries in Bissau), **Health** (Beneficiaries of Global Fund Malaria programme in Bafata); and **Environment** (Small Grant Programme beneficiaries in Bissau -). The data collection guide is presented in **Annex 6.5**.

3.2.2. Data triangulation

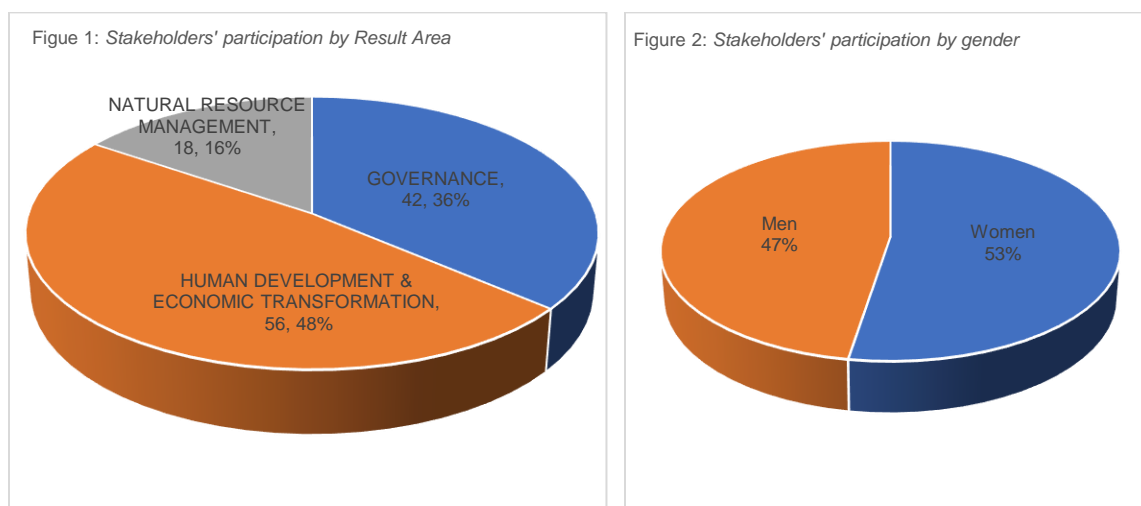
Data triangulation is intended to strengthen the evidence from the findings, conclusions and recommendations arrived at. The Evaluator employed four data triangulation methods: (a) cross reference of different data **sources** (key informants, focus groups, and programme and strategy documents) and data collection **methods** (interviews, discussions, and documents reviews); (b) triangulation through the Evaluator's interrogation of the findings during the report drafting process; (c) triangulation through the UNDP CO team's review and interrogation of the findings, conclusions and recommendations during the preliminary findings debrief; and (d) review by participants through respondents' validation meetings during technical key informant interviews and FGDs. The triangulation efforts ensured validity and credibility of evidence, enhanced the interpretation of evaluation results, and enabled the identification of convergent views about the programme performance.

3.2.3. Data Storage

Evaluation notes are a secondary data storage method and crucial to retain memory of data gathered. Both desk review and interview notes were recorded in note books or on the interview data collection forms, and also typed in appropriate evaluation criteria and questions matrices to avoid loss. These notes included: Notes made during the interviews; Notes made during programme and strategy documents reviews; Notes made during data analysis; and Communications between the Evaluator and PMSU.

3.3. Stakeholders' participation

The stakeholders who participated in the data collection exercise included: Government entities (policy-makers and implementation officials at the ministry and sectoral levels); Private Sector; CSOs; beneficiary groups (women and men); and international partners (UNDP, UN Resident Coordinator's Office, Collaborating UN Agencies & Donors). One hundred Sixteen people (55 male & 61 female) participated in the interviews. The breakdown of stakeholders by Result Area and gender is presented in **Figures 1 and 2**, and by organisation/institution is presented in **Annex 7**.



3.4. Evaluation Management

Principally, the Evaluator reported to the UNDP Resident Representative in Guinea-Bissau with delegated authority to the Head of the PMSU as the main UNDP Focal Point for the evaluation.

The PMSU team served as the focal point for providing both substantive and logistical support to the Evaluator. They made refinements to the work plan of the Evaluator (i.e. key interview partners; organize meetings; facilitate in-country field data collection missions); and support with travel visa arrangement.

The Terms of Reference and the approved Inception Report for the Mid-term Evaluation formed the basis upon which the quality of the evaluation is assessed.

3.5. Ethical considerations

The documents submitted to UNDP for ethical review included; the technical and financial proposals, inception report with related data collection instruments (KII and FGD interview guides), and the Terms of Reference.

The Evaluator ensured full compliance with all required UNEG and UNDP ethical guidelines, including but not limited to UNEG Ethical Guidelines for Evaluation (2020)²⁰; and the Pledge of Ethical Conduct in Evaluation in the UN System. Ethical considerations were assessed and documented, and clearance sought from UNDP before data collection commenced.

All key informants and FGD participants were offered the possibility of confidentiality for all methods used. Dissemination or exposure of results and any interim products followed the rules agreed upon in the contract, including protecting the confidentiality of key informants and FGD participants by not attributing findings by name within all the evaluation reports.

3.6. Major limitations of the methodology

- a) Despite the fragile political context in Guinea-Bissau, the Evaluator was able to apply all the data collection methods (Consultations, Key Informant Interviews, & Focus Group Discussions) approved in the Inception Report. The Evaluator was also able to travel to programme field sites to conduct interviews and observe programme activities. It can be concluded that the evaluation exercise went smoothly.

3.7. Background information on the Evaluator

Dr. Patrick Orotin holds a Doctorate Degree in Management. He has a background and over 15 years of experience in evaluations of: UN Country Programmes; Organizational Development; Economic Reform; Development Policy & Finance; Institutional Support to Statistics; Climate Change and Renewable Energy; Humanitarian Response; Health System Strengthening; Gender-Based Violence; and Youth and Adolescents programmes and projects, in Central Asia, Africa, and Arab States. He is well versed with the UN programming and operations, having served as Monitoring and Evaluation (M&E) Specialist of the UN Joint Programme on Population, and Co-Chair of the Joint UN M&E team in Uganda. In international evaluation standards, Patrick is familiar with the OECD/DAC criteria and guidelines and evaluation quality standards, UNDP Evaluation Guidelines and Policies, UNEG Guidelines and approaches for evaluation, as well as GEF Guidelines for Midterm and Final Evaluations, having managed over ten evaluations for the United Nations (including as Evaluation Team Leader and Evaluation Manager for programmes and projects, singly and jointly implemented by UNDP, UNICEF, UNFPA, FAO, WHO, UN-Habitat and ILO), and over seven other evaluations of USAID, SIDA, UK Aid-funded projects. He is fluent in English and fair in French.

²⁰ UNEG, Pledge of Ethical Conduct in Evaluation, Access at: <http://www.uneva.org/document/detail/2866> .

4. DATA ANALYSIS

Collected data were grouped by the Evaluator into assessment areas of **relevance, effectiveness, efficiency, sustainability, partnership**, and cross-cutting issue of **gender equality**. The data analysis methods are described below, and allocated against relevant evaluation questions in the Evaluation Matrix in **Annex 5**.

a) Presentation of feedback from fieldwork and preliminary findings: After the field data collection and before drafting the report, the Evaluator, with the support of the PMSU, organised a physical meeting with the UNDP CO Team, to present feedback from the fieldwork, and preliminary results and conclusions. The purpose of this meeting was to flag out data gaps that might require further data collection.

b) Integrated analysis: In line with the ToR and results-based management (RBM) approach applied by UNDP, the Evaluator focused on identifying and analysing results through addressing key questions related to the evaluation criteria and the achievement of the outputs and outcomes using the ToC and indicators in the Results Framework. The Evaluator's analysis of findings and conclusions was informed by multiple data sources, including desk review, and secondary and primary data. Qualitative KII and FGD notes were reduced through content analysis, to explore all relevant and common themes addressing key questions related to the evaluation criteria. The triangulation of multiple data sources was intended to enhance the validity and reliability of data and information.

c) Assessing cross-cutting issues: In line with the UNDP's mainstreaming strategy, and UNEG Handbook on "*Integrating Human Rights and Gender Equality in Evaluation – Towards UNEG Guidance*"²¹; the Evaluator examined the level of gender mainstreaming across the programme outputs and operations, and disability inclusion and human rights, applying the **Leave No One Behind (LNOB)** and **Gender Results Effectiveness Scale (GRES)** data analysis methods.

- i) **Leave No One Behind (LNOB) analysis:**²² In line with the LNOB, the key principle of the 2030 Agenda for Sustainable Development, the Evaluator analysed the contribution of the programme to gender equality, and disability inclusion and human rights, throughout the programme processes and results. The analysis involved data disaggregation by gender (men and women), sex (male and female), and social inclusion (PWDs, LGBTQ). To strengthen the analysis, descriptions of what strategies, approaches and contextual factors have influenced the LNOB results and how, were considered.
- ii) **Gender Results Effectiveness Scale (GRES):**²³ For gender equality, the Evaluator analysed data by gender (men and women) and sex (male and female), to assess the extent to which gender equality was integrated into the programme processes and results. The GRES analysis was used to capture variation in the type of gender results across the programme outputs and operations, using the five categories and the four Gender Equality Marker (**GEM**) results below.

Category / Gender Results	Gender Equality Marker (GEM)	Definition
Gender Negative	0	Results had a negative outcome that aggravated or reinforced gender inequalities and limiting norms.
Gender Blind		Results gave no attention to gender, and failed to acknowledge the different needs of men, women, girls, and boys, and other marginalized populations.
Gender Targeted	1	Results focused on the number of women, men, or marginalized populations that were targeted (e.g. 50/50 representation).
Gender Responsive	2	Results addressed the differential needs of men, women, or marginalized populations and focused on the equitable distribution of benefits, resources, status, rights, etc., but did not address root causes of inequalities.
Gender Transformative	3	Results contributed to changes in norms, cultural values, power structures, and the roots of gender inequalities and discrimination.

d) Performance rating under each evaluation criterion question: To assess the performance of the Programme under each of the evaluation criterion and question described in the Evaluation Matrix; notes from desk review, KII, and FGDs were

²¹ <http://www.unevaluation.org/document/detail/1616>

²² <https://erc.undp.org/methods-center/methods/assessing-crossing-cutting-themes/assessing-leaving-no-one-behind>

²³ <https://erc.undp.org/methods-center/methods/assessing-crossing-cutting-themes/assessing-gender-equality>

analysed through content analysis and results aggregated. Conclusions on the level of achievement under each evaluation criterion and question was made using the following **rating**,²⁴ based on the Evaluator’s professional judgment:

- **Achieved:** broadly with few exceptions
- **Moderately achieved:** a combination of strengths and weaknesses
- **Partially achieved:** a lot of weaknesses and gaps
- **Not achieved:** no strength evident

e) Performance rating of the programme outputs: Performance rating was used to show the achievement of the programme outputs at the output indicator levels. The achievement of the programme outputs was rated using the three rating scales below.

Rating Scale ²⁵	Definition
>85%	Indicates that progress towards achievement of the output is as foreseen and impediments and risks will not significantly affect progress.
65-85%	Indicates that progress towards achievement of the output is in jeopardy and action should be taken to overcome delays, impediments, and risks.
<65%	Indicates that progress towards achievement of the output is in serious jeopardy due to impediments or risks that are expected to significantly alter progress.

f) Partnership arrangement: The Evaluator systematized the collected data on partnership arrangements between UNDP and Government, Collaborating UN Agencies, Private sector and CSOs; and the effectiveness of the partnership arrangements on the achievement of the Programme outputs and expressed need for cooperation. Ultimately, this analysis helped in reaching conclusions on the effectiveness and efficiency of the partnership arrangements and recommendations on how to increase the effectiveness of the partnership and cooperation in the next CPD period (2027-2032) between UNDP and the Government of Guinea-Bissau.

²⁴ Adapted from the Final Evaluation of “Strengthening the long-term resilience of Subnational authorities in countries affected by the Syrian and Iraq crisis”. <https://erc.undp.org/evaluation/evaluations/detail/13097>

²⁵ Adapted from the Mid-term Evaluation of FAO Country Programme in Uganda.

5. FINDINGS

This section of the report presents the findings and analysis from responses to each of the evaluation question, organized to reflect the programme's **relevance, effectiveness, efficiency, sustainability, partnership**; and cross-cutting issue of **gender equality**, listed in the ToR. Responses to each evaluation question under each criterion were analysed and rated using the following rating to measure the level of achievement under that question. The rating of achievement was based on the Evaluator's professional judgment as described earlier under the **Data analysis** section of this evaluation report.

- **Achieved:** broadly with few exceptions
- **Moderately achieved:** a combination of strengths and weaknesses
- **Partially achieved:** a lot of weaknesses and gaps
- **Not achieved:** no strength evident

5.1. Relevance

The programme **relevance** was assessed by analysing: (i) the extent to which the CPD aligned with the national development needs and priorities and whether adjustment in the CPD implementation was considered to align with the SDGs; (ii) how well the design of the CPD addressed the needs of the most vulnerable groups in Guinea-Bissau; (iii) extent to which the UNDP's selected method of delivery was appropriate to the development context; (iv) to what extent UNDP has been influential in national debates on democratic governance, enhanced human development and economic transformation and natural resource management, and whether this has contributed to national priorities; (v) to what extent UNDP's engagements is a reflection of key strategic considerations, in the development context of Guinea-Bissau in relation to its comparative advantage vis-a-vis other partners, and (vi) to what extent UN reforms influenced the relevance of UNDP support to the Government of Guinea-Bissau.

5.1.1. *Extent to which the CPD aligned with the national development needs and priorities and whether adjustment in the CPD implementation was considered to align with the SDGs*

Achieved: *The evaluation concludes that the CPD is highly relevant and aligns with the national development priorities of Guinea-Bissau, UNDP Strategic Plan, and the relevant SDGs.*

As described in the common country assessment (CCA), the programme addressed weak governance, political instability, institutional weaknesses, corruption, climate pressure, weak legal frameworks, fragile health system, and lack of economic diversification, through short and long-term efforts for better governance, enhanced human development and economic structural transformation and natural resource management in Guinea-Bissau. The programme also facilitated shorter and more immediate results, described in its outputs²⁶, that would help Guinea-Bissau improve her population's standard of living.²⁷

Moreover, the CPD is based on the three outcomes of the UNSDCF for Guinea-Bissau (2022-2026): **Outcome 1:** *By 2026, people in Guinea-Bissau enjoy improved democratic governance, peace, and rule of law, and their needs are met;*²⁸ **Outcome 2:** *By 2026, Guinea-Bissau has achieved structural economic transformation driven by enhanced productive capacity, value addition, blue economy and inclusive green growth that leaves no one behind, while capitalizing on small island developing States (SIDS) characteristics and ensuring sustainable use and protection of natural resources*²⁹; and **Outcome 3:** *By 2026, the population of Guinea-Bissau, especially the most vulnerable, will have increased and equitable access and use of essential quality social services, including in emergencies.*³⁰

By aligning the CPD outcomes to the three outcomes of the UNSDCF, UNDP aimed at building synergies and leveraging the comparative advantage of other UN agencies and stakeholders for the CPD implementation. The alignment also aimed at advancing UNDP's partnership by galvanizing collective efforts of the UN system in Guinea-Bissau to advance democratic governance, enhance human development and economic structural transformation and natural resource management, in Guinea-Bissau.

The CPD is also aligned with the Guinea-Bissau National Development Plan (NDP 2020-2024) **Objective 1.** *Consolidate the democratic rule of law, reform and modernize public institutions;* **Objective 2.** *Reform the economy and promote growth and*

²⁶ UNDP Country Programme Document for Guinea-Bissau (2022-2026), p.9.

²⁷ Ibid., p.2.

²⁸ Ibid., p.9.

²⁹ Ibid., p.11.

³⁰ Ibid., p.14.

employment; **Objective 3.** *Develop productive sectors of the economy and infrastructure;* **Objective 4.** *Enhance human capital and improve living conditions of populations;* and **Objective 6.** *Preserve biodiversity, combat climate change, and enhance natural capital.*³¹

Among the national priority needs, the CPD focused on attending to three priority areas: (a) Sustaining peace and social cohesion through transformational, democratic, and inclusive governance and rule of law; (b) Leveraging small island developing State characteristics for inclusive green/blue growth and sustainable development; and (c) Strengthening health and social protection systems and improving access to quality services. These are three key areas that appealed to the life of vulnerable populations and the Government of Guinea-Bissau. These are also the strategic priorities of UNDP globally, as described in its **Strategic Plan (2022-2025) Outcome 1: Structural transformation accelerated, particularly green, inclusive, and digital transitions;**³² and **Outcome 2: No one left behind, centering on equitable access to opportunities and a rights-based approach to human agency and human development.**³³

As interviews with key informants at UNDP Country Office in Guinea-Bissau revealed, the CPD also reflects the strategic priorities of Collaborating UN agencies, such as UNICEF on social protection and health system strengthening, and the United Nations Capital Development Fund (UNCDF) on financial inclusion, who are committed to support further the (a) sustenance of peace and social cohesion through transformational, democratic, and inclusive governance and rule of law; (b) leveraging of small island developing State characteristics for inclusive green/blue growth and sustainable development; and (c) strengthening of health and social protection systems and improving access to quality services.

By complementing and integrating into the other UN agency-funded actions in Guinea-Bissau, UNDP through the CPD, aimed at strengthening and scaling up its response to the development needs of Guinea-Bissau through a multi-partner and multi-year action for greater effectiveness, accountability and consistency with its “fort polio” programme delivery approach.

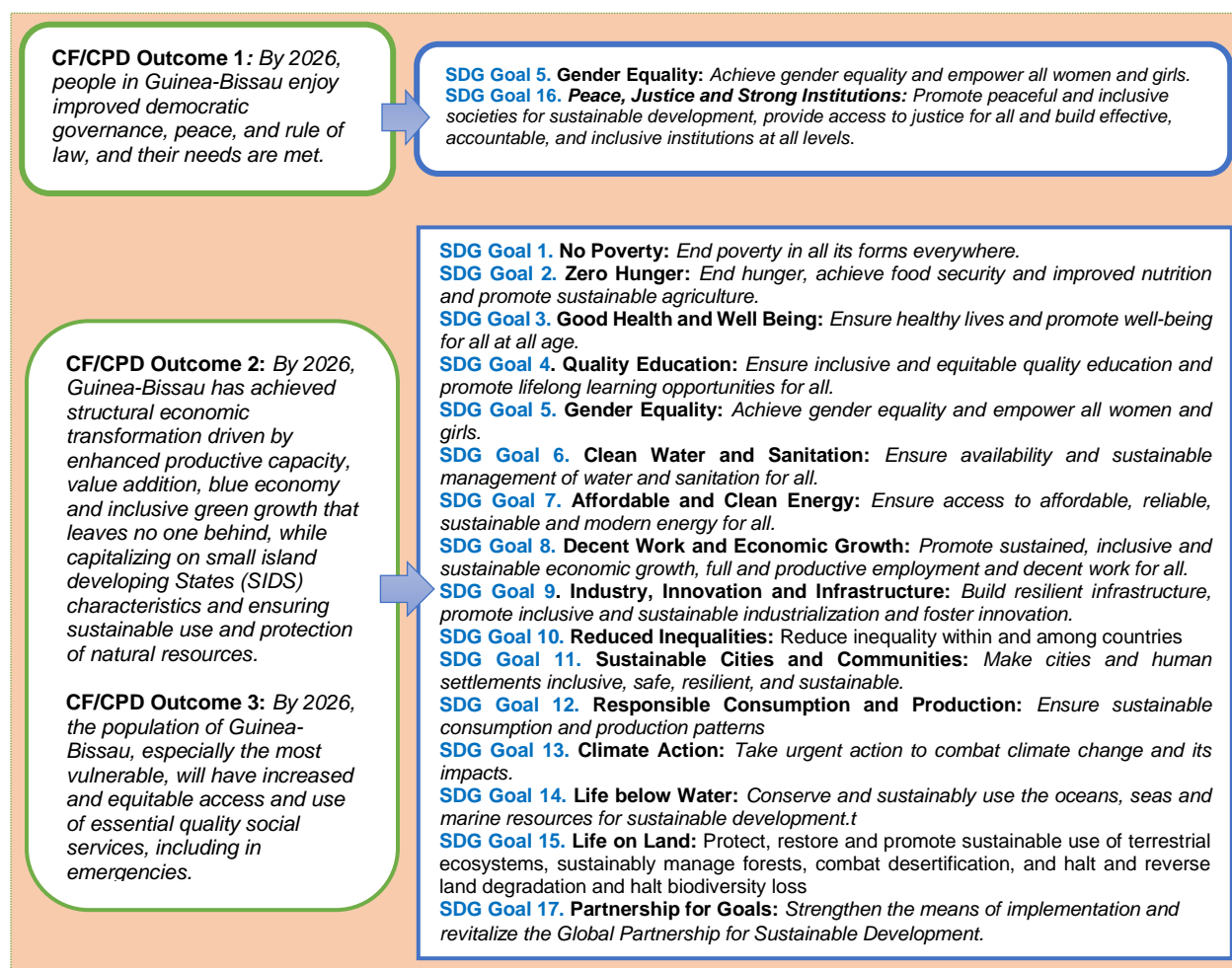
At the global level, as the Sustainable Development Report for Guinea-Bissau (2023) revealed, the CPD outcomes contribute to all the 17 SDGs. **Goal 1. No Poverty:** *End poverty in all its forms everywhere;* **Goal 2. Zero Hunger:** *End hunger, achieve food security and improved nutrition and promote sustainable agriculture;* **Goal 3. Good Health and Well Being:** *Ensure healthy lives and promote well-being for all at all age;* **Goal 4. Quality Education:** *Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all;* **Goal 5. Gender Equality:** *Achieve gender equality and empower all women and girls;* **Goal 6. Clean Water and Sanitation:** *Ensure availability and sustainable management of water and sanitation for all;* **Goal 7. Affordable and Clean Energy:** *Ensure access to affordable, reliable, sustainable and modern energy for all;* **Goal 8. Decent Work and Economic Growth:** *Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all;* **Goal 9. Industry, Innovation and Infrastructure:** *Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation;* **Goal 10. Reduced Inequalities:** *Reduce inequality within and among countries;* **Goal 11. Sustainable Cities and Communities:** *Make cities and human settlements inclusive, safe, resilient, and sustainable;* **Goal 12. Responsible Consumption and Production:** *Ensure sustainable consumption and production patterns;* **Goal 13. Climate Action:** *Take urgent action to combat climate change and its impacts;* **Goal 14. Life below Water:** *Conserve and sustainably use the oceans, seas and marine resources for sustainable development;* **Goal 15. Life on Land:** *Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss;* **Goal 16. Peace, Justice and Strong Institutions:** *Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable, and inclusive institutions at all levels;* and **Goal 17. Partnership for Goals:** *Strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development.* Figure 3 illustrates how the CPD contributes to the 2030 Agenda for Sustainable Development (SDG) by reflecting the link between the CPD outcomes and the SDGs.

³¹ UNDP Country Programme Document for Guinea-Bissau (2022-2026), p.9.

³² Ibid., p.9.

³³ Ibid., pp.11 & 14

Figure 3: Contribution of the CPD to the SDGs



5.1.2. How well the design of the CPD addressed the needs of the most vulnerable groups in Guinea-Bissau

Achieved: The evaluation concludes that the type of actions planned for delivery of the CPD were relevant, and were in congruent with the needs of the most vulnerable populations in Guinea-Bissau.

The CPD is an overall strategy of the UNDP to address development needs of the Government of Guinea-Bissau. Its design demonstrated UNDP’s commitment to engage with and reach the most vulnerable groups of people in Guinea-Bissau. This is evident in its multidimensional development approach that includes the most vulnerable groups to enhance democratic governance and sustain peace by seeking, empowering and interconnecting change agents (women and youth) through the UNDP’s flagship initiative, the Leadership Academy.³⁴ The Academy has been designed to operate within institutions and society, and targets vulnerable women, youth, and individuals at risk of being marginalised, who can transform decision-making processes through political and social organisation and informal participation.³⁵ The participation of the most vulnerable groups in national development, has helped to reduce conflict and to prevent violence. This grassroots participation of the most vulnerable groups has also begun to bring the State closer to its citizens and enable consensus-building and civic engagement, especially of women and youth. It has opened a path towards sustaining peace and social cohesion through transformational, democratic, and inclusive governance and rule of law. Drawing and building on local knowledge and skills of vulnerable women and youth in peace building, created a level of recognition that local capacities do exist for resolving conflict and preventing violence. This is demonstrated in the CPD design that includes a plan to enhance women’s participation in public affairs while addressing the root causes of gender-based violence, exclusion, marginalisation, and violence.³⁶ By using the ‘Leadership

³⁴ UNDP Country Programme Document for Guinea-Bissau (2022-2026), p.4.

³⁵ Ibid., p.4.

³⁶ Ibid., p.4.

Academy' approach, and including vulnerable women and youth, and local knowledge in sustaining peace and social cohesion, the CPD demonstrated inclusiveness and 'exit strategy', meant to foster social, political and institutional sustainability for continued peace building and prevention of potential conflict in Guinea-Bissau. The CPD is, therefore, a broad plan that recognised the need to foster and sustain peace and social cohesion by being inclusive, as expressed in the **CPD Outcome 1: By 2026, people in Guinea-Bissau enjoy improved democratic governance, peace, and rule of law, and their needs are met.**³⁷

Guinea-Bissau has not yet fully leveraged the small island developing State characteristics for inclusive green/blue growth and sustainable development.³⁸ The CPD has committed to building capacity of institutions of Government to device evidence-based national policies geared towards fostering inclusive and diversified green growth, sustainable human development, and better targeting of vulnerable and marginalised groups³⁹. In the CPD, UNDP planned to partner with UN partners (like UNICEF and UNCDF) to combine their technical and operational capacities with UNDP operational and policy delivery capacities and global expertise in addressing multidimensional poverty in Guinea-Bissau. In taking the evidence-based policy-making approach, the CPD included actions that strengthen planning capacities of government counterparts, leading to coherent plans and expenditure frameworks that are contributing to fighting corruption in Guinea-Bissau. Moreover, by including the private sector as active stakeholders in the CPD design and implementation, and designing interventions that leverage cultural and natural diversity, developing sustainable economic ecosystems, boosting quality, and using marketing and branding to target high-end markets, the CPD demonstrated determination to grow local economies to generate employment opportunities including for the most vulnerable population in Guinea-Bissau.⁴⁰ The intention to reach the most vulnerable population is summarised in the **CPD Outcome 2: By 2026, Guinea-Bissau has achieved structural economic transformation driven by enhanced productive capacity, value addition, blue economy and inclusive green growth that leaves no one behind, while capitalizing on small island developing States (SIDS) characteristics and ensuring sustainable use and protection of natural resources.**⁴¹

The CPD design also demonstrated UNDP's commitment to increasing equitable access and use of essential social services, including for the most vulnerable persons and for those in emergencies.⁴² Further, the CPD delivery methods, targeting the most vulnerable groups of people in the society, demonstrated its sensitivity to "Reach the Furthest Behind First"⁴³ with social services, as expressed in the **CPD Outcome 3: By 2026, the population of Guinea-Bissau, especially the most vulnerable, will have increased and equitable access and use of essential quality social services, including in emergencies.**⁴⁴ Accordingly, the programme actions were tailored both to the 'rights holders' (beneficiaries: women, youth, and PWDs) and 'duty bearers' (implementers: Govt, CSOs, private sector, international partners). They included strengthening the health and social protection systems, including developing Social Protection Policy for Guinea-Bissau, to enable duty bearers provide services to rights holders, and improving access to quality services for the rights holders.

5.1.3. Extent to which the UNDP's selected method of delivery was appropriate to the development context

Achieved: *The evaluation concludes that the UNDP-adopted 'portfolio systems' or 'diversified' approach to programme delivery through a package of strategic upstream and downstream interventions, was appropriate to the local context of Guinea-Bissau, and enhanced programme reach and results.*

The development challenge in Guinea-Bissau is diverse. Economic growth continues to lack diversification and suffer from informality.⁴⁵ In addition, climate pressure and weak governance, political instability, institutional weaknesses, and corruption hamper the efforts to address these challenges. Moreover, legal framework gaps deepen this trend.⁴⁶

UNDP has a global expertise in addressing multidimensional development challenge, and it has committed to addressing these challenges in Guinea-Bissau, in the short and long-term. As desk review and key informants revealed, UNDP adopted a 'portfolio systems' or 'diversified' approach to programme planning and implementation, data collection, and evidence and knowledge generation. This approach entailed delivery of the CPD through a package of strategic upstream and downstream interventions, that contribute to; (a) sustaining peace and social cohesion through transformational, democratic, and inclusive

³⁷ UNDP Country Programme Document for Guinea-Bissau (2022-2026), p.9.

³⁸ Ibid., p.5.

³⁹ Ibid., p.5.

⁴⁰ CPD Annual Monitoring Tracking Tool

⁴¹ UNDP Country Programme Document for Guinea-Bissau (2022-2026), p.11.

⁴² Ibid., pp. 4 & 5.

⁴³ <https://www.un.org/sustainable>

⁴⁴ UNDP Country Programme Document for Guinea-Bissau (2022-2026), p.5.

⁴⁵ Ibid., p.2.

⁴⁶ Ibid., p.2.

governance and rule of law; (b) leveraging of small island developing State characteristics for inclusive green/blue growth and sustainable development; and (c) strengthening of health and social protection systems and improving access to quality services.⁴⁷

The UNDP's 'portfolio' or 'diversified' mode of programme delivery is well positioned to support and contribute to addressing the multidimensional development challenges in Guinea-Bissau, considering the uncertainty and volatile political landscape that largely conditions UNDP interventions in Guinea-Bissau. As desk review and key informants revealed, the mode of programme delivery has positioned UNDP as a knowledge broker, thought leader, and innovator, using and strengthening its convening capacities and partnership-building role in the United Nations country team (UNCT) in Guinea-Bissau and beyond.⁴⁸ Compared to UNDP, many UN partners have retained upstream approach to Programme implementation.⁴⁹

Moreover, desk review and key informants revealed that UNDP is a trusted government partner with comparative advantages that complement the United Nations development efforts in Guinea-Bissau. It has a strong value proposition in governance and the rule of law, promoting inclusive governance, sustaining peace, establishing meaningful political dialogue, empowering and engaging agents of change networks, and has supported political system reforms to create an environment conducive to long-term stability and sustainable development of Guinea-Bissau. The gains made in this area, have, however, been affected by the dissolution of Parliament in December 2023.

That UNDP 'portfolio' or 'diversified' mode of programme delivery and comparative advantages are contributing to sustainable development, is demonstrated in inclusive green/blue growth, stronger health and social protection systems, and relatively stable political environment in Guinea-Bissau.⁵⁰

5.1.4. Extent to which UNDP has been influential in national debates, and whether this has contributed to the national priorities of democratic governance, enhanced human development and economic transformation, and natural resource management in Guinea-Bissau

Achieved: *The evaluation concludes that UNDP has been influential in national debates, and this has contributed to the national priorities of democratic governance, enhanced human development and economic transformation, and natural resource management in Guinea-Bissau.*

5.1.4.1. Contribution of UNDP's engagement in national debates to democratic governance

In democratic governance, UNDP used the 'portfolio' or 'diversified' approach to engage in debates with a broad range of national and international partners, including sectoral ministries, the National People's Assembly, electoral management bodies, the Media Consortium for Social Communication, and the CSOs Consultation Space, to support a continuous national and inter-party dialogue on political reforms, including revision of the National Constitution and promoting inclusive, fair and transparent political processes. However, the revision of the National Constitution and promotion of inclusive, fair and transparent political processes, have all been halted when Parliament was dissolved in December 2023.⁵¹

UNDP's influence in national debates on democratic governance, is found to be inclusive and involved enhancing democratic governance and sustaining peace by seeking, empowering and interconnecting change agents through the UNDP's flagship initiative, the Leadership Academy.⁵² As described earlier under **subsection 5.1.3**, the Academy has been designed to operate within institutions and society. In this way, it has influenced, and is transforming governance decision-making processes through political and social organisation and informal participation.⁵³

The participation of the most vulnerable groups in national debates, has helped to reduce tension, conflict and to prevent violence in the community. Further, as described earlier under **subsection 5.1.3**, the participation of the most vulnerable groups (women and youth) in national debates has also begun to bring the State closer to its citizens and enable consensus-building and civic engagement, especially of women and youth. It is opening a path towards sustaining peace and social cohesion through inclusive governance and rule of law.

⁴⁷ UNDP Country Programme Document for Guinea-Bissau (2022-2026), p.2.

⁴⁸ Ibid., p.3.

⁴⁹ Key informant

⁵⁰ CPD Indicator Monitoring Tracking Tool

⁵¹ Key informant

⁵² UNDP Country Programme Document for Guinea-Bissau (2022-2026), p.4.

⁵³ Key informant

Moreover, UNDP worked with the National People's Assembly Good Offices group and mediator networks to support peacebuilding initiatives and inclusive political processes. The influence of this engagement is slowly growing as there is slightly strong independent 'mediascape' that brings public concerns and voices into the open, encourages ongoing citizens' checks and assessments of public policies, promotes media independence, fights 'information pollution', and reduces hate speech. As the Sustainable Development Report (**SDG 16: Peace, Justice and Strong Institutions**) for Guinea-Bissau reveals, press freedom still faces major challenges, evidenced from the Press Freedom Index,⁵⁴ which is stagnating or increasing at a slow pace (55.95 in 2024 compared to 58.79 in 2022).⁵⁵

In supporting participative judicial and security sector reforms, and facilitation of community members' engagement, capacity building, digitalisation, and transfer of technology and technical expertise to the judicial, security, and police; UNDP helped to strengthen the rule of law, thus, contributing to improved safety and stability, that is enhancing people's trust in public institutions, and creation of an enabling environment for national and foreign investments.⁵⁶ To enable the resulting dividends to reach across the population divide, UNDP has worked with national partners (judicial, security, and police) to bridge the intersection between traditional and formal institutions to drive the trust in both communities and public services, encompassing access to justice and service provision.⁵⁷ However, the Sustainable Development Report (**SDG 16: Peace, Justice and Strong Institutions**) for Guinea-Bissau show that the Government's will to fight corruption is still low, as revealed by the Corruption Perception Index,⁵⁸ which is stagnating or increasing (22.00 in 2023 compared to 21.00 in 2021);⁵⁹ and corruption can erode any efforts to achieve peace, justice and strong Institutions.

UNDP is also engaged with civil society organisations and institutions and, strengthened national human rights institutions in Guinea-Bissau in line with the Paris Principles.⁶⁰ These engagements have improved women's participation in the civic space at the sub-national and local levels. At the policy level, as revealed in the Sustainable Development Report (**SDG 5: Gender Equality**) for Guinea-Bissau, the number of seats held by women in the national parliament is decreasing (11% in 2023 compared to 13.7% in 2022).⁶¹ However, the number of political leadership positions held by women in the current Government's Council of Ministers is 8 out of 16 ministers (50%). Guinea-Bissau, is thus, following the footsteps of Rwanda with 52 percent women in political leadership positions, and Ethiopia with 47.6 percent women in political leadership positions.⁶² The mixed trend in women's participation in the policy-making institutions remains difficult to explain. But, as remarked by some women key informants, one reason is that women are still restricted by the traditional roles they have been playing for long, and this cultural barrier is an issue for UNDP's further intervention during national debates on civic participation. Similarly, the level of access to justice for victims of gender-based violence, including sexual violence, and harmful practices, which UNDP has tried to address by ensuring access to justice for women and girls, youth and vulnerable groups; and providing land owners with justice on land reform, is increasing but at a slow pace.⁶³ As described earlier under **subsection 5.1.3**, weak governance institutions continue to have a negative impact on access to justice.

5.1.4.2. Contribution of UNDP's engagement in national debates to human development and economic transformation

UNDP's influence in national debates in regards to enhancing human development and economic transformation is demonstrated in the adoption of the evidence-based policy-making approach, geared towards fostering inclusive and diversified green growth, sustainable human development, and better targeting of vulnerable and marginalised groups. As desk review and key informants revealed, the results of this debate are demonstrated in the actions that have strengthened capacities of government counterparts to plan, leading to coherent plans and expenditure frameworks that are intended to contribute to economic transformation in Guinea-Bissau.⁶⁴

The private sector provides about 90 percent of female employment in Guinea-Bissau.⁶⁵ However, most of these employments are vulnerable employment, and UNDP has targeted vulnerable women, as they are least likely to have formal work

⁵⁴ Press Freedom Index is measured at the scale of: 0=worst press freedom to 100=best press freedom in the country.

⁵⁵ <https://dashboards.sdgindex.org/profiles/guinea-bissau/indicators>

⁵⁶ Ibid., p.5

⁵⁷ Key informants

⁵⁸ Corruption Perception Index is measured at the scale of: 0= worst perception of corruption to 100=best perception of corruption in the country.

⁵⁹ <https://dashboards.sdgindex.org/profiles/guinea-bissau/indicators>

⁶⁰ The Paris Principles (standards for human rights institutions) established in October 1991, includes 5 principles: (a) nations to develop their development strategy (national ownership); (b) donors and organisations to bring their support including strategies and use local systems to deliver that support (alignment); (c) donor countries to notify procedures and share information to avoid duplication (harmonisation); (d) developing countries and donors to focus on promoting measuring results (managing for results); and (e) donors and developing countries are accountable for development results (mutual accountability). Source: <https://www.asiapacificforum.net>.

⁶¹ <https://dashboards.sdgindex.org/profiles/guinea-bissau/indicators>

⁶² iknowpolitics.org

⁶³ Ibid

⁶⁴ Key informant

⁶⁵ UNDP Country Programme Document for Guinea-Bissau (2022-2026), p.6.

arrangement, social protection, and safety nets to guard against economic shocks; thus, are more likely to fall into poverty. Subsequently, UNDP has leveraged the participation of youth and economically active women through capacity building, enhancing their participation in decision-making processes, at the same time addressing underlying causes of gender divide, gaps in economic participation and other discriminatory social norms.⁶⁶ However, the effectiveness of these actions is yet to improve, as the Sustainable Development Report (**SDG 5: Gender Equality**) for Guinea-Bissau revealed that female labour force participation in Guinea-Bissau has remained roughly the same (48.9% in 2023 compared to 48.4% in 2020). Vulnerable employment has also remained roughly the same (77.5% in 2023 compared to 77% in 2020).⁶⁷ But, Guinea-Bissau is on track in narrowing the ratio of female-to-male labour force participation (77.03% in 2023 compared to 76.95% in 2020).⁶⁸ Compared with female-to-male labour force participation in Sub-Saharan Africa, the gap between men and women is lower in Guinea-Bissau,⁶⁹ signifying Guinea-Bissau's commitment to not only bringing a shift towards dual-income households and elevating household income, but also facilitating increased consumption rates and wealth accumulation.

Moreover, UNDP planned to invest in digital transformation and partner network creation, in particular, in the partnership with the private sector, while addressing gender digital divide, knowledge and technology transfer, and digitisation downstream.⁷⁰ Studies show that digital economy is considered the main driver of economic growth, and digital economy based on ICT helps to increase capital and labour productivity and to obtain goods and services at lower prices.⁷¹ Thus, UNDP's interventions in digital transformation are a package to accelerate the 2030 Agenda for Sustainable Development (**SDG 9: Industry, Innovation and Infrastructure**). While current data on digitalisation in Guinea-Bissau is hard to come by, the most recent available data from the Sustainable Development Report (**SDG 9: Industry, Innovation and Infrastructure**) for Guinea-Bissau revealed that the population using the internet is moderately improving, but insufficient to attain the national goal for digitisation (31.5% in 2022 compared to 28.54% in 2021).⁷² Mobile broad band subscriptions have, however, registered progress, with 62.5 percent of the population subscribed to the mobile broad band in 2022 compared to 52.95 percent in 2021.⁷³ But UNDP has improved Digital inclusion, with training of 50 rural women in Digital solution and provided them with IT tablets, enabling them to sell and promote their products online. This is a further demonstration of the effectiveness of the programme in promoting the Agenda 2030 for Sustainable Development (**SDG 9: Industry, Innovation and Infrastructure; SDG 5: Gender Equality**).⁷⁴ However, major challenges remain for UNDP, its international partners, and the private sector, to work towards increasing digitisation in Guinea-Bissau, through the proposed "Guinea-Bissau Digital" under the Ministry of Transport, Telecommunications and Digital Economy (MTTED).⁷⁵

Guinea-Bissau continues to suffer from a weak health and social protection system, associated with high new HIV infections, malaria and tuberculosis.⁷⁶ UNDP has leveraged the comparative advantages in technical expertise of UNICEF, and financial resources from the Global Fund to: (a) improve preventive, diagnostic, and curative health services; (b) encourage healthy behaviours and institutional incentives to reduce harmful practices in both communities and the formal health sector; and (c) strengthen and expand coverage of social protection systems through innovative solutions in Guinea-Bissau.⁷⁷ The effectiveness of UNDP and partners' support to the health and social protection system, is revealed in this key SDG indicator: (a) mortality rate under-5. As the latest Sustainable Development Report (**SDG 3: Good health and well-being**) for Guinea-Bissau revealed, Mortality rate under-5 per 1,000 live births is moderately improving, but insufficient to attain the national goal (71 in 2022 compared to 86 in 2017).⁷⁸

UNDP's overall intention is to contribute to reducing multidimensional poverty in Guinea-Bissau. Overall, UNDP and partners have contributed to a downward trend in poverty head count at US\$ 2.15/day, from 26.8 percent in 2022 to 23.77 percent in 2024. Similarly, UNDP and partners have contributed to a downward trend in poverty head count at US\$ 3.65/day, from 62.96 percent in 2022 to 58.84 percent in 2024.⁷⁹

⁶⁶ UNDP Country Programme Document for Guinea-Bissau (2022-2026), p.6.

⁶⁷ <https://liveprod.worldbank.org/en/economies/guinea-bissau>

⁶⁸ <https://data.worldbank.org/indicator/SL.TLF.CACT.FM.ZS>

⁶⁹ <https://dashboards.sdqindex.org/profiles/guinea-bissau/indicators>

⁷⁰ UNDP Country Programme Document for Guinea-Bissau (2022-2026), p.6.

⁷¹ Agnieszka Malkowska, Maria Urbiniec, Malgorzata Kosala (2021). The Impact of digital transformation on European countries: Insights from a comparative analysis. *Equilibrium Quarterly Journal of Economics and Economic Policy* 16 (2), 325-355, 2021.

⁷² <https://dashboards.sdqindex.org/profiles/guinea-bissau/indicators>

⁷³ Ibid

⁷⁴ CPD Indicator Monitoring Tracking Tool

⁷⁵ Key informant

⁷⁶ UNDP Country Programme Document for Guinea-Bissau (2022-2026), p.2.

⁷⁷ Ibid., p.6.

⁷⁸ <https://dashboards.sdqindex.org/profiles/guinea-bissau/indicators>.

⁷⁹ Ibid

5.1.4.3. Contribution of UNDP's engagement in national debates to natural resource management

Guinea-Bissau is rich in natural habitat, resources, and ethnic and religious composition, but suffers from inherent characteristics of small island developing States,⁸⁰ in particular, increase in the cost of doing business and inhibitive economies of scale, and UNDP's intervention is timely and relevant. In addressing the natural resource management challenge, UNDP promoted a more viable business model that leverages the cultural and natural diversity of Guinea-Bissau. As desk review and key informants revealed, the model also focuses on preserving ecosystems and natural resources, and promoting high added-value niche products and services, and is private sector-driven, that includes women and youth.⁸¹

By including the private sector, women and youth as active stakeholders in natural resource management, and leveraging cultural and natural diversity, developing sustainable economic ecosystems, boosting quality, and using marketing and branding to target high-end markets, UNDP has helped Guinea-Bissau to promote eco-friendly natural resource management for local economic growth to generate employment opportunities, including for the most vulnerable populations in Guinea-Bissau. Further, as desk review and key informants revealed, greener growth, fuelled by use of clean renewable energy, has also contributed to environmental sustainability and enhancement of resilience to the effects of climate change. These actions of UNDP and partners, have contributed to strengthening resilience and adaptive capacity of communities to Climate Change in Guinea-Bissau's Agrarian Coastal communities. For example, the average yields of major dry cereal crops increased; food availability has been restored for six more months after harvest through storage of cereals in banks in the targeted communities (**SDG 2: No Hunger**).⁸² The average water consumption per inhabitant has also increased by 39.05 litres in the plots covered by the UNDP's interventions. More than 113,000 M³ of additional water per year for the community has been mobilized through the interventions (**SDG 13: Climate Action**).⁸³ Over forty households in the targeted communities benefitted from using photovoltaic as a source of renewable energy. UNDP distributed 240 improved cook-stoves that reduces firewood consumption, and benefiting 280 families in the community (**SDG 7: Affordable and Clean Energy**).⁸⁴ UNDP has also equipped twenty water boreholes with Solar system, enabling remote, off-grid communities to have access to water without any CO₂ emission, benefiting 24,068 families in 56 communities (**SDG 6: Clean Water and Sanitation**).⁸⁵

UNDP has also enhanced Government's capacity to integrate disaster and climate risk management into national development policies, plans, and business models. It has done this by: (a) cross-cutting national development planning focusing on national priorities such as climate change, energy, water, health and food security; (b) supporting communities in better valuing biodiversity, and improving environmental governance and resilience to climate and disaster risks through integrated Local Area Development Plans that include early warning systems, information systems, and behavioural change; (c) accelerating sustainable energy access through renewable energy investments for vulnerable communities; and (d) supporting national partners in mobilising more climate finance. In contributing to these national priorities of Guinea-Bissau, UNDP engaged with both national and international partners, such as UNIDO, GEF, GCF, and vulnerable communities in the interventions. The combined actions of UNDP and partners have contributed to the implementation of the Paris Climate Agreement in Guinea-Bissau. (**SDG 13: Climate Action; SDG 7: Affordable and Clean Energy**).⁸⁶

5.1.5. Extent to which UNDP's engagements reflect key strategic considerations, in the development context of Guinea-Bissau in relation to its comparative advantage vis-a-vis other partners

Achieved: The evaluation concludes that UNDP's engagements reflect key strategic considerations in the development context of Guinea-Bissau in relation to its comparative advantage vis-a-vis other partners.

5.1.5.1. Democratic governance in Guinea-Bissau

UNDP is a trusted partner of government, and has comparative advantages that complement the United Nations development efforts in Guinea-Bissau.⁸⁷ Its strong value proposition in governance and the rule of law, promoting inclusive governance, sustaining peace, establishing meaningful political dialogue, empowering and engaging agents of change networks, and supporting political system reforms, has helped create an environment conducive to long-term stability and sustainable development in Guinea-Bissau.⁸⁸ The strong value proposition in governance, in particular, was evident in the previous

⁸⁰ UNDP Country Programme Document for Guinea-Bissau (2022-2026), p.2.

⁸¹ CPD Indicator Monitoring Tracking Tool

⁸² Ibid

⁸³ Ibid

⁸⁴ Ibid

⁸⁵ Ibid

⁸⁶ Ibid

⁸⁷ Key informant

⁸⁸ Key informant

Country Programme cycle (2017-2021), where UNDP supported the Government in holding fair and transparent elections, strengthening oversight mechanisms, and improving delivery of justice services. Significant progress was made in the previous cycle when the previous president completed a full term since independence.⁸⁹

UNDP's strong value proposition in governance continues to be the cornerstone of the current Cooperation Framework (2022-2026) efforts in Guinea-Bissau. Following a political crisis and the dissolution of parliament in May 2022, legislative elections were held in June 2023.⁹⁰ In December 2023, parliament was dissolved and closed following a constitutional crisis, and a presidential initiative government was appointed.⁹¹ Furthermore, political uncertainty, both domestically and regionally, continues to have a negative impact on the economy.⁹² Considering the increased uncertainty and volatile political landscape that conditions largely UNDP interventions, UNDP continues to utilise its strong value proposition in governance in establishing meaningful political dialogue, and supporting political system reforms, to help create an environment conducive to long-term stability and sustainable development in Guinea-Bissau. In doing this, UNDP has contributed to improved safety and stability, that is enhancing people's trust, and progressively creating an enabling environment for national and foreign investments.⁹³ Guinea-Bissau has now moved from the 190th position to the 175th position on the list of countries where it is easy to do business in.⁹⁴

5.1.5.2. Enhanced human development and economic transformation in Guinea-Bissau

Building on its strong value proposition in governance and oversight role in the United Nations Country Team (UNCT), and within the broader United Nations response to COVID-19, UNDP is continuing to support Guinea-Bissau in recovering since the early stages of the pandemic.⁹⁵ Further, building on the successful Global Fund partnership (2017-2021) and the current Global Fund partnership (2024-2026), UNDP continues to draw on its technical experience and capacities in malaria prevention and treatment, to support procurement of essential health products, strengthening crisis management and response, and addressing socioeconomic impacts of COVID-19. Moreover, with its experience in leading the UN country team, UNDP has previously led a socioeconomic impact assessment that identified the multidimensional effects of COVID-19, and it is intervening to reduce the negative effects of COVID-19 by continuing to restore livelihoods, especially of vulnerable groups (women and youth).

5.1.5.3. Natural resource management in Guinea-Bissau

In environmental and natural resources management, UNDP's comparative advantage builds on experience and development results in collaboration with the GEF to enhance environmental and natural resources management, including biodiversity conservation and resilience to climate change risks in Guinea-Bissau. The strength of UNDP's comparative advantage in the area of environmental sustainability is reflected in Guinea-Bissau's participation in international agreements, such as the United Nations Framework Convention on Climate Change (UNFCCC) in Dubai, UAE in 2023, and in the Convention on Biological Diversity (CBD).⁹⁶

Guinea-Bissau has also enacted several policies aimed at protecting the environment and embracing sustainability. As part of these efforts, the country has developed strategic plans such as the National Action Plan for the Environment and the National Biodiversity Strategy and Action Plan.⁹⁷ These plans serve to guide both short-term and long-term environmental decision-making, create a framework for conservation efforts, and promote the wise use of natural resources to ensure environmental sustainability and social-economic development. Moreover, Guinea-Bissau's policies are increasingly being shaped to promote sustainable practices among its communities and industries. Local non-profits and international NGOs are also pivotal in propelling green initiatives, focusing on areas including renewable energy, sustainable agriculture, and community-based conservation projects.⁹⁸

⁸⁹ Approved Terms of Reference for the CPD Midterm Evaluation, July 2024, p.4.

⁹⁰ Ibid., p.4.

⁹¹ Ibid., p.4.

⁹² Key informant

⁹³ Key informant

⁹⁴ Key informant

⁹⁵ CPD Indicator Monitoring Tracking Tool

⁹⁶ <https://sdg.iisd.org>

⁹⁷ <https://etichotels.com/journal/sustainability-and-green-initiatives-in-guinea-bissau/>

⁹⁸ Ibid

In community-based conservation projects, and recognizing the crucial role of local communities in environmental conservation, Guinea-Bissau has promoted Community-Based Natural Resource Management (CBNRM).⁹⁹ This approach involves empowering local communities to manage their natural resources sustainably, ensuring their participation in decision-making processes, and enable them to benefit economically from conservation activities. The CBNRM projects have seen significant success, particularly in the regions that host the country's national parks and protected areas. They include the promotion of eco-tourism, sustainable farming practices, and community fisheries. The initiative encourages equitable benefit sharing and fosters the preservation of cultural values tied to the natural landscape. As a result, CBNRM is gradually becoming ingrained in Guinea-Bissau's environmental governance approach, with increased support and collaboration from UNDP and the World Wildlife Fund (WWF).¹⁰⁰

5.1.6. Extent to which the UN reforms have influenced the relevance of UNDP support to the Government of Guinea-Bissau

Achieved: *The evaluation concludes that UN reforms have influenced the relevance of UNDP support to the Government of Guinea-Bissau.*

The reforms of the United Nations development system (UNDS) involved a set of changes in the way the UNDS works to help countries around the world achieve the Sustainable Development Goals (SDGs).¹⁰¹ Mandated by Resolution A/RES/72/279 of the General Assembly of the United Nations of 31 May 2018, the reforms respond to the vision and aspirations of the Secretary-General António Guterres to reposition the UNDS to deliver on the 2030 Agenda.¹⁰²

The UN reforms aims to reposition the United Nations development system: (i) with a stronger, better-defined collective identity as a trusted, reliable, cohesive, accountable and effective partner to countries in the 2030 Agenda; and (ii) as one that member countries invest in, and rely on, because they understand and support what it does, what it can deliver on, and how it functions. These reforms are intended to yield a United Nations development system that is more integrated, more focused on delivery on the ground, with clearer internal and external accountability for contributions to national needs, and with capacities, skillsets and resources better aligned to the 2030 Agenda.¹⁰³

5.1.6.1. UNDP influence in a United Nations development system with a stronger, better-defined collective identity

The UN reforms revigorated the Resident Coordinator's system with an independent and empowered Resident Coordinator (RC) at its centre, with responsibility as the highest-ranking development representative of the UN system, leading the United Nations Country Teams (UNCT) serving in countries and territories, to deliver collective responses to national needs and ensure system-wide thinking and resources, and accountability on the ground. The RC reports directly to the Secretary-General of the United Nations.

Nearly, every African country, including Guinea-Bissau, hosts a UNDP Resident Representative's Office, making UNDP an active partner in addressing the continent's development needs. UNDP's coordinative functions over the work of the major multilateral economic making institutions like the World Bank and the International Monetary Fund (IMF), and strong value proposition in governance, including its strong convening capacity and partnership-building role in the UNCT, has allowed it to play a lead role in the United Nations development system in Guinea-Bissau.

UNDP remains a trusted Government partner with comparative advantage in governance in the United Nations development system. Building on the success of the Global Fund Grant Cycle 6 (GC6) (2021-2023) in which it was a principal recipient (PR), UNDP has again been approved by the Country Coordination Mechanism (CCM) of the Ministry of Health of the Government of Guinea-Bissau, to act as the Global Fund Grant Cycle 7 (GC7) principal recipient for the ongoing Global Fund Grant to Guinea-Bissau of approximately €30 million for three years (2024-2026).¹⁰⁴ That the Government of Guinea-Bissau has approved UNDP for the seventh time in a row, to manage the Global Fund Grant on its behalf, is a further demonstration of the recognition of UNDP as a trusted government partner, with strong governance and accountability on the ground.

The UN's stronger, better-defined collective identity is also evidenced in the United Nations development system's collective responses to the development challenges of Guinea-Bissau through the UN Cooperation Framework (2002-20206). The

⁹⁹ <https://etichotels.com/journal/sustainability-and-green-initiatives-in-guinea-bissau/>

¹⁰⁰ Ibid

¹⁰¹ <https://www.un.org/sustainabledevelopment/development-agenda/>

¹⁰² <https://undocs.org/a/res/72/279>

¹⁰³ Ibid

¹⁰⁴ Global Fund Malaria Decreased Morbidity and Mortality in Guinea-Bissau. Global Fund Grant Cycle 7 (GC7) (20224-2026), p. 1.

Framework identifies three outcomes for Agenda 2030 for Sustainable Development, in which UNDP again plays a lead role in the Governance result area.¹⁰⁵

5.1.6.2. UNDP influence in a United Nations development system that member countries invest in, and rely on

Half of the UN ongoing missions are in Africa, signifying the unwavering support of the UN to peace and development in Africa, including Guinea-Bissau. That the UN's development role in Guinea-Bissau is relevant, is demonstrated in the continuation of the peacebuilding role, formerly led by the United Nations Integrated Peacebuilding Office in Guinea-Bissau (UNIOGBIS).¹⁰⁶ UNIOGBIS left Guinea-Bissau in 2020, but handed over its peacebuilding role to UNDP.¹⁰⁷ The continuation of the role of UNIOGBIS by UNDP is a demonstration of the trust the Government of Guinea-Bissau places on UNDP in addressing peace, and is in tandem with the UN's development role, as evidenced in the UN Cooperation Framework (2022-2026) between the UN development system and the Government of Guinea-Bissau. The Cooperation Framework identifies three outcomes for Agenda 2030 for Sustainable Development, with one outcome dedicated to good governance, and peace: "Improved democratic governance, peace, and rule of law",¹⁰⁸ which is in line with **SDG 16: Peace, Justice and Strong Institutions**.

Further, within the current UNDP interventions in Guinea-Bissau (2022-2026), peacebuilding has proven to be one of the most effective tools available to the UN to assist Guinea-Bissau to navigate the difficult path from conflict to peace. Following a political crisis and the dissolution of parliament in May 2022, legislative elections were held in June 2023.¹⁰⁹ In December 2023, parliament was again dissolved and closed following a constitutional crisis, and a presidential initiative government was appointed.¹¹⁰ Considering the increased uncertainty and volatile political landscape that conditions largely UNDP interventions, UNDP continues to utilise its strong value proposition in governance and the rule of law, to advocate for inclusive governance, sustain peace, establish meaningful political dialogue, empower and engage agents of change networks, and support political system reforms, to help create an environment conducive to long-term stability and sustainable development in Guinea-Bissau.¹¹¹

As described earlier in **subsection 5.1.4.2 under subsection 5.1.4**, Guinea-Bissau suffers from inherent characteristics of SIDS,¹¹² in particular, increase in the cost of doing business and inhibitive economies of scale. UN's support to economic transformation in Guinea-Bissau, implemented through the UN Cooperation Framework (2022-2026), identifies two outcomes for Agenda 2030 for Sustainable Development, dedicated to; (i) structural economic transformation driven by enhanced productive capacity, value addition, blue economy and inclusive green growth, capitalising on small island developing States characteristics; and (ii) increased and equitable access to and use of quality social services.¹¹³ This in line with **SDG Goal 8. Decent Work and Economic Growth; SDG 5. Gender Equality; SDG 13: Climate Action; and SDG 3: Good Health and Well-Being**.

UNDP supported Guinea-Bissau to produce a National Adaptation Programme of Action (NDAP), a Nationally Determined Contribution (NDC), following the ratification of the Paris Climate Agreement by the Government of Guinea-Bissau in 2016.¹¹⁴ Mainstreaming gender into its climate plans and policies is a priority for Guinea-Bissau in implementing the Paris Climate Agreement.¹¹⁵ In line with **SDG 5: Gender Equality**, DAP and NDC have articulated the framework for sustainable development that reduces gender inequality and promotes women empowerment across all aspects of society in Guinea-Bissau.¹¹⁶ In June 2022, UNDP initiated a 3-year climate change programme in Guinea-Bissau, that includes reducing gender inequality and promotes women empowerment, implemented through several ministries (the Ministry of Environment, National Climate Change Committee, Ministry of Economy, Planning and Regional Integration, and Ministry of Finance). Civil Society and the private sector are key stakeholders, who are participating throughout the programme.¹¹⁷

¹⁰⁵ UNDP Country Programme Document for Guinea-Bissau (2022-2026), p.2.

¹⁰⁶ https://uniogbis.unmissions.org/sites/default/files/english_6_summary.pdf

¹⁰⁷ Key informant

¹⁰⁸ UNDP Country Programme Document for Guinea-Bissau (2022-2026), p.2.

¹⁰⁹ *Ibid.*, p.4.

¹¹⁰ *Ibid.*, p.4.

¹¹¹ *Ibid.*, p.3.

¹¹² Key informant

¹¹³ UNDP Country Programme Document for Guinea-Bissau (2022-2026), p.2.

¹¹⁴ www.undp.org

¹¹⁵ *Ibid.*

¹¹⁶ *Ibid.*

¹¹⁷ www.undp.org

5.2. Effectiveness

The programme **effectiveness** was assessed by analysing: (i) the extent to which UNDP programme has been accomplished and to what extent the programme is on track to achieve its intended outcomes; (ii) the main contributions to development for which UNDP is recognized in the Guinea-Bissau; (iii) unexpected outcomes or consequences UNDP programme has yielded, and the implications of the outcomes or consequences; (iv) extent to which UNDP has been effective in supporting local initiatives for SDG fulfilment, and whether the local initiatives are producing nationally significant results, when considered in aggregate; (v) whether UNDP has been effective in advocating best practices and desired goals in Guinea-Bissau; (vi) evidence that UNDP's support has contributed to an improvement in a national government capacity, including institutional strengthening; (vii) the contributing factors that enhance or impede UNDP performance; (viii) whether UNDP Country Office considered its technical capacity and institutional arrangements well suited to provide support in the areas of **democratic governance; enhanced human development and economic structural transformation and natural resource management**; (ix) whether UNDP is perceived by stakeholders as a strong advocate for improving **democratic governance, enhanced human development and economic structural transformation and natural resource management** in Guinea-Bissau?; (x) the extent to which UNDP is effective in partnering with development partners, civil society, and the private sector in **democratic governance, enhanced human development and economic structural transformation and natural resource management**; and (xi) the extent to which UNDP has utilized innovative techniques and best practices in its programming in **democratic governance, enhanced human development and economic structural transformation and natural resource management**.

5.2.1. Extent to which UNDP programme has been accomplished and is on track to achieve its intended outcomes

Moderately Achieved: *The evaluation concludes that despite the political challenges the programme faced, its effectiveness demonstrates one of its key strengths, when judged from the achievement of 6 out of 10 outputs, mid-term the programme period.*

5.2.1.1. Performance by result area

The UNDP country programme in Guinea-Bissau is intended to achieve three development results: (a) democratic governance; (b) enhanced human development and economic structural transformation; and (c) natural resource management. Performance varied by each development result. The three development results, are in varying degrees, on track to achieve their intended outcomes and outputs. UNDP remains a trusted government partner with comparative advantages in governance, economic transformation, and natural resource management in the United Nations development system. Despite the prevailing political, social and economic challenges, the effective partnerships have contributed to the progress made so far, including the effective response to COVID-19 pandemic, for which UNDP has been commended as a strong and reliable development partner of the Government of Guinea-Bissau.¹¹⁸ The immediate allocation of regular resources from UNDP reserve funds, helped to kick-start the programme implementation processes. While the strong leadership of UNDP facilitated the planning and decision-making process.

The programme effectiveness has been influenced by political uncertainty, both domestically and regionally, and continues to have a negative impact on the programme implementation processes, as well as on the economy and society at large. Nonetheless, overall, the programme is largely on track to achieve its intended outcomes and outputs, with similar levels of performance across the development results.

a) DEMOCRATIC GOVERNANCE

The democratic governance development result is contributed to by **CPD Outcome 1: By 2026, people in Guinea-Bissau enjoy improved democratic governance, peace, and rule of law, and their needs are met.**

UNDP has developed the capacity of institutions, systems or stakeholders in Guinea-Bissau to support the fulfilment of nationally and internationally ratified human rights obligations. Through the built capacities, the Human Rights League of Guinea-Bissau prepared and submitted the Bi-annual Report on the Human Rights situation in Guinea-Bissau (2020-2022).¹¹⁹ It completed the Implementation Report of the International Covenant on Economic, Social and Cultural Rights GUINEA-BISSAU 2023.¹²⁰ Similarly, it prepared the International Covenant on Civil and Political Rights Report - Guinea Bissau,¹²¹ and

¹¹⁸ Key informants

¹¹⁹ <https://tbinternet.ohchr.org/layouts/15/TreatyBodyExternal/countries.aspx?CountryCode=GNB&Lang=EN>

¹²⁰ Initial Implementation Report of the International Covenant on Economic, Social and Cultural Rights GUINEA-BISSAU.docx

¹²¹ International Covenant on Political Rights.pdf

the National Periodic Report on the Implementation of the Convention on the Rights of the Child (CRC).¹²² Through the built capacities, the Private sector, including publicly owned companies in Guinea-Bissau, are now involved in Human Rights implementation. To ensure effective and efficient functions of the Private sector in their implementation of Human Rights in Guinea-Bissau, UNDP supported the establishment of an office for incipient legal aid model, the Office of Assigned Lawyers within the Bar Association of Guinea-Bissau (OAGB), including providing equipment and finances to OAGB for the installation and operation of the GAO. UNDP also engaged in the Rule of Law (RoL) and Justice by supporting the preparation and completion of the Report on the International Covenant on Civil and Political Rights - Guinea-Bissau.¹²³ That the government of Guinea-Bissau has embraced these positive changes, intended to improve democratic governance, and achieve peace and the rule of law, is a testament of its eagerness to promote sustainable development in Guinea-Bissau.

A major contributing factor to the observed progress in the **DEMOCRATIC GOVERNANCE** development result is that both the public and private sectors were engaged early in the programme design to work together, to improve democratic governance, and achieve peace and the rule of law in Guinea-Bissau. The private sector plays a critical role in the economic development of Guinea-Bissau, and improved democratic governance, peace, and rule of law, that meet the needs of the citizens, are instrumental for sustainable economic development in Guinea-Bissau. With Guinea-Bissau committing to the various human rights obligations, there is hope for improved democratic governance, peace, and rule of law in the country.

Outcome 1 is contributed to by three programme outputs: **Output 1.1:** *Improved national capacities to ensure democratic governance and respond to all citizens' needs*; **Output 1.2:** *Improved environment, including an independent 'mediascape', for political dialogue and citizen engagement to sustain peace and prevent violent extremism*; and **Output 1.3:** *Enhanced access to justice and strengthened capacities for national authorities and CSOs to fight impunity and corruption and ensure the rule of law*.

i) *Achievements of the programme under output 1.1*

The analysis of the achievements of the programme under this output, revealed that only one of indicators in Output 1.1 has been achieved midterm the programme period; while two of the output indicators are under-achieved. Table 1 summarises the programme progress under output 1.1.

Table 1: *Summary of programme progress under output 1.1.*

Output 1.1: Improved national capacities to ensure democratic governance and respond to all citizens' needs.			
Indicator	Target	Progress	Level of Achievement
1.1.1. Number of measures to strengthen accountability (including social accountability), prevent/mitigate corruption risks, and integrate anti-corruption into the management of public funds, service delivery and other sectors at National (N), Sub-National (SN), and Sectoral (S) levels. Measure 1: Digital Transformation Strategy; Measure 2: Data Centre	N=3, SN=5, S=3 (2026)	N=National - 1 (National Strategy on Anti-Corruption, but no Digital Transformation Strategy & Data Centre) SN=Sub-National – 0 S=Sectoral – 0 (2023)	Under-Achieved Mid-term: 33% Not Achieved Mid-term (Sub-National level): 0% Not Achieved Mid-term (Sectoral level): 0%
1.1.2. Extent to which State and Non-State actors become agents of change with capacities in democratic governance by sex=1, accountability=2, transparency=3, human rights=4, gender equality=5 and transformational leadership=6.	3-5 (2026)	3-4 (2023) State Actors: 4 (i.e., 4 out of 6 criteria met): 1. Ministry of Health 2. Judicial Police 3. Police (Model Policing Stations in Gabu) 4. National Centre for Judiciary Training	Achieved Mid-term: 80%
		3-4 (2023) Non-State Actors: 3 (i.e., 3 out of 6 criteria met): 1. CSO Platform (Espaco de Concertacao) 2. HR Defenders Network 3. The Leadership Academy	Achieved Mid-term: 60%
1.1.3. Number of ministries having a Digital Information System for administrative services	8 (2026)	3 (2023) 1. Court of Accounts 2. Ministry of Justice 3. Ministry of Transport	Under-Achieved Mid-term: 38%

¹²² <https://tbinternet.ohchr.org/layouts/15/TreatyBodyExternal/countries.aspx?CountryCode=GNB&Lang=EN>

¹²³ International Covenant on Civil and Political Rights Report – Guinea-Bissau.docx

As table 1 above shows, UNDP contributed to the development of the first National Anti-Corruption Strategy (2021–2030) in Guinea-Bissau, since Guinea-Bissau joined the United Nations Convention Against Corruption (UNCAC) in 2007.¹²⁴ The Strategy identifies mechanisms to prevent and combat corruption and promote a culture of transparency, integrity and good governance. Currently, its awareness is limited to the national level, and it is yet to be rolled down to 5 sub-national and 3 sectoral levels, as planned.

To enable national stakeholders to participate in improving democratic governance, peace, and rule of law, that meet the needs of the citizens in Guinea-Bissau, UNDP strengthened State and Non-State actors in Guinea-Bissau as agents of change with capacities in democratic governance, including strengthening participation of women and men, accountability, transparency, human rights, and gender equality. It has strengthened the capacities for Anti-Corruption to State actors, in particular, the Ministry of Health, Judiciary Police, Police Model Policing Stations in Gabu, and the National Centre for Judiciary Training (where 40 women were trained on gender equality, career management, and women’s empowerment). For the Non-State actors, UNDP strengthened the capacities for Anti-Corruption in the CSO platform, Network of Human Rights Defenders of Guinea-Bissau, that implemented the Diagnostic project on the situation of Human Rights Defenders in Guinea-Bissau, and the Leadership Academy, that invest in Guinea-Bissau’s human capital in diverse fields, including leaders and agents of change such as women’s groups, young people, religious and traditional leaders, vulnerable groups, in participative and entrepreneurial activities.¹²⁵

UNDP equipped the Courts of Accounts, Ministry of Justice, and Ministry of Transport with Digital Information System for administrative services. In the Courts of Accounts, digitisation of Archives has been achieved and is already improving security and consolidating reforms and modernisation in the Ministry of Justice. In addition, civil registry books have been digitised to safeguard from degradation, ensuring the identity rights of all Bissau-Guineans. It has also opened opportunity of registering the entire population on a continuous system, providing proof of identity for everyone.¹²⁶ CSOs benefit directly from the digitisation because their registration records will be preserved, enabling more efficient and reliable registration processes. In the Ministry of Transport, driving licenses, including Achieves have been scanned but not yet digitised.¹²⁷ For the remaining period of the programme, UNDP intends to equip five more ministries/sectors with Digital Information System for administrative services. However, as key informant interviews revealed, the Swiss funding that currently funds the UNDP’s support to Digital Transformation in Guinea-Bissau is ending in December 2024. With no new funds currently mobilised, it is unlikely that the remaining five ministries/sectors will be digitised in the remaining period of the Programme.

ii) *Achievements of the programme under output 1.2*

The analysis of the achievements of the programme under this output, revealed that, overall, only one of the output indicators in Output 1.2 has been achieved midterm the programme period. The achievements in the other two output indicators are mixed, but generally, most have been achieved. Table 2 summarises the programme progress under output 1.2.

Table 2: *Summary of programme progress under output 1.2.*

Output 1.2: Improved environment, including an independent ‘mediascape’, for political dialogue and citizen engagement to sustain peace and prevent violent extremism			
Indicator	Target	Progress	Level of Achievement
1.2.1. Extent to which systems with strengthened capacities are in place to address discrimination and racism and to expand civic space: Rating scale: 0 =not-in-place, 1=work-started, 2=work in progress, 3=almost complete, 4=in-place	3-4 for all components (2026)	In place = 3 (2023)	Achieved Mid-term: 100%
1.2.2. Number of political party members with enhanced leadership and mediation capacities and skills	120 men 40 women (2026)	12 men 59 women (2023)	Under-Achieved Mid-term (men): 10% Over-Achieved Mid-term (women): 148%
1.2.3. % of women, lesbian, gay, bisexual, transgender and queer people (LGBTQ) and citizens with disabilities involved in political consultations	50% women; 50% men 5% LGBTQ 10% PWDs (2026)	54.3% women 29% men 16.7% LGBTQ 0% PWDs (2023)	Over-Achieved Mid-term (women):109% Achieved Mid-term (men): 58% Over-Achieved Mid-term (LGBTQ): 334% Not-Achieved Mid-term (PWDs): 0%

¹²⁴ National Strategy to Combat Corruption of the Republic of Guinea-Bissau.pdf

¹²⁵ <https://www.academialiderancagb.org/cobre-nos/>

¹²⁶ Building National ID intermediate project report Final.docx

¹²⁷ Key informant

As table 2 above shows, UNDP is strengthening the capacities of institutions by putting in place systems to address discrimination and racism and to expand civic space. It has started work with Guinean-Bissau Bar Association (OAGB) to address discrimination by supporting OAGB to create an office of women lawyers to provide legal aid. The creation of an office of women lawyers has marked a significant milestone in advancing access to justice, gender equality, combating discrimination, and reducing Sexual Gender Based Violence (SGBV) in Guinea-Bissau.

UNDP started work with CONVENÇÃO CIDADÃ in addressing racism. Through UNDP Confidence Building and Inclusive Dialogue, a greater level of involvement, impact and visibility of the work of the various national and international CSOs that intervene in Guinea-Bissau, including on priority reforms, has led to 'leave no one behind', and restricted any kind of racism and discrimination in Guinea-Bissau.

Additionally, UNDP started work for expanding civic space in Guinea-Bissau. The government in partnership with the EMB and CSOs, promoted spaces for dialogue on civic participation, gender and the inclusion of people with disabilities in the electoral process.¹²⁸ Through the spaces for dialogue, CSOs have assumed an important civic role in monitoring and supporting the State in the implementation of public policies, particularly in the areas of citizen participation in the political-democratic sphere.

Further, UNDP is in the process of strengthening organisations' systems and capacities to address discrimination and racism and to expand civic space. Through the CFLI Programme, 82 police officers (61 male and 21 female) were trained on freedom of expression and maintaining public order, while respecting human rights and freedom of expression. This is contributing to building confidence in Guinea-Bissau's democratic processes. On human rights in the context of elections, 169 law enforcement officials (142 men and 27 women) were capacitated on the use of force, democratic policing, arrest, and detention. Twenty people with disabilities (15 men and 5 women) were also trained in the field of information technology, from which one person has already benefited from employment in the General Directorate of Digitalization at the Ministry of Justice. Similarly, 10 people with disabilities benefited from internal study scholarships on democratic governance at universities, with technical and financial support of GEF, and it is implemented by the Association of Motor Disabled People (ADEFI).¹²⁹

Through the National Network and Service line to protect women, LGBTQ people and victims of violence; the programme mapped LGBTQ community, with 120 LGBTQ people identified, all male.¹³⁰ Similarly, through Citizens' Alliance for Human Rights/LGBTQ Community Association, the first Human Rights and Diversity and Inclusion training with 110 people (84 men and 26 women), was conducted. The LGBTQ Community Association celebrated the International day on homophobia (May 17, 2023) with the participation of 60 people from the LGBTQ community and 20 from CSOs, for the first time.¹³¹ These efforts signify UNDP's strong role in protecting and promoting human rights for the minority groups at the national level.

Although UNDP has just built capacities of about half (71 members:12 men, 59 women) of the political party members with enhanced leadership and mediation capacities and skills, this effort has so far empowered different political parties, including their Youth Wings, to come together in a non-threatening, non-adversarial atmosphere, to collectively reflect, discuss, and suggest recommendations on critical issues of concern to them in Guinea-Bissau. Similarly, while UNDP has only involved a small percent of the targeted minority groups of women, men, LGBTQ, and PWDs in political consultations (54% women; 29% men; 17% LGBTQ, 0% PWDs), the different social groups have been empowered to promote women and LGBTQ's rights and political inclusion for a more peaceful, just, and inclusive society, by enhancing access to justice and combatting gender-based discrimination and violence across Guinea-Bissau.

iii) Achievements of the programme under output 1.3

The analysis of the achievements of the programme under this output, revealed that all the output indicators in Output 1.3 have been achieved midterm the programme period. Table 3 summarises the programme progress under output 1.3.

¹²⁸ <https://cr.gw.chahinehamila.com>

¹²⁹ CFLI Recipient End of Project Report 190523.docx

¹³⁰ <https://www.convencaocidada.gw/>

¹³¹ Mapping distribution of the LGBTQ community in Guinea-Bissau, October 2022.

Table 3: Summary of programme progress under output 1.3.

Output 1.3: Enhanced access to justice and strengthened capacities for national authorities and CSOs to fight impunity and corruption and ensure the rule of law			
Indicator	Target	Progress	Level of Achievement
1.3.1. Number of justice centres enabled to provide justice services, particularly for women, girls, youth, and vulnerable groups	2 Justice Centres built and equipped (2026)	2 Justice Centres built and equipped in Bubaqui and Canchungo (2023)	Achieved Mid-term:100%
1.3.2. Existence of strengthened institutions and systems supporting fulfilment of nationally and internationally ratified human rights obligations	1 The National Human Rights Commission compliant with Paris Principles 1 Human Right strategic plan adopted (2026)	- 2 National Human Rights Commissions compliant with Paris Principles (The National Human Rights Commission & The National Commission for Human Rights and Citizenship) - Human Rights strategic plan has been adopted (2023)	Over-Achieved Mid-term (National Human Rights Commissions): 200% Achieved Mid-term (Human Right strategic plan):100%
1.3.3. Number of people, by sex, with access to law and justice services	14,672 people (11,444 men & 3,228 women) (2026)	16,010 people (11,604 men & 4,406 women) (2023)	Over-Achieved Mid-term (men): 101% Over-Achieved Mid-term (women): 136%

As table 3 above shows, the significant progress so far in number of people accessing justice; 16,010 people in 2023 against planned target of 14,672 people in 2026, is a demonstration of the effectiveness of the two rehabilitated Justice Centres in Bubaqui and Canchu, in providing justice services, particularly, for women, girls, youth, and vulnerable groups. Moreover, the strengthened institutions and systems supporting fulfilment of nationally and internationally ratified human rights obligations (The National Human Rights Commission - NHRC and The National Commission for Human Rights and Citizenship – CNDHC), and their compliance with the Paris Principles,¹³² have improved space for the implementation of human rights obligations in Guinea-Bissau.

b) ENHANCED HUMAN DEVELOPMENT AND ECONOMIC STRUCTURAL TRANSFORMATION

The “Enhanced human development and economic structural transformation” development result is contributed to by **CPD Outcome 2: By 2026, Guinea-Bissau has achieved structural economic transformation driven by enhanced productive capacity, value addition, blue economy and inclusive green growth that leaves no one behind, while capitalizing on small island developing States (SIDS) characteristics and ensuring sustainable use and protection of natural resources;** and **CPD Outcome 3: By 2026, the population of Guinea-Bissau, especially the most vulnerable, will have increased and equitable access and use of essential quality social services, including in emergencies;**

i) Achievements of the programme under Outcome 2

UNDP has enhanced Guinea-Bissau’s state capacity to devise evidence-based national development policies geared towards fostering inclusive and diversified green growth, sustainable human development, and better targeting of vulnerable and marginalized groups. In this vein, UNDP partnered with and expanded on the work of the United Nations partners and international financial institutions to combine their technical capacities with UNDP operational and policy advisory capacities and global expertise in addressing multidimensional poverty in Guinea-Bissau, including enhancing the statistical capacity, access to quality data, and policy-oriented research. In the statistical capacity development, UNDP has enabled the Ministry of Economy, Planning and Regional Integration to have data and information by supporting various studies, and these have significantly improved national planning and policy-making.¹³³

UNDP has enhanced the contribution of the formal and informal private sectors to productivity, added value and livelihoods by amplifying their capacity, creating an enabling environment, addressing bottlenecks and challenges that inhibit growth, through innovations in product development. It enabled 216,954 people (151,278 men & 65,676 women) to access financial services, through six Banks and 283 service points in Guinea-Bissau in 2023.¹³⁴

It has improved preventive, diagnostic, and curative health services for people, by building on previous Global Fund-supported activities and capitalizing on the current one, to reinforce the health system for delivery of health and social services.

Outcome 2 was contributed to by two programme outputs: **Output 2.1: Enhanced national capacities to devise gender-responsive national and sectoral plans that foster resilient, inclusive, and diversified economic growth, poverty reduction and**

¹³²The Paris Principles (standards for human rights institutions): <https://www.asiapacificforum.net>.

¹³³ Key informants

¹³⁴ [UNCDF Final report Guinea Bissau.docx](#)

sustainable human development, and **Output 2.2:** Capacities of private sector to contribute to productivity, growth, innovation, and employment are increased and participation of youth and women in economic activities enhanced.

ii) *Achievements of the programme under output 2.1.*

The analysis of the achievements of the programme under this output, revealed that all the indicators in Output 2.1 have been achieved, midterm the programme period. Table 4 summarises the programme progress under output 2.1.

Table 4: *Summary of programme progress under output 2.1.*

Output 2.1: Enhanced national capacities to devise gender-responsive national and sectoral plans that foster resilient, inclusive, and diversified economic growth, poverty reduction and sustainable human development.			
Indicator	Target	Progress	Level of Achievement
2.1.1. Extent to which national and sectoral plans are gender responsive and leverage SIDS characteristics, promote inclusive green growth, blue economy, and integrate resilience and risk management.	2 (2026) 1. National Financial Inclusion Strategy 2023-2027 2. National Blue Economy Strategy and Investment Plan for Guinea-Bissau 2023	2 (2023) 1. National Financial Inclusion Strategy 2023-2027 2. National Blue Economy Strategy and Investment Plan for Guinea-Bissau 2023-2030	Over-Achieved Mid-term (National Financial Inclusion Strategy 2023-2027): 100% Over-Achieved Mid-term (National Blue Economy Strategy and Investment Plan for Guinea-Bissau 2023): 100%
2.1.2. Number of institutions/organizations with strengthened capacities in planning, accountable management, and monitoring and evaluation	5 (2026)	10 (2023)	Over-Achieved Mid-term: 200%

As table 4 above shows, UNDP built the technical capacities of the Government of Guinea-Bissau to devise evidence-based national development policies geared towards fostering inclusive and diversified green growth, sustainable human development, and better targeting of vulnerable and marginalised groups. The policies that have been developed with UNDP technical assistance, include; (a) The National Financial Inclusion Strategy (2023-2027);¹³⁵ and (b) The National Blue Economy Strategy and Investment Plan for Guinea-Bissau 2023-2030,¹³⁶ which was launched on September 18, 2024.

UNDP also strengthened the capacities of ten institutions/organizations in planning, accountable management, and monitoring and evaluation. These include: National Institute of Statistics (INE); Central Bank of West African States (BCEAO); Women in Economic Activities Organisation; General Directorate of Customs; Tax Action Brigade (BAF); Ministry of Commerce; Ministry of Finance; Migration Police and Border Guards; Association of Women in Economic Activity (AMAE); and Administração dos Portos da Guiné-Bissau (APGB).¹³⁷ UNDP targeted five institutions for capacity building in planning, accountable management, and monitoring and evaluation, but covered ten institutions, in total. That it expanded the number of institutions it targeted for capacity building, is consistent with UNDP's goal of investing in people and institutions for greater productivity and economic growth. Further, that it has included the National Institute of Statistics (INE) in its capacity building plan, is evidence that UNDP is aiming to strengthen evidence-based and data-driven national development planning and policy-making in Guinea-Bissau.

UNDP supported the national awareness-raising and capacity-building seminar on the Africa Continental Free Trade Area (AfCFTA), from November 30, 2023 to December 1, 2023 and from December 5 to 6, 2023, targeting 90 trainees, with focus on: Free movement in the ECOWAS and UEMOA Community Space, and Cross-border trade in the AfCFTA. The AfCFTA Awareness and Dissemination Project, enabled the Guinean private sector to know and understand the AfCFTA Agreement; implementation of AfCFTA Agreement; strengthened the capabilities of this segment of the population of Guinea-Bissau in different aspects of the AfCFTA Agreement; provided public administrations, the private sector, as well as Guinean Civil Society with the necessary information and materials for an optimal implementation of the AfCFTA Agreement.¹³⁸

iii) *Achievements of the programme under output 2.2.*

The analysis of the achievements of the programme under this output, revealed that all the indicators in Output 2.2 have been achieved, midterm the programme period. Table 5 summarises the programme progress under the output 2.2.

¹³⁵ [23286 UNDP Design National Strategy Financial Inclusion VOL-02-PT v05 AU \(3\).pdf](#)

¹³⁶ [Validation and Approval Blue Economy Strategy.pdf](#)

¹³⁷ [IPA 2023 GNB C1 Capacity Building Report.pdf](#)

¹³⁸ [IPA GNB Deliverable 2b Final Report.pdf](#)

Table 5: Summary of programme progress under output 2.2.

Output 2.2: Capacities of private sector to contribute to productivity, growth, innovation, and employment are increased and participation of youth and women in economic activities enhanced.			
Indicator	Target	Progress	Level of Achievement
2.2.1. Number of youth and women entrepreneurs with capacities built in economic activities	600 (2026)	1,099 (2023)	Over-Achieved Mid-term: 183%
2.2.2. Domestic credit to private sector as % of gross domestic product	18% (2026)	14.5% (2023)	Achieved Mid-term: 81%
2.2.3. Number of new businesses established by youth, LGBTQ people, and women	500 (250 women & 50 LGBTQ) (2026)	320 (2023)	Achieved Mid-term: 64%

From table 5 above, UNDP has enabled access to microfinance, targeting vulnerable and marginalised groups (women, men and other groups). By the end of 2023, 46.8 percent of the accounts opened at microfinance institutions in Guinea-Bissau, were by women; 49.5 percent were by men; and 3.7 percent were by other groups.¹³⁹ Similarly, 36.8 percent of the loans active at microfinance institutions were for women; 60.9 percent were for men; and 2.3 percent were for other groups.¹⁴⁰ Access to finance was further enhanced through 200 KIOSKS deployment in the regions, including 50 in Bissau. The KIOSKS created 200 new direct jobs such as kiosk managers, cash management agents, and Orange Mobile Money promoters.¹⁴¹ This is a demonstration of ‘Reaching those Behind First’, a policy priority of the Agenda 2030 for Sustainable Development.

The number of youth and women entrepreneurs with capacities built in economic activities has registered growth, exceeding the target of 600 youth and women entrepreneurs by 83 percent. Through partners (French Cultural Centre; ENGIM; Kau Criar; & CIDE), 473 females (43.1%) and 626 males (56.9%), were capacitated and benefitted through different economic activities. Moreover, 1,027 community members (535 women, 40 men, and 452 youth), were empowered to mitigate climate shocks and vulnerabilities in Guinea-Bissau through community-led resilience economic initiatives.¹⁴²

The growth in number of new businesses has been progressing. Three hundred twenty (320) out of the targeted 800 youth, LGBTQ people, and women entrepreneurs, have so far been registered in the entrepreneurship programme.¹⁴³ One good practice to ensure sustainability of the businesses is that before the final selection of the beneficiaries, UNDP supported a diagnostic visit to each of the locations indicated for business implementation. Of the hundred seventy-nine (179) businesses that were visited in the community in 2023, 150 (i.e. 84%) were selected as viable businesses, and received funding from ENGIM partner to accelerate their businesses. Meanwhile, 10 youth including 7 women, were supported through the UNDP Accelerator Lab to receive business grants.¹⁴⁴

In committing to the Sustainable Development Goals (**Goal 8: Decent Work and Economic Growth**), UNDP and partners have contributed to Guinea-Bissau achieving 14.5 percent of its target of 18 percent (i.e.80%) for Domestic credit to private sector as percent of the Gross Domestic Product.¹⁴⁵

UNDP supported the Government of Guinea-Bissau to improve its health and social services, and enhance the health-seeking behaviours of the population to manage vulnerability and reduce risks. UNDP is contributing to this through **CPD Outcome 3: By 2026, the population of Guinea-Bissau, especially the most vulnerable, will have increased and equitable access and use of essential quality social services, including in emergencies.** The outcome is to be achieved through two outputs: **Output 3.1: Improved health and social services, including social protection schemes, to respond to citizens’ – particularly women and children’s – needs;** and **Output 3.2: Enhanced health-seeking behaviours to manage vulnerability and reduce risks.**

iv) *Achievements of the programme under Outcome 3 output 3.1.*

The analysis of the achievements of the programme under this output, revealed that all the output indicators in Output 3.1 have been achieved midterm, the programme period. Table 6 summarises the programme progress under the output 3.1.

¹³⁹ Savings and Microcredit Supervision Agency by the Ministry of Finance of Guinea-Bissau

¹⁴⁰ Ibid

¹⁴¹ UNSDCF Report (2023).

¹⁴² [UNDP Narrative Report NCE project Women Financial.docx](#)

¹⁴³ [Progress Report 2023 - Eco Unit.docx](#)

¹⁴⁴ Ibid

¹⁴⁵ World Development Indicators: [World Bank Data GNB_DS2_en_excel_v2_696981.xls](#)

Table 6: Summary of programme progress under output 3.1.

Output 3.1: Improved health and social services, including social protection schemes, to respond to citizens' – needs			
Indicator	Target	Progress	Level of Achievement
3.1.1. % of people who tested positive for malaria who received treatment (by sex and age)	Over-5 years age group: 100% Under-5 years age group: 100% (2026) Male: 100% Female: 100% (2026)	Over-5 years age group: 90% Under-5 years age group: 100% (2023) Male: 96% Female: 92% (2023)	Achieved Midterm (Over-5 years age group): 90% Achieved Midterm (Under-5 years age group): 100% Achieved Midterm (Male): 96% Achieved Midterm (Female): 92%
3.1.2. An inclusive social protection framework and scheme in place	Social Protection Policy and Letter of endorsement from Govt. of Guinea-Bissau	1 (2023)	Achieved Midterm: 100%
3.1.3. Maternal Child Health indicator under-5 mortality, all causes (by sex)	Male: 50 Female: 45 (2026)	Male: 59 Female: 53 (2023)	Over-Achieved Midterm (Male): 118% Over-Achieved Midterm (Female): 117%

As table 6 above shows, the programme registered high percent of people accessing malaria prevention and treatment services. UNDP enabled access to malaria testing and treatment for Under-5, from 89 percent in 2020 to 100 percent in 2023. While Over-5 who were tested and treated for malaria, dropped slightly, from 91 percent in 2020 to 90 percent in 2023.¹⁴⁶ The main contributing factor to the progress in access to malaria prevention and treatment services is the 2023 mass campaign that took place in June 2023 and distributed over 1.3 million nets to a population of 2.5 million people. The campaign led to 96 percent of the male population and 92 percent of the female population accessing malaria testing and treatment. The improvement in the prevention of malaria is a result of the population being more aware of the risks of malaria, and the use of mosquito nets is the simplest way to protect against mosquito bites and the cheapest means to prevent malaria transmission.¹⁴⁷

In Maternal Child Health indicator under-5 mortality, all causes; while UNDP remained steadfast in its support, the performance in maternal child health has remained more less the same between 2018-2019 and 2023, for males (59 percent) and females (53 percent).¹⁴⁸ That means the health service delivery system, in this regard, will continue to be UNDP's focus for support in Guinea-Bissau in the remaining programme period and beyond.

In contributing to strengthening the health and social protection systems, UNDP supported the development of an inclusive social protection framework and scheme (Social Protection Policy) that has been approved by the Council of Ministers of Guinea-Bissau.¹⁴⁹ In tandem with its strong partnership development role in the United Nations Development system, UNDP also supported the Government of Guinea-Bissau to mobilise resources worth € 5.19 million for COVID-19 Response Mechanism in Guinea-Bissau in 2022-2023.¹⁵⁰ The strong response by UNDP to COVID-19 pandemic has been applauded by Government as the best partnership a UN agency could demonstrate to save lives of the people of Guinea-Bissau.¹⁵¹

Further, to strengthen the health and social protection systems, UNDP introduced digital solutions for vaccine delivery to ensure environmentally and socially sustainable health system in place. The following systems have also been strengthened: (a) Health Information Management System (DHIS2) – community health workers and health facility data collection tools have been linked to the data server at Bissau to provide real time health information;¹⁵² (b) Health Product Management (e-Logistic Management Information System / Construction of new central warehouse – Central Medical Store (warehouse) has been completed and is in the process of handover to Government¹⁵³); (c) Community Health System (Training and Procurement of Equipment of Community Health Workers – data collection tablets have been provided; they are linked to the central data servers in Regional Hospitals, and are providing real time data for decision-making¹⁵⁴); and (d) Emergency Operation Centres for Health.¹⁵⁵

¹⁴⁶ CPD Indicator Monitoring Tracking Tool (2022-2023)

¹⁴⁷ Malaria Indicator Survey implemented by UNDP partner Bandim Health Project to measure the use of nets at national level 6 months after the malaria campaign.

¹⁴⁸ [GC7.pdf](#)

¹⁴⁹ [Approval Social Protection Policy.pdf](#)

¹⁵⁰ CPD Indicator Monitoring Tracking Tool (2022-2023)

¹⁵¹ Key informant

¹⁵² Key informant

¹⁵³ Key informant

¹⁵⁴ Key informant

¹⁵⁵ [NFM3.pdf](#)

v) *Achievements of the programme under Outcome 3 output 3.2.*

The analysis of the achievements of the programme under this output, revealed that only one of the output indicators in Output 3.2 has been achieved midterm the programme period. Table 7 summarises the programme progress under output 3.2.

Table 7: *Summary of programme progress under output 3.2.*

Output 3.2: Enhanced health-seeking behaviours to manage vulnerability and reduce risks			
Indicator	Target	Progress	Level of Achievement
3.2.1. % of pregnant women with 4 antenatal consultations (ANC)	90% (2026)	25% (2023)	Under-Achieved Midterm: 28%
3.2.2. % of vulnerable groups (pregnant women and children under 5) and at-risk populations (general population) who slept under an insecticide-treated net the previous night	95%, all groups (2026)	87%, all groups (2023)	Achieved Midterm: 92%

As table 7 above shows, health seeking behaviours for 4 ANC for pregnant women in Guinea-Bissau continues to be low. Out of the 106,649 expected pregnancies in 2023, only 25,551 (25%) expectant mothers had ANC 4 visit. This number is more less the same as that of 2022. Out of the 106,649 expected pregnancies in 2022, only 25,551 expectant mothers (24%) attended ANC 4, signifying the continued low health seeking behaviours for 4 ANC among pregnant women.

UNDP has contributed to access to and also encouraged vulnerable groups (pregnant women and children under 5) and at-risk populations (general population) to sleep under an insecticide-treated net (ITN) at night. The percent of pregnant women who slept under an ITN the previous night, rose from 88 percent in 2020 to 91 percent in 2023. The percent of children Under-5 who slept under an ITN the previous night, dropped slightly, from 88.5 percent in 2020 to 85 percent in 2023.¹⁵⁶ The percent of the general population who slept under an ITN the previous night, rose from 83.5 percent in 2020 to 87 percent in 2023. As explained earlier, the main contributing factor to the progress in the use of ITN is the 2023 mass campaign that took place in June 2023, and distributed over 1.3 million nets to a population of 2.5 million people.

c) NATURAL RESOURCE MANAGEMENT

UNDP developed eight partnerships with different women-led organizations to respond to challenges related to the issues of climate change. Partnerships on greener growth, fuelled by clean renewable energy, is contributing to environmental sustainability, and enhancing resilience to the effects of climate change.¹⁵⁷ UNDP also enhanced stakeholders' capacities to integrate disaster and climate risk management into national development policies, plans and business models, that focused on national priorities such as climate change, energy, water, health and food security. It has accelerated sustainable energy access through renewable energy investments for the vulnerable communities, and policy and institutional and legal frameworks.

The natural resources management development result is to be achieved through **CPD Outcome 2: *By 2026, Guinea-Bissau has achieved structural economic transformation driven by enhanced productive capacity, value addition, blue economy and inclusive green growth that leaves no one behind, while capitalizing on small island developing States (SIDS) characteristics and ensuring sustainable use and protection of natural resources.***

This outcome is to be achieved through three outputs: **Output 2.3: *Public, private and CSOs actors have enhanced capacities to manage disaster and climate risk in a gender-responsive way;*** **Output 2.4: *Cities/communities are equipped with tools to better value the natural capital and renewable energy potential as part of local sustainable and resilient economic development;*** and **Output 2.5: *Strengthened governance of environmental and natural resources.***

a) *Achievements of the programme under output 2.3.*

The analysis of the achievements of the programme under this output, revealed that all the output indicators in Output 2.3 have been achieved, midterm the programme period. Table 8 summarises the programme progress under output 2.3.

¹⁵⁶ CPD Indicator Monitoring Tracking Tool (2022-2023)

¹⁵⁷ Ibid

Table 8: Summary of programme progress under output 2.3.

Output 2.3: Public, private and CSOs actors have enhanced capacities to manage disaster and climate risk in a gender-responsive way			
Indicator	Target	Progress	Level of Achievement
2.3.1. EXTENT to which development strategies and plans are risk-informed and gender-sensitive	3-4 (2026)	3 (2023)	Achieved Mid-term: 100%
2.3.2. EXTENT to which early-warning and preparedness MEASURES are in place to manage impact of conflicts, disasters, pandemics, and other shocks. 0=Not in place, 1=Work started, 2=Work in progress, 3=Work almost complete, 4=In place	4 (2026)	2 (2023)	Under-Achieved Mid-term: 50%

As the table 8 shows, UNDP has ensured all the development strategies and plans it supported, are risk-informed and gender-sensitive. The strategies and plans are: (a) Vulnerability of Guinea-Bissau's Coastal Zone Environmental and Social Assessment (SESA) to build resilience and power tourism in Guinea-Bissau;¹⁵⁸ (b) Guinea-Bissau Blue Economy Strategy (GBBES) as a catalyst to Green Recovery by strengthening climate change resilience on coastal zones and promote access to modern energy services;¹⁵⁹ and (c) Monitoring and Evaluation Framework to provide risk and gender related information for National Convention on Climate Change (NCCC) and Government. The strategies and plans were developed through the project, "Strengthen the adaptive capacity and climate resilience of Guinea-Bissau vulnerable coastal communities to climate risks, worth US\$12.5 million.¹⁶⁰ UNDP is working on putting in place early-warning and preparedness measures to manage impact of conflicts, disasters, pandemics, and other shocks. It has so far; (a) strengthened the resilience and adaptive capacity to climate Change through "Guinea-Bissau's Agrarian and Water Sectors Project", including vulnerability mapping of Guinea-Bissau's Coastal Zone to the Effects of the Climate Change; (b) strengthened the adaptive capacity and climate resilience of Guinea-Bissau coastal communities vulnerable to climate risk, including setting up Early Warning System with tools, capacities, and mechanisms to prevent and mitigate natural disasters; and (b) strengthened the climate monitoring capabilities, early warning systems and information for responding to climate shocks and planning adaptation to climate change in Guinea-Bissau, through supporting a National Coordination Centre for Early Warning (CEDEAO) to coordinate Early Warning System (EWS) and climate information at the national and regional levels.

ii) *Achievements of the programme under output 2.4.*

The analysis of the achievements of the programme under this output, revealed that two output indicators in Output 2.4 have been achieved, midterm the programme period; and only one has not yet been achieved. Table 9 summarises the programme progress under output 2.4.

Table 9: Summary of programme progress under output 2.4.

Output 2.4: Cities/communities are equipped with tools to better value the natural capital and renewable energy potential as part of local sustainable and resilient economic development			
Indicator	Target	Progress	Level of Achievement
2.4.1. NUMBER of new, funded partnership mechanisms for sustainable management solutions of natural resources and waste , at national or subnational level.	5 (2026)	2 (2023) 1. Strengthening Resilience and Adaptive Capacity to Climate Change in Guinea-Bissau's Agrarian and Water Sector Project (2022-2024) 2. The Early Warning System Project (2023-2029)	Under-Achieved Mid-term: 40%
2.4.2. % of direct beneficiaries, by age and sex, including the most vulnerable, covered by a National early-warning system	50% (2026)	31.9% (2023)	Achieved Mid-term: 64%
2.4.3. Number of households benefiting from alternative technologies and renewable energies	200 (2026)	28,211 (2023)	Over-Achieved Mid-term: 141,106% ¹⁶¹

As table 9 above shows, UNDP has so far developed two out of five funded partnerships mechanisms for sustainable management solutions of natural resources and waste: The "Strengthening Resilience and Adaptive Capacity to Climate Change in Guinea-Bissau's Agrarian and Water Sectors Project" and "The Early Warning System Project." That UNDP has

¹⁵⁸ [Coastal Project SESA study Report Final EN.pdf](#)

¹⁵⁹ [UNDP GB - Blue Economy.pdf](#)

¹⁶⁰ [GCF-PRODOC-00136610 Signed.pdf](#)

¹⁶¹ Extremely high achievement is an indication that poor assessment of the target population was conducted, and contributed to low target setting

been able to mobilise additional resources towards strengthening resilience and adaptive capacity to Climate Change in Guinea-Bissau, with the Early Warning System Project, going beyond the programme period (up to 2029), is a sign that UNDP remains a trustworthy development partner to donors, as well as a trusted partner of the Government of Guinea-Bissau.

In the “Strengthening Resilience and Adaptive Capacity to Climate Change in Guinea-Bissau’s Agrarian and Water Sector Project”, the funds have gone towards training for use of waste (rice bran, cattle manure, green leaves, dried mango leaves) for fertilizer production. It has also introduced innovative techniques using waste in the production of Biofertilizers and the generation of sustainable energy. It has promoted sustainable income-generating activities such as horticulture; and supported soil preparation practices, compost production, planting spacing and use of protective equipment to control pests and diseases. It has also supported training for soil preparation for vegetables, composting, base and top dressing, implementation of a nursery, irrigation, thinning, plant management, phytosanitary control, harvesting and marketing. A total of 149 women benefitted through the capacity building initiatives in three communities.¹⁶² Through the project, average yields of major dry cereal crops increased: bacillus maize - 962 kg/ha (48%), sorghum - 919 kg/ha (30%); black maize - 886 kg/ha (32%), peanut - 1030 kg/ha (32%); and rice - 1615 kg/ha (50.5%). Food availability has been restored for six more months after harvest through storage of cereals in banks, improved animal health (provision of medicines), introduction of improved breeds of animals, and cultivation of forage plants. The average water consumption per inhabitant has also increased by 39.05 litres in the plots covered by the project. More than 113,000 M³ of additional water per year was mobilized through the project. In total, 2,120 people benefitted, of whom 868 are women and 1,252 are men.¹⁶³

Further, through the project, UNDP reached more than the number of households benefiting from alternative technologies and renewable energies. Forty households (323 people - 221 women and 102 men) in the targeted community of the ecological complex benefitted from using photovoltaic as a source of renewable energy.¹⁶⁴ UNDP also distributed 240 improved cook-stoves that reduces firewood consumption, benefiting 280 families in the community. Moreover, UNDP equipped two Ice factories with Solar, benefiting 3,193 people (1,475 men and 1,718 women), resulting into creating 4 types of businesses: sailing ice water, selling juice, preserving fish, and selling ice, in the community. UNDP also equipped twenty water boreholes with Solar system, enabling remote, off-grid communities to have access to water without any CO₂ emission, benefiting 24,068 families in 56 communities. It has improved Digital inclusion, with training of 50 rural women in Digital solution and provided them with IT tablets, enabling them to sell and promote their products online.

UNDP also enabled 4,167 women (63%) and 2,447 men (37%), including the most vulnerable, to be covered by a National early-warning system. By strengthening climate information and early warning systems for climate resilient development and adaptation to climate change in Guinea-Bissau, 14 villages were equipped with ‘Contingency Plans’ and actively managed and provided rapid responses to some flood events, benefiting a total of 13,000 inhabitants in the 14 villages. Moreover, more than 25,000 people were sensitized in the 14 pilot villages and 69 surrounding villages on climate change issues.¹⁶⁵ The Early Warning System Project, with a funding period of up to 2029, aims to directly benefit 50,000 people, of whom 26,000 are women and 24,000 are men. In addition, 700,000 people will indirectly benefit from the project, of whom 364,000 are women and 336,000 are men.¹⁶⁶

iii) *Achievements of the programme under output 2.5.*

The analysis of the achievements of the programme under this output, revealed that two of the output indicators in Output 2.5 have been achieved midterm the programme period; and only one has not yet been achieved. Table 10 summarises the programme progress under output 2.5.

Table 10: *Summary of programme progress under output 2.5.*

Output 2.5: Strengthened governance of environmental and natural resources			
Indicator	Target	Progress	Level of Achievement
2.5.1. Number of innovative incentive mechanisms promoting rational use of scarce natural resources put in place	3 (2026)	2 (2023)	Achieved Mid-term: 67%
2.5.2. % of Adoption and Implementation of national and local Environmental Governance reforms	30% (2026)	15% (2023)	Under-Achieved Mid-term: 50%

¹⁶² CPD Indicator Monitoring Tracking Tool (2022-2023)

¹⁶³ [NAPA Terminal Evaluation Report PIMS 3977 final.pdf](#)

¹⁶⁴ [2023-GEF-PIR-PIMS4978-GEFID6988.docx](#)

¹⁶⁵ [NAPA Terminal Evaluation Report PIMS 3977 final.pdf](#)

¹⁶⁶ [Early Warning Guinea Bissau EWS PRODOC.docx](#)

As table 10 above shows, UNDP supported a number of innovative incentive mechanisms promoting rational use of scarce natural resources. This progress is reflected through "Small Grant Project (SGP)," titled, "*Strengthening the resilience of vulnerable coastal areas and communities to climate change in Guinea Bissau*,"¹⁶⁷ Through the innovative incentive mechanisms, 661 people, of whom 341 are women and 320 are men, were trained on the use of oceanic resources to preserve their health and ecosystems. While the use of biodiversity products to make fertilizer, has so far benefited 317 families, with 2,384 people actively engaged in sustainable land management.¹⁶⁸ Six species, totalling 12,306 plants, were repopulated, leading to restoration and improved management of 84 hectares of land in the coastal zone, through the Small Grant Project.¹⁶⁹

UNDP improved the climate resilience of coastal communities' livelihood options, targeting vulnerable groups of women and youth, through: (a) promotion of cultivation of low-land rice protected from climate risks; (b) adoption of climate resilient practices (hydro-agricultural management) for 291.7 ha of rice fields in the coastal land, benefitting 6,751 direct beneficiaries of whom 3,542 (52.5%) are women; and (c) improving 7.01 ha of coastal areas through the construction of 9 community gardens of approximately 1 hectare garden and establishment of management model in nine other localities, directly benefiting 2,745 rural community members of whom 1,334 (or 49%) are women. Additionally, communities in these localities were involved in building dikes for protection; to serve as anti-erosion, dividers, and rice belts, in an area of 351 ha. While 61.6 ha of land were planted with mangroves, benefitting 9,496 direct beneficiaries of whom 4,876 (51,3%) are women.¹⁷⁰ UNDP also supported the construction of a multipurpose forest species nursery, covering 0.5 ha of coastal land, benefitting 1,834 direct beneficiaries of whom 875 (or 47.7%) are women.¹⁷¹

Guinea-Bissau developed the first Nationally Determined Contribution (NDC) following the signing of the Paris Climate Agreement on April 22, 2016, then its ratification by the Bissau-Guinean parliament on October 22, 2018. Guinea-Bissau is also a non-Annex-I Party and a signatory to the United Nations Framework Convention on Climate Change (UNFCCC) and the Kyoto Protocol.¹⁷² It has so far adopted and implemented national and local Environmental Governance reforms on; (a) the National Climate Change Policy; (b) National Policy for the Promotion of renewable Energy; (c) National System of Protected Areas; and (d) the Charter of Energy Sector Development Policy. UNDP is working with the government of Guinea-Bissau on the adoption and implementation of two key strategy documents on which local Environmental Governance reforms are to be made: (a) NDC in the Framework of the Paris Climate Agreement (UNDP Climate Promise); and (b) UNFCCC – National Communication on Environment (3rd Communication).¹⁷³ So far, only 15 percent of the work on reforming the NDC and UNFCCC, have been completed. The reforms on the 4th National Communication on Environment (2024) is on-going, and due to be completed by the end of 2024.

5.2.2. Main contributions to development for which UNDP is recognized in the Guinea-Bissau

Moderately Achieved: *The evaluation concludes that capacity strengthening of institutions and systems; strong response to COVID-19 pandemic; and adoption of the first Nationally Determined Contribution (NDC) following the signing of the Paris Climate Agreement on April 22, 2016, then its ratification by the Bissau-Guinean Parliament on October 22, 2018, are the main contributions UNDP's partnership is recognised.*

Democratic governance: UNDP has supported a number of marginalised persons to access justice: 16,010 people in 2023 against a target of 14,672 people by 2026, is a demonstration of the effectiveness of the Justice Access Centres (CAJ) in providing justice services, particularly, for women, girls, youth, and vulnerable groups. As key informants revealed, UNDP's work on strengthening capacities of the justice institutions and systems, contributed to the fulfilment of nationally and internationally ratified human rights obligations (The National Human Rights Commission - NHRC and The National Commission for Human Rights and Citizenship – CNDHC), their compliance with the Paris Principles,¹⁷⁴ and their implementation, which have contributed to the improved access to justice in Guinea-Bissau.

Enhanced human development and economic structural transformation: UNDP remains a trusted government partner with a lead role in the United Nations development system. Building on the success of the Global Fund Grant Cycle 6 (GC6) (2021-2023) in which it was a principal recipient (PR), UNDP has again been approved by the Country Coordination Mechanism (CCM) of the Ministry of Health of the Government of Guinea-Bissau, to act as the Global Fund Grant Cycle 7 (GC7) principal recipient for the ongoing Global Fund Grant to Guinea-Bissau of approximately €30 million for three years (2024-2026).¹⁷⁵

¹⁶⁷ [2023-GEF-PIR-PIMS4978-GEFID6988.docx](#)

¹⁶⁸ Ibid

¹⁶⁹ Ibid

¹⁷⁰ Ibid

¹⁷¹ Ibid

¹⁷² <https://unfccc.int/non-annex-i-ncs> (Guinea-Bissau)

¹⁷³ [20211012_NDC_Guinea Bissau_Cleaned_Final.UNFCCC.pdf](#)

¹⁷⁴ The Paris Principles (standards for human rights institutions): <https://www.asiapacificforum.net>.

¹⁷⁵ Global Fund Malaria Decreased Morbidity and Mortality in Guinea-Bissau. Global Fund Grant Cycle 7 (GC7) (20224-2026), p. 1.

That the Government of Guinea-Bissau has approved UNDP for the second time in a row, to manage the Global Fund Grant, is a further demonstration of the recognition of UNDP as a trusted government partner, with strong governance role and accountability in the United Nations Country Team serving in Guinea-Bissau.

Natural resource management: UNDP supported Guinea-Bissau to have policy measures in place to enable the enhancement and/or implementation of the NDC under the Paris Climate Agreement. Guinea-Bissau formally adopted its first NDC following the signing of the Paris Climate Agreement on April 22, 2016, then its ratification by the Bissau-Guinean Parliament on October 22, 2018. That Guinea-Bissau is committed to the climate action is demonstrated by its completion and submission of key policy measures – three National Communications (NC): National Communication 1 - NC1 (Guinea-Bissau 2005); National Communication 2 - NC2 (Guinea-Bissau 2011); and National Communication 3 - NC3 (Guinea-Bissau 2018); with the fourth one in progress, still supported by UNDP, highlights the great value placed on UNDP's dedicated efforts to mitigate and promote climate change adaptation in Guinea-Bissau.¹⁷⁶ The strength of UNDP's partnership in the area of Climate Change is reflected in Guinea-Bissau's participation in the 2023 UN Climate Change Conference (UNFCCC COP 28) in Dubai, United Arab Emirates (UAE).¹⁷⁷

5.2.3. Unexpected outcomes or consequences UNDP programme has yielded, and the implications of the outcomes or consequences

Achieved: *The evaluation concludes that the strong response by UNDP to COVID-19 pandemic has been applauded by Government as the best partnership a UN agency could demonstrate to save lives of the people of Guinea-Bissau.*

Democratic governance: COVID-19 exposed and highlighted the many weaknesses of the public service provision and institutional structure in Guinea-Bissau. The pandemic, which accentuates the fragility of the public service provision to the citizens was intertwined with a political crisis following the contested legislative and presidential elections in 2019.¹⁷⁸ UNDP's strong response to mitigate the negative effects of COVID-19 in Guinea-Bissau, with special attention paid to strengthening the healthcare system to respond to the pandemic, diverted its attention from the little progress on vital political reforms and institutional strengthening caused by the political instability for the past decades, that led to a heavy burden on the country, becoming ever more visible during the COVID-19 crisis. On the other hand, as remarked by key informant from the Government Ministry of Economy, Planning and Regional Integration, UNDP's immediate and strong response to mitigate the effects of the pandemic contributed to saving many lives.

Enhanced human development and economic structural transformation: Lower incomes and rising poverty in Guinea-Bissau are the immediate consequences of the COVID-19 crisis.¹⁷⁹ The response to the pandemic could not be achieved in a linear fashion by addressing first the health and humanitarian aspects while waiting for the socio-economic response to start. Unfortunately, COVID-19 response claimed UNDP's first and foremost attention throughout the response. UNDP's response to mitigate the negative effects of COVID-19 in Guinea-Bissau, with special attention paid to strengthening the healthcare system to respond to the pandemic, diverted large funds and attention from the rising poverty in Guinea-Bissau.¹⁸⁰ Women are disproportionately affected, and efforts made in the recent past to reduce gender inequality in Guinea-Bissau are likely to reverse. Women work substantially in the hard-hit informal sector and the confinement measures put in place to reduce the spread of COVID-19, increasingly led to gender-based violence.¹⁸¹

Natural resource management: Despite having a wealth of natural resources, Guinea-Bissau faces challenges in environmental conservation due to acute poverty and political fragility. Diminishing rainfall and gradual rise in temperature are major climate risks for Guinea-Bissau. The country's large population in the coastal zone is vulnerable to coastal erosion, coastal flooding, inland flooding and saltwater intrusion.¹⁸² This situation is also negatively affecting the coastal forests, cashew orchards and fisheries. UNDP helped Guinea-Bissau to mitigate climate risks in agriculture, fisheries and ecotourism, by strengthening the financial sustainability and management effectiveness of the national protected areas. Unfortunately, COVID-19 response claimed UNDP's attention throughout the response. UNDP's response to mitigate the negative effects of COVID-19 in Guinea-Bissau, with special attention paid to strengthening the healthcare system to respond to the pandemic, diverted large funds from strengthening resilience and adaptive capacity of communities to Climate Change in Guinea-Bissau, diminishing the gains made in mitigating climate risks in Guinea-Bissau.¹⁸³

¹⁷⁶ <https://unfccc.int/non-annex-I-NCs> (Guinea-Bissau)

¹⁷⁷ <https://sdg.iisd.org>

¹⁷⁸ BUILDING BACK BETTER STARTS NOW: COVID-19 Socio-economic impact analysis for Guinea-Bissau.

¹⁷⁹ Ibid.

¹⁸⁰ Ibid.

¹⁸¹ Ibid.

¹⁸² www.undp.org

¹⁸³ Ibid.

5.2.4. *Extent to which UNDP has been effective in supporting local initiatives for SDG fulfilment, and whether the local initiatives are producing nationally significant results*

Achieved: The evaluation concludes that UNDP has been effective in supporting local initiatives for SDG fulfilment, and the local initiatives are producing nationally significant results.

Democratic governance: In June 2023, when parliamentary and presidential elections took place in Guinea-Bissau, UNDP allocated USD 1 million towards the elections to support the Government of Guinea-Bissau in the election process. The resources were from the project titled, "Resilient Ecosystems for Structured Transformation in Guinea-Bissau (RESET)." Desk review of the project report, however, revealed that, despite the reallocation of part of the project funds towards the election process, the project still delivered 100 percent of its activities.¹⁸⁴ UNDP's allocation of this resources is a demonstration of UNDP's commitment to promoting democratic governance in Guinea-Bissau, in line with **SDG 16: Peace, Justice and Strong Institutions**.

UNDP developed the capacity of the Private sector and CSOs in Guinea-Bissau to support the fulfilment of nationally and internationally ratified human rights obligations. As described earlier in **subsection 5.2.1**, through the built capacities, the Private sector, including publicly owned companies in Guinea-Bissau, are now involved in Human Rights implementation. Further, to ensure effective and efficient functions of the Private sector in its implementation of Human Rights in Guinea-Bissau, UNDP supported the establishment of an office for incipient legal aid model, to expand civic space in Guinea-Bissau. Moreover, the government in partnership with CSOs, promoted spaces for dialogue on civic participation, gender and the inclusion of people with disabilities in the electoral process. The spaces for dialogue have enhanced inclusiveness, and CSOs have assumed an important civic role in monitoring and supporting the State in the implementation of public policies, particularly in the areas of citizen participation in the political-democratic sphere.

Enhanced human development and economic structural transformation: As described earlier in **subsection 5.2.1**, UNDP has enhanced access to microfinance, targeting vulnerable and marginalised groups (women, men and other groups) in Guinea-Bissau. About two hundred thousand marginalised persons (216,954 - 151,278 men, 65,676 women) have accessed financial services, through six Banks and 283 service points in Guinea-Bissau in 2023. About forty-six percent (46.8%) of the accounts opened at microfinance institutions in Guinea-Bissau, were by women; 49.5 percent were by men; and 3.7 percent were by other groups. Similarly, 36.8 percent of the loans active at microfinance institutions were for women; 60.9 percent were for men; and 2.3 percent were for other groups. Access to finance has been further enhanced through 200 KIOSKS deployment in the regions (eastern, southern, northern), including 50 in Bissau. The KIOSKS created 250 new direct jobs such as kiosk managers, cash management agents, and Orange Money promoters. UNDP also improved Digital inclusion, with training of 50 rural women in Digital solution and provided them with IT tablets, enabling them to sell and promote their products online (**SDG 9: Industry, Innovation and Infrastructure; SDG 5: Gender Equality**).

In terms of economic rights, the Programme's support through increased access to microfinance and employment benefits for the vulnerable and marginalised groups, has partially lifted the financial burden on local authorities to provide all services to these groups. Similarly, the political tensions between community members for economic opportunities has also been reduced. This is a demonstration of the effectiveness of the programme in 'Reaching the Furthest Behind First' with economic empowerment, a policy priority of the Agenda 2030 for Sustainable Development (**SDG 8: Decent Work and Economic Growth; SDG 5: Gender Equality; SDG 1: No Poverty**).

Natural resource management: As remarked by a senior official from the Ministry of Economy, Planning and Regional Integration, clean water supply is one of the key priority areas in the current National Development Plan (2020-2024), and remains a key priority area for the next National Development Plan (2025-2030). As described earlier in **subsection 5.2.1**, UNDP supported strengthening the resilience and adaptive capacity of communities to Climate Change in Guinea-Bissau's Agrarian and Coastal communities through improving access to clean water supply and clean and renewable energies. Through the support, average water consumption per inhabitant has increased by 39.05 litres in the communities covered by the UNDP interventions. More than 113,000 M³ of additional water per year for the community has been mobilized through the interventions, contributing to the fulfilment of **SDG 6: Clean Water and Sanitation**; and **SDG 13: Climate Action**. The number of households benefiting from alternative technologies and renewable energies has increased. Over forty households in the targeted communities benefitted from using photovoltaic as a source of renewable energy. Further, UNDP supported distribution of 240 improved cook-stoves that reduces firewood consumption, and benefiting 280 families in the community, contributing to the fulfilment of **SDG 7: Affordable and Clean Energy**. UNDP also equipped twenty water boreholes with Solar system, enabling remote, off-grid communities to have access to water without any CO₂ emission, benefiting 24,068

¹⁸⁴ Resilient Ecosystems for Structured Transformation in Guinea-Bissau (RESET) project Annual Report, 2023, p.2.

families in 56 communities, thus contributing to the aspirations of the Government as well as the fulfilment of **SDG 6: Clean Water and Sanitation**. This is a further demonstration of the effectiveness of the programme in contributing to national priorities of Government, and promoting the Agenda 2030 for Sustainable Development.

5.2.5. Extent to which UNDP has been effective in advocating best practices and desired goals in Guinea-Bissau

Achieved: *The evaluation concludes that UNDP has been effective in advocating best practices and desired goals in Guinea-Bissau*

Democratic governance: Proximity to justice services significantly increases usage, especially among vulnerable groups. UNDP in partnership with the Ministry of Justice and UNICEF expanded access to justice in Guinea-Bissau through 'Mobile Justice', delivered at the Justice Access Centres (CAJ) in the seven regions of Guinea Bissau. As described earlier in **subsection 5.2.1**, the Initiative includes traveling to remote communities, to carry out civil registrations and trials, as well as awareness-raising and information sessions. The approach to increasing justice for the marginalised has ensured no citizen, regardless of their geographical location, is left without access to justice. This aligns with the United Nations Sustainable Development Goal (**SDG 16: Peace, Justice and Strong Institutions**). Since its launch in 2021, the 'Mobile Justice' has expanded access to justice by decentralising and improving access to justice services in remote areas of Guinea-Bissau. Developed from a study carried out by UNDP Acceleration Laboratory at the House of Justice in Gabu in Guinea-Bissau, 'Mobile Justice' is nation-wide, and covers the country's eastern, southern, northern and island regions, excluding the capital Bissau. The Initiative has not only provided access to judicial services, but also human rights education and gender sensitisation in remote communities.

Enhanced human development and economic structural transformation: Malaria is the leading cause of clinical consultations, hospitalisations, and hospital deaths in Guinea-Bissau.¹⁸⁵ As described earlier in **subsection 5.2.1**, UNDP is addressing this by increasing access to ITN. The percent of the general population who slept under an insecticide-treated net the previous night, rose from 83.5 percent in 2020 to 87 percent in 2023. As described earlier in **subsection 5.2.1**, the main contributing factor to access to ITN is the 2023 mass campaign that took place in June 2023, during which UNDP supported distribution of over 1.3 million nets to a population of 2.5 million people. The improvements in the access to the use of ITN is a result of the population being more aware of the risks of malaria; and the use of mosquito nets is the simplest way to protect against mosquito bites and the cheapest means to prevent malaria transmission. This UNDP contribution is a further demonstration of the effectiveness of the programme in responding to the priority need of the Government of Guinea-Bissau, and in promoting the Agenda 2030 for Sustainable Development (**SDG 3: Good Health and Well-Being**).

Natural resource management: Droughts are one of the most serious effects of climate change in Guinea-Bissau, and prolonged droughts lead to food shortages and loss of livestock in the affected communities. UNDP has been addressing these issues by strengthening the resilience and adaptive capacity to climate change of the affected communities. As described earlier in **subsection 5.2.1**, the actions prioritised by and for women, in particular, have resulted in a reduction of pressure on wood fuel consumption through capacitating women to construct improved clay cook stoves, benefiting 280 families in the targeted communities.¹⁸⁶ Moreover, the introduction of improved crop seeds, accompanied with training on improved crop management techniques, has resulted in increased average yields of major cereal crops: bacillus maize - 962 kg/ha (48%), sorghum - 919 kg/ha (30%); black maize - 886 kg/ha (32%); and rice - 1615 kg/ha (50.5%). Food availability has been restored for six more months after harvest through storage of cereals in banks. There is improved animal production through introduction of improved breeds of animals, provision of medicines, and cultivation of forage plants. Further, the creation of horticulture/vegetable gardens has had the effect of improving the quality of food for families while generating additional income.¹⁸⁷

5.2.6. Extent to which UNDP's support has contributed to an improvement in a national government capacity, including institutional strengthening

Moderately Achieved: *The evaluation concludes that UNDP's support has to some extent contributed to an improvement in a national government capacity, including institutional strengthening.*

Democratic governance: As described earlier in **subsection 5.2.1**, UNDP's support has contributed to the fulfilment of nationally and internationally ratified human rights obligations through building capacities of national government, including institutions. Through the built capacities, the Human Rights League of Guinea-Bissau prepared and submitted the Bi-annual

¹⁸⁵ <https://www.severemalaria.org>. Retrieved 22 Dec 2022.

¹⁸⁶ CPD Indicator Monitoring Tracking Tool (2022-2023)

¹⁸⁷ [NAPA Terminal Evaluation Report PIMS 3977 final.pdf](#)

Report on the Human Rights situation in Guinea-Bissau (2020-2022). It completed the Implementation Report of the International Covenant on Economic, Social and Cultural Rights GUINEA-BISSAU 2023. UNDP has contributed to the Rule of Law and Justice by supporting the preparation and completion of the Report on the International Covenant on Civil and Political Rights - Guinea-Bissau; and the National Periodic Report on the Implementation of the Convention on the Rights of the Child (CRC). UNDP also contributed to the development of the first National Anti-Corruption Strategy (2021–2030), since Guinea-Bissau joined the United Nations Convention Against Corruption (UNCAC) in 2007. The Strategy identifies mechanisms to prevent and combat corruption and promote a culture of transparency, integrity and good governance.

In regard to institutional strengthening, and as described earlier in **subsection 5.2.1**, UNDP built the capacity of State actors (Ministry of Health, Judiciary Police, Police Model Policing Stations in Gabu, and the National Centre for Judiciary Training) in democratic governance, accountability, transparency, human rights, and gender equality. Further, UNDP equipped the Courts of Accounts and the Ministry of Justice, with Digital Information System for administrative services. In the Courts of Accounts, digitisation of Archives is already improving security and consolidating reforms and modernisation in the Ministry of Justice. In addition, digitisation of civil registry books is now safeguarding them from degradation, ensuring the identity rights of all Bissau-Guineans. It has opened opportunity of registering the entire population on a continuous system, providing proof of identity for everyone.¹⁸⁸ CSOs benefit directly from the digitisation because their registration records will be preserved, enabling more efficient and reliable registration processes. While the Ministry of Transport, has started scanning driving licenses for digitisation, Digital Information System for five other ministries are yet to be implemented.

Enhanced human development and economic structural transformation: As described earlier in **subsection 5.2.1**, UNDP supported the Government of Guinea-Bissau to devise evidence-based national development policies geared towards fostering inclusive and diversified green growth, sustainable human development, and better targeting of vulnerable and marginalised groups. The National Financial Inclusion Strategy (2023-2027) was launched in June 2023. The National Blue Economy Strategy and Investment Plan for Guinea-Bissau 2023-2030, was launched in September 2024. As key informants remarked, the biggest challenge to their implementation is the current lack of funds from Government; and Development partners are hesitant to give their money to Government to manage for downstream interventions, and are instead preferring to engage directly at the subnational and local levels through their local partnerships.

Further, as described earlier in **subsection 5.2.1**, UNDP strengthened the capacities of national institutions in planning, accountable management, and monitoring and evaluation. It also supported the national awareness-raising and capacity-building seminar on the Africa Continental Free Trade Area (AfCFTA), targeting 90 technical trainees from ten national institutions, with focus on: Free movement in the ECOWAS Community Space, and Cross-border trade in the AfCFTA. The AfCFTA Awareness and Dissemination Project, enabled the Guinean private sector to know and understand the AfCFTA Agreement; Implementation of AfCFTA Agreement; strengthened the capabilities of this segment of the population of Guinea-Bissau in different aspects of the AfCFTA Agreement; and provided public administration, the private sector, as well as Guinean civil society with the necessary information and materials for an optimal implementation of the AfCFTA Agreement.

Natural resource management: UNDP strengthened the climate monitoring capabilities, early warning systems and information for responding to climate shocks and planning adaptation to climate change in Guinea-Bissau, through supporting the National Coordination Centre for Early Warning (CEDEAO) to coordinate Early Warning System (EWS) and climate information at the national and regional levels. As described earlier in **subsection 5.2.1**, by strengthening climate information and early warning systems for climate resilient development and adaptation to climate change in Guinea-Bissau, UNDP enabled 4,167 women (63%) and 2,447 men (37%), including the most vulnerable, to be covered by a National early-warning system. Further, As described earlier in **subsection 5.2.1**, UNDP supported the Ministry of Environment and Biodiversity of the Government of Guinea-Bissau to develop the Vulnerability of Guinea-Bissau's Coastal Zone Environmental and Social Assessment (SESA), to build resilience and power tourism in Guinea-Bissau. Fourteen villages were equipped with 'Contingency Plans' and actively managed and provided rapid responses to some flood events, benefiting a total of 13,000 inhabitants in the 14 villages.

5.2.7. Contributing factors that enhance or impede UNDP performance

Moderately Achieved: *The evaluation concludes that UNDP utilised effective strategies to enhance its performance, but other factors contribute to reducing its performance.*

Democratic governance: As described earlier in **subsection 5.2.1**, UNDP supported the establishment of an office for incipient legal aid model, the Office of Assigned Lawyers within the Bar Association of Guinea-Bissau (OAGB), including providing equipment and finances to OAGB for the installation and operation of GAO. Further, as described earlier in **subsection 5.2.1**,

¹⁸⁸ Building National ID intermediate project report Final.docx

the creation of an office of women lawyers within GAO has marked a significant milestone in advancing access to justice, gender equality, combating discrimination, and reducing Sexual Gender Based Violence (SGBV) in Guinea-Bissau. UNDP also supported Government to develop the first National Anti-Corruption Strategy (2021–2030), although its implementation remains uncertain. UNDP's support to institutionalising the culture of democratic governance in key aspects of society in Guinea-Bissau, aligns with the United Nations Sustainable Development Goal (**SDG 16: Peace, Justice and Strong Institutions**). However, the Sustainable Development Report for Guinea-Bissau, show that the Corruption Perception Index has remained stagnant or increasing at a slow pace (22.00 in 2023 compared to 21.00 in 2021),¹⁸⁹ implying that corruption is still endemic in Guinea-Bissau's institutions. Further, advocacy against corruption still meets resistance from Government, as the Sustainable Development Report for Guinea-Bissau (2023) revealed that press freedom still faces major challenges, evidenced from the Press Freedom Index, which is also stagnant or increasing at a slow pace (55.95 in 2023 compared to 58.79 in 2022).¹⁹⁰

UNDP supported the Government to institutionalise gender in the highest decision-making organ of Government (Parliament), to promote inclusive governance. As a key informant remarked, in the last parliament that was dissolved in December 2023, there were only 11 (11%) women legislators out of the 102 legislators). The low representation of women legislators meant that the voice of those women furthest behind in the community would not be heard. Further, with parliament dissolved, UNDP faces challenges in implementation of some of the activities in Output 1.1 under CPD Outcome 1 on Democratic Governance. Activities which involve building strong political institutions, like revising the Constitution, and national debates and promotion of spaces for dialogue on political processes, have been restricted, ever since parliament was dissolved in December 2023.

It must be noted that the success of the other UNDP Programmes (**Economy; Health; Environment; Gender**) rely on strong political and technical institutions of Government. Because activities related to establishing strong institutions, such as revising the Constitution and promoting inclusive, fair and transparent political processes, and fighting corruption, cannot be fully implemented, this affects implementation of the other UNDP Programme areas. Moreover, a revised Constitution has to be debated in parliament; and there is no parliament currently. UNDP is currently working with the newly established Structure - Council of Ministers, for the approval of most of the newly developed national Policies and Strategies. In spite of the uncertain political situation, the Democratic Governance result area managed to register good progress: 2 outputs (1.2 & 1.3) have been achieved Midterm the Programme period. While Output 1.1 which concerns democratic governance, including revising the Constitution and promoting inclusive, fair and transparent political processes, and fighting corruption, is under-achieved.

Enhanced human development and economic structural transformation: UNDP has leveraged the participation of youth and economically active women through capacity building, enhancing their participation in decision-making processes, at the same time addressing underlying causes of gender divide, gaps in economic participation and other discriminatory social norms. While some strides have been made in enhancing women's economic participation, as seen in the annual reports reviewed, the effectiveness of UNDP actions to achieve gender equality is still work in progress. As described earlier in **subsection 5.2.1**, of the 216,954 marginalised persons who accessed financial services through six Banks and 283 service points in Guinea-Bissau in 2023, 151,278 were men (70%) and 65,676 were women (30%). About forty-six percent (46.8%) of the accounts opened at microfinance institutions in Guinea-Bissau, were by women; 49.5 percent were by men; and 3.7 percent were by other groups. Similarly, 36.8 percent of the loans active at microfinance institutions were for women; 60.9 percent were for men; and 2.3 percent were for other groups.

Natural resource management: Guinea-Bissau faces challenges in environmental conservation due to acute poverty and political fragility. Continued diminishing rainfall and gradual rise in temperature are major climate risks for Guinea-Bissau. A large part of the country's population lives in the coastal zone, and is vulnerable to coastal erosion, coastal flooding, inland flooding and saltwater intrusion.¹⁹¹ This situation is also negatively affecting the coastal forests, cashew orchards (main cash crop), and fisheries. While UNDP has helped Guinea-Bissau to mitigate climate risks in agriculture, fisheries and ecotourism, by strengthening the financial sustainability and management effectiveness of the national protected areas, the need remains enormous. Large funding and attention are needed for strengthening resilience and adaptive capacity of communities to Climate Change, and to avert losing the gains made in mitigating climate risks.¹⁹²

¹⁸⁹ <https://dashboards.sdgindex.org/profiles/guinea-bissau/indicators>

¹⁹⁰ Ibid

¹⁹¹ www.undp.org

¹⁹² Key informant

5.2.8. Extent to which UNDP Country Office considered its technical capacity and institutional arrangements well suited to provide support in the areas of democratic governance, enhanced human development and economic structural transformation, and natural resource management in Guinea-Bissau

Achieved: While the evaluation did not conduct a staff capacity assessment and sufficiency of the staff for providing support in the three Programme results areas, the evaluation concludes that UNDP Country Office has the technical capacity and institutional arrangements well suited to provide support in the areas of democratic governance, enhanced human development and economic structural transformation, and natural resource management in Guinea-Bissau

Democratic governance: As key informant interviews with UNDP Country Office Governance team revealed, a relatively adequate number of technical staff have been deployed in the Governance result area. Moreover, there is a layer of national partners through whom the team works to provide direct services to the population. As described earlier in **subsection 5.2.1**, the strength of UNDP's technical capacity and institutional arrangements to provide support in democratic governance is revealed in its contribution to the preparation and completion of the Report on the International Covenant on Civil and Political Rights - Guinea-Bissau; and the National Periodic Report on the Implementation of the Convention on the Rights of the Child (CRC). Further, the strength of UNDP's technical capacity and institutional arrangements is revealed in its contribution to the development of the first National Anti-Corruption Strategy (2021–2030) in Guinea-Bissau. UNDP has also equipped the Courts of Accounts, Ministry of Justice, and Ministry of Transport with Digital Information System, which is already improving security and consolidating reforms and modernisation in the Ministry of Justice, and improving processing of driving licenses in the Ministry of Transport. Further, as described earlier in **subsection 5.2.1**, the strength of UNDP's technical capacity and institutional arrangements is also revealed in its capacity to include minority groups by creating the National Network and Service line to protect women, LGBTQ people and victims of violence from further harm. Through Citizens' Alliance for Human Rights/LGBTQ Community Association in Guinea-Bissau, the LGBTQ Community Association celebrated the International Day on Homophobia (May 17, 2023) with the participation of 60 people from the LGBTQ community and 20 from CSOs, for the first time in Guinea-Bissau. These achievements signify the strength of the UNDP Governance team's technical capacity and institutional arrangements to promote inclusiveness and to protect human rights in Guinea-Bissau. Further, the strength of the Governance technical team is demonstrated in the full achievement of 2 outputs (Outputs 1.2 & 1.3) Midterm the Programme period, described earlier in **subsection 5.2.1**. Output 1.1 which concerns democratic governance, including revising the Constitution and promoting inclusive, fair and transparent political processes, and fighting corruption, is under-achieved because this very much depended on the institution of Parliament, which was unfortunately dissolved in December 2023.

Enhanced human development and economic structural transformation: UNDP's Country Office Economic team technical capacity and institutional arrangements to provide support in human development and economic structural transformation, is revealed in its contribution to evidence-based national development policies geared towards fostering inclusive and diversified green growth, sustainable human development, and better targeting of vulnerable and marginalised groups. As described earlier in **subsection 5.2.1**, the policies that have been developed with UNDP technical assistance, include; (a) The National Financial Inclusion Strategy (2023-2027), and (b) The National Blue Economy Strategy and Investment Plan for Guinea-Bissau (2023-2030). At the local level, the policies are being implemented through a number of local and international implementing partners (Kau Criar, Caritas, CIDE, French Cultural Centre, and ENGIM). Further, as described earlier in **subsection 5.2.1**, UNDP enhanced the contribution of the formal and informal private sectors to productivity, by helping to address bottlenecks and challenges that inhibit growth, through innovations in product development. It enabled 216,954 people (151,278 men & 65,676 women) to access financial services through six Banks and 283 service points in Guinea-Bissau in 2023. In contributing to strengthening the health and social protection systems, UNDP supported the development of the Social Protection Policy that has been approved by the Council of Ministers of Guinea-Bissau. In tandem with its strong partnership development role in the United Nations development system, UNDP mobilised resources worth € 5.19 million for COVID-19 Response Mechanism in Guinea-Bissau in 2022-2023, and resources worth € 30 million from the Global Fund to fight Malaria. These achievements signify the strength of the UNDP Economic/Health teams' technical capacity and institutional arrangements for enhanced human development and economic structural transformation in Guinea-Bissau. Further, the strength of the technical team is demonstrated in the achievement of 3 outputs (Outputs 2.1, 2.2 & 3.1) out of 4 outputs, Midterm the Programme period, described earlier in **subsection 5.2.1**. Output 3.2 which concerns enhancing health-seeking behaviours to manage vulnerability and reduce risks, is under-achieved mainly because few pregnant women are attending ANC4, and action should be taken to overcome impediments and risks to its achievement by 2026.

Natural resource management: As described earlier in **subsection 5.2.1**, UNDP enabled the Government of Guinea-Bissau to develop the first NDC in 2023, following the signing of the Paris Climate Agreement on April 22, 2016, then its ratification by the Bissau-Guinean parliament on October 22, 2018. Further, as described earlier in **subsection 5.2.1**, UNDP also supported Guinea-Bissau to adopt and implement national and local Environmental Governance reforms on; (a) the National

Climate Change Policy; (b) National Policy for the Promotion of renewable Energy; (c) National System of Protected Areas; and (d) the Charter of Energy Sector Development Policy. Moreover, as described earlier in **subsection 5.2.1**, UNDP also supported Guinea-Bissau to develop capacity to ensure all the development strategies and plans are risk-informed and gender-sensitive. The strategies and plans are: (a) Vulnerability of Guinea-Bissau's Coastal Zone Environmental and Social Assessment (SESA), to build resilience and power tourism in Guinea-Bissau; (b) Guinea-Bissau Blue Economy Strategy, as a catalyst to Green Recovery by strengthening climate change resilience on coastal zones and promote access to modern energy services; and (c) Monitoring and Evaluation Framework, to provide risk and gender related information for National Convention on Climate Change and Government. In terms of the Environment team's technical capacity and institutional arrangements to provide support and contribute to natural resource development results, only one output (Outputs 2.4) has been fully achieved Midterm the Programme period. As described earlier in **subsection 5.2.1**, the other three Outputs (outputs 2.3 & 2.5) are mostly mid-way achieved, and action should be taken to overcome delays, impediments and risks to their achievements by 2026.

5.2.9. Extent to which UNDP is perceived by stakeholders as a strong advocate for improving democratic governance, enhanced human development and economic structural transformation, and natural resource management in Guinea-Bissau

Moderately Achieved: *The evaluation concludes that UNDP is mostly perceived positively by stakeholders as a strong advocate for improving democratic governance, enhanced human development and economic structural transformation, and natural resource management in Guinea-Bissau*

Democratic governance: Nearly, every African country, including Guinea-Bissau, hosts a UNDP Representative Office, making UNDP an active partner in addressing the continent's development needs. Moreover, UNDP's strong value proposition in governance, including its strong convening capacities and partnership-building role in the United Nations country team, has allowed it to play a lead role in the United Nations development system in Guinea-Bissau. In the Ministry of Justice, UNDP's support to reforming the Judicial system in Guinea-Bissau has contributed to the handling and concluding of over 38,000 cases brought to court by vulnerable women and men from the seven regions of Guinea-Bissau, which would not have happened without UNDP's support.¹⁹³ Further, as remarked by a key informant, UNDP has been applauded by the Government of Guinea-Bissau for supporting electoral processes, much as the results of the elections have most times not been accepted. A combination of UNDP's leading role in multiple coordination mechanisms, its wider geographical coverage and strong operational capacity, translates into UNDP's strong influence in the country. As reported by a key informant, these multiple UNDP roles allowed it to draw national/sub-national support for the implementation of the Country Programme. These responses from UNDP have contributed to its recognition as a trusted development partner. Partners that work with UNDP in the Country Programme applaud the teamwork¹⁹⁴ that has contributed to so far 6 out of 10 outputs achieved, midterm the programme period.

Enhanced human development and economic structural transformation: UNDP is perceived as a trusted government partner with comparative advantage in human development and economic structural transformation in the United Nations development system. Building on the success of the Global Fund Grant Cycle 6 (GC6) (2021-2023) in which it was a principal recipient (PR), UNDP has again been approved by the Country Coordination Mechanism (CCM) and the Ministry of Health of the Government of Guinea-Bissau, to act as the Global Fund Grant Cycle 7 (GC7) principal recipient for the ongoing Global Fund Grant to Guinea-Bissau of approximately €30 million for three years (2024-2026).¹⁹⁵ That UNDP has been approved for the seventh time in a row, to manage the Global Fund Grant on behalf of the Government and relevant UN Agencies, is a demonstration of the good perception of UNDP as a trusted and accountable development partner. Further, according to a key informant from the Ministry of Economy, Planning and Regional Integration, UNDP took a lead role and provided strong support to the Health Sector in response to the COVID-19 pandemic, including procurement of equipment and stocking health facilities with drugs. In foreign business relations, as remarked by a key informant from the Ministry of Economy, Planning and Regional Integration, UNDP's partnership-building role and influence in the country, and externally, has contributed to improving Guinea-Bissau's position on the lists of countries easy to do business in, from 190th position to 175th position. Businesses can now be registered within 24 hours.¹⁹⁶ On the other hand, partners point to the late release of funds by UNDP for programme implementation. As key informants remarked, the delay in funds disbursement, affects implementation of economic activities that depend on rain.

Natural resource management: In contributing to natural resource management in Guinea-Bissau, the perception about UNDP is mixed. On the one hand, UNDP is perceived as a long-time partner, who helped to create the Institute of Biodiversity and

¹⁹³ Key informants

¹⁹⁴ Key informants

¹⁹⁵ Global Fund Malaria Decreased Morbidity and Mortality in Guinea-Bissau. Global Fund Grant Cycle 7 (GC7) (20224-2026), p.1.

¹⁹⁶ Key informant

Protected Areas (IBAP) in Guinea-Bissau in 2005 with focus on conservations works, protected area management, biodiversity, community development, and behavioural change communications.¹⁹⁷ According to interviews with key informants, UNDP has also been instrumental in supporting the Government of Guinea-Bissau to mitigate and promote climate change adaptation.¹⁹⁸ UNDP support to mitigate and promote climate change adaptation through promotion of vegetable growing, honey production, palm oil production, and replanting of mangrove forests and building dykes to stop flooding of rice fields, are perceived by stakeholders as sustainable land management practices that have contributed to less CO₂ emission in Guinea-Bissau, as well contributing to preservation of mangrove forests in the coastal regions of Guinea-Bissau. The strength of UNDP's technical support to the Government of Guinea-Bissau in the area of climate change adaptation is reflected in Guinea-Bissau's participation in the 2023 UN Climate Change Conference (UNFCCC COP 28) in Dubai, United Arab Emirates (UAE).¹⁹⁹ On the other hand, UNDP funding to mitigate and promote climate change adaptation is perceived as small compared to need, and scattered in many geographical locations; it should be concentrated in one area if it is to create impact.²⁰⁰

5.2.10. Extent to which UNDP is effective in partnering with development partners, civil society, and the private sector in democratic governance, enhanced human development and economic structural transformation, and natural resource management in Guinea-Bissau

Moderately Achieved: *The evaluation concludes that UNDP has been mostly effective in partnering with development partners, civil society, and the private sector in democratic governance, enhanced human development and economic structural transformation, and natural resource management in Guinea-Bissau.*

Democratic governance: UNDP partnered with UNICEF and the Ministry of Justice to enhance proximity to justice services for the marginalized and vulnerable groups in the community, through 'Mobile Justice' Units, in the seven regions of Guinea-Bissau. As described earlier in **subsection 5.2.5**, the "Mobile Justice" includes traveling to remote communities, to carry out birth registrations and trials, as well as awareness-raising and information sessions. Since 2021, the innovation has significantly increased usage of justice services.²⁰¹ As key informants from the Ministry of Justice remarked, so far, over 38,000 community members have had their cases handled and concluded.

UNDP has also partnered with national and international CSOs. UNDP's partnership with CSOs that intervene in Guinea-Bissau, including on priority reforms, is leading to 'leave no one behind', and restricting any kind of racism and discrimination in Guinea-Bissau. The promotion of spaces for dialogue on civic participation, gender and the inclusion of people with disabilities, though interrupted by the changing political context, has enhanced inclusiveness, and CSOs have assumed an important civic role in monitoring and supporting the State in the implementation of public policies.

UNDP also partnered with the private sector - Guinean-Bissau Bar Association (OAGB), to address discrimination by supporting OAGB to create an office of women lawyers to provide legal aid. The creation of an office of women lawyers has marked a significant milestone in advancing access to justice, gender equality, combating discrimination, and Sexual Gender Based Violence (SGBV) in Guinea-Bissau.

Enhanced human development and economic structural transformation: UNDP is a trusted government partner with comparative advantage in human development and economic structural transformation in the United Nations development system. Building on the success of the Global Fund Grant Cycle 6 (GC6) (2021-2023) partnership, in which it was a principal recipient, UNDP has again been approved by the Country Coordination Mechanism (CCM) and the Ministry of Health of the Government of Guinea-Bissau, to act as the Global Fund Grant Cycle 7 (GC7) principal recipient for the ongoing Global Fund Grant to Guinea-Bissau of approximately €30 million for three years (2024-2026). That the Government of Guinea-Bissau has approved UNDP for the seventh time in a row, to manage the Global Fund Grant on behalf of the Government and relevant UN Agencies, is a demonstration of its strong governance role in the United Nations Country Team serving in Guinea-Bissau, to deliver collective responses to national needs and accountability on the ground.

Natural resource management: UNDP has so far developed two funded partnerships mechanisms for sustainable management solutions of natural resources and waste with Global Environmental Facility and Green Climate Fund: The "Strengthening Resilience and Adaptive Capacity to Climate Change in Guinea-Bissau's Agrarian and Water Sectors Project" and "The Early Warning System Project." That UNDP has been able to develop additional projects and mobilise resources towards resilience and adaptive capacity to Climate Change, with the Early Warning System Project going beyond the

¹⁹⁷ Key informant

¹⁹⁸ <https://unfccc.int/non-annex-I-NCs> (Guinea-Bissau)

¹⁹⁹ <https://sdg.iisd.org>

²⁰⁰ Key informants

²⁰¹ Key informants

programme period (up to 2029), is a sign that UNDP remains a long-term trusted development partner to donors, as well a trusted partner of the government of Guinea-Bissau.

5.2.11. Extent to which UNDP has utilized innovative techniques and best practices in its programming in democratic governance, enhanced human development and economic structural transformation, and natural resource management in Guinea-Bissau

Moderately Achieved: *The evaluation concludes that UNDP has utilized innovative techniques and best practices in its programming in democratic governance, enhanced human development and economic structural transformation, and natural resource management in Guinea-Bissau.*

Democratic governance: From the point of view of stakeholders, the development of the 'Mobile Justice' Initiative through a study carried out by UNDP Acceleration Laboratory at the House of Justice in Gabu in Guinea-Bissau, is an innovative technique and best practice in improving access to judicial services for remote communities, covering the country's seven regions, excluding Bissau. As described earlier in **subsection 5.2.10**, the "Mobile Justice" includes traveling to remote communities, to carry out birth registrations and trials, as well as awareness-raising and information sessions. The innovation is ensuring no citizen, regardless of their geographical location, is left without access to justice. So far, over 38,000 community members from the seven regions of Guinea-Bissau, have had their cases handled and concluded.

Similarly, Access to Justice Centres (CAJ) have enabled women in the Moslem-dominated communities in Gabu in eastern Guinea-Bissau, to speak out and report cases of SGBV - a significant milestone in breaking taboos, changing religious values and combating discrimination against women.²⁰²

UNDP supported digitization of the Ministry of Justice's Administrative Services, in particular, the civil registry books to safeguard them from degradation; and this has ensured the identity rights of all Bissau-Guineans. The digitization has also opened the possibility of registering the entire population in a continuous system, providing proof of identity for everyone.

Enhanced human development and economic structural transformation: UNDP supported marginalized groups in the communities of Guinea-Bissau to utilize Digital solutions. UNDP improved Digital inclusion, with training of 50 rural women in Digital solution and provided them with IT tablets, enabling them to sell and promote their products online. In the health sector, UNDP supported digital solutions for vaccine delivery that ensured environmentally and socially sustainable health system in Guinea-Bissau, by strengthening of Health Information Management System (DHIS2), and the Health Product Management (E-Logistic Management Information System).

Natural resource management: UNDP supported use of alternative technologies and renewable energies to vulnerable communities living in the coastal zone, and experiencing diminishing rainfall and forest, and gradual rise in temperature. As described earlier in **subsection 5.2.1**, through the "Strengthening Resilience and Adaptive Capacity of Communities to Climate Change in Guinea-Bissau's Agrarian Coastal Zone" project, UNDP enabled 323 people (221 women and 102 men) in the target community to use photovoltaic as a source of renewable energy. UNDP supported distribution of 240 improved cook-stoves that reduce firewood consumption, benefiting 280 families in the community. Moreover, UNDP equipped two Ice factories with Solar, benefiting 3,193 people (1,475 men and 1,718 women), resulting into creating 4 types of businesses: selling ice water, selling juice, preserving fish, and selling ice, in the community. UNDP also equipped twenty water boreholes with Solar system, enabling remote, off-grid communities to have access to water without any CO₂ emission, benefiting 24,068 families in 56 communities.

5.3. Efficiency

The programme **efficiency** was assessed by analysing: (i) the extent to which UNDP programme outputs have been efficient and cost-effective; (ii) whether there has been an economical use of resources, and what could be done to ensure more efficient use of resources in the country's context, including the main administrative constraints/strengths; (iii) the extent to which the monitoring and evaluation system that UNDP has in place helped to ensure that the programme is managed efficiently and effectively; and (iv) the extent to which UNDP has been efficient in building synergies and leveraging with other programmes and stakeholders in Guinea-Bissau.

²⁰² Key informant

5.3.1. Extent to which UNDP programme outputs have been efficient and cost-effective

Moderately Achieved: *The evaluation concludes that the programme outputs have been moderately efficient and cost-effective*

The efficiency and cost-effectiveness of the programme outputs were analysed following the data analysis method described earlier in **subsection 4 (d) under Section 4: Data Analysis**. Based on the analysis of the performance of the Programme outputs, described earlier in **subsection 5.2.1 under Effectiveness**, the achievement of the outputs under Outcome 1, midterm the Programme period are as follows: Output 1.1 is 35%, Output 1.2 is 108%, and Output 1.3 is 133%. The achievement of the outputs under Outcome 2, midterm the Programme period are as follows: Output 2.1 is 133%, Output 2.2 is 109%, Output 2.3 is 75%, Output 2.4 is 47,070%,²⁰³ and Output 2.5 is 59%. The achievement of the outputs under Outcome 3, midterm the Programme period are as follows: Output 3.1 is 88%, and Output 3.2 is 60%.

From these achievements, it is clear that Outputs 1.2 & 1.3 under Outcome 1, have already surpassed their targets midterm the Programme period; and no impediments will significantly affect their progress. The achievement in Output 1.1 (35%) is in jeopardy and action should be taken to overcome delays, impediments and risks to its achievements by 2026. Outputs 2.1, 2.2 & 2.4 under Outcome 2, have already surpassed their targets midterm the Programme period; and no impediments will significantly affect their progress. The achievements in Output 2.3 (75%) and Output 2.5 (59%) are in jeopardy and action should be taken to overcome delays, impediments and risks to their achievements by 2026. Output 3.1 under Outcome 3, has already surpassed its target midterm the programme period; and no impediments will significantly affect its progress. The achievement in Output 3.2 (60%) is in jeopardy and action should be taken to overcome delays, impediments and risks to its achievement by 2026.

That 6 out of the 10 outputs (60%) have already surpassed their targets midterm the programme period, is a demonstration that the planned programme outputs have been efficient and cost-effective, given the political uncertainty that continues to have a negative impact on the economy and society of Guinea-Bissau. The institutional-specific capacity strengthening interventions; policy and strategy development and planning; monitoring and evaluation; development cooperation; and resource mobilisation, were mostly sufficient for achieving the planned outputs. So far as it is, financial resources have been used as planned; no over-expenditures on the outputs were recorded. The PMSU and Senior Management provided strong internal controls on budget allocation and use, through reviews and adjustments.

5.3.2. Extent to which there has been an economical use of resources, and what could be done to ensure more efficient use of resources in the country's context, including the main administrative constraints/strengths

Moderately Achieved: *The evaluation concludes that, to a great extent, UNDP delivered its outcomes and outputs with economical use of both financial and human resources, by making appropriate adjustments and choices in allocating and use of budgets and human resources.*

Based on the review of documents and key informant interviews, so far as it is, financial resources have been used as planned; no over-expenditures on the outputs were recorded. Internal controls are strong, as budget allocation, use and review are based on the PMSU and Senior UNDP Senior Management Team (SMT) arrangement at the Country Office. Moreover, the programme procurement of both goods and services were all under UNDP, and the programme followed mostly UNDP financial management procedures.

In terms of timeliness of delivery of programme funds and implementation of planned activities, key informants of the programme implementing partners across the board, revealed that they suffer significant delays in receiving funds for Workplan implementation, even after the Workplans have been approved. The delays affect agriculture-related activities, whose implementation depend on availability of rains. As remarked by key informants, some of the programme beneficiaries declined to take up some loans, because the funds were delivered off season, and they would not be able to invest the money and repay the loans.²⁰⁴ While the delays are associated with the UNDP long procurement processes, including the shift from Atlas Financial system to Quantum financial system, UNDP provides feedback to partners about potential delays in funds disbursement, which is good practice in working with partners.

Guinea-Bissau continues to face low capacity in local partners, including government agencies, as remarked by key informants from the Ministry of Economy, Planning and Regional Integration and Regional Integration. The Programme focused on providing technical assistance to institutions of government, involving deploying international consultants. Evaluation findings

²⁰³ It is likely this over achievement is due to inadequate needs assessment conducted with the targeted population, leading to under-targeting.

²⁰⁴ Key informants

reveal that institutional and individual-specific capacity sustainability aspects are promising in terms of knowledge acquired and skills developed around studies, surveys, assessments, policies, strategies, and IT, although it is premature to say all these have been institutionalized. Nevertheless, key informant interviews tend to reveal that the government institutions involved acquired valuable experience in analysis of issues that help to shape their further analysis of national issues. Further, the progress made, especially in: **developing policy and strategy documents; strengthening institutions and systems; assessments; resource mobilisation; and preparing nationally and internationally required Human Rights reports**, is a further demonstration of the economical use of the human resources (*see Table 11*).

Table 11: *Effectiveness of the human resources deployed for the CPD implementation*

Tasks	Accomplishments
Policy development	<ol style="list-style-type: none"> 1. Environment and Governance Reforms on National Climate Change Policy 2. National Policy for the Promotion of renewable Energy 3. National System of Protected Areas 4. Charter of Energy Sector Development Policy 5. Social Protection Policy
Strategy development	<ol style="list-style-type: none"> 1. First National Strategy to Combat Corruption for Guinea-Bissau 2021–2030 2. National Financial Inclusion Strategy 2023-2027 3. National Human Rights strategic plan 2023 4. First Nationally Determined Contribution of Guinea-Bissau 5. National Blue Economy Strategy and Investment Plan for Guinea-Bissau 2023-2030 6. Vulnerability and Risk Mitigation of the Coastal Zone of Guinea-Bissau 7. Monitoring and Evaluation Framework 8. National Human Rights Strategic Plan
Strengthening institutions	<ol style="list-style-type: none"> 1. National Human Rights Commission compliant with Paris Principles 2. National Commission for Human Rights and Citizenship 3. Adoption and Introduction of 4 Digital and Sustainable Systems: Health Information Management System (DHIS2); Health Product Management (E-Logistic Management Information System; Community Health System; Emergency Operation Centres for Health 4. National Coordination Centre for Early Warning and Coordination of EWS and climate info at national and regional level
Assessments	<ol style="list-style-type: none"> 1. Vulnerability Mapping of Guinea-Bissau's Coastal Zone to the Effects of Climate Change 2. Early Warning System to support setting up tools, capacities, and mechanisms to prevent and mitigate natural disasters 3. NAPA Terminal Evaluation Report 2023 4. Malaria Indicator Survey-MIS 2023
Resource mobilisation	<ol style="list-style-type: none"> 1. Small Grants Project on alternative technologies and renewable energies and rational use of scarce natural resources project 2. Strengthening Resilience and Adaptive Capacity to Climate Change in Guinea-Bissau's Agrarian and Water Sectors Project 3. Strengthening climate information and early warning systems for climate resilient development and adaptation to climate change in Guinea-Bissau project 4. Promoting Women's Empowerment Community-led resilience initiatives project 5. Enhancing Access to Equitable Financial Services project 6. Global Fund to fight Malaria
Preparation of Human Rights reports	<ol style="list-style-type: none"> 1. Biannual report on the human rights situation in Guinea-Bissau (2020-2022) 2. Implementation Report of the International Covenant on Economic, Social and Cultural Rights GUINEA-BISSAU 3. International Covenant on Civil and Political Rights Report - Guinea Bissau 4. National Periodic Report on the Implementation of the Convention on the Rights of the Child (CRC)

5.3.3. *Extent to which the monitoring and evaluation system that UNDP has in place helped to ensure that the programme is managed efficiently and effectively*

Moderately Achieved: *The evaluation concludes that, to a great extent, the programme monitoring and evaluation system demonstrated strength in results-based management and the use of strategic information for planning, decision-making and visibility.*

The programme monitoring and evaluation structure was designed to be based on a Senior Management Team (SMT) approach, with UNDP Resident Representative as chair, with participation of the Deputy Resident Representative -Programme and Deputy Resident Representative - Operations, PMSU, and the Unit Team Leaders in UNDP. Desk review and interviews with key informants revealed that the SMT was the programme management structure tasked with providing the overall policy and programmatic guidance to the Country Programme. While the overall programme quality assurance is placed under the PMSU. That the PMSU managed the programme's quality assurance efficiently and effectively, is demonstrated in 6 out of the 10 Programme outputs (60%) already surpassing their 2026 targets, Midterm the Programme period. If the political

situation allows, there is hope that the remaining 40 percent of the targets will be achieved within the remaining three years (2024, 2025 & 2026) of the Programme period. The Programme progress is being tracked using the CPD Indicator Tracking Tool, developed by the PMSU. Looking through the Indicator Tracking Tool (2022-2023), it represents good practice in monitoring, with results reported at the Outputs, and even in some cases at Outcomes level; making it easy for the SMT at UNDP Country Office to keep track of the CPD performance on annual basis.

In terms of the effectiveness of the monitoring and evaluation (M&E) system in programme management, desk review revealed that UNDP kept track of its progress on expected outputs. In terms of results-based management (RBM), as reflected in the Results Framework, the CPD contains a defined results chain consisting of two types of results: Outputs (10) and Outcomes (3), with distinct sets of baselines, targets and performance indicators for all Outputs. The performance indicators have been formulated using the standard RBM approach. Targets have been set for all the years of the CPD period (2022-2026), with sources of data and frequency of collection documented.

There are 26 indicators in the Results Framework²⁰⁵, which have been framed based on the RBM approach. All the 26 indicators are framed as both quantitative and qualitative indicators. By including both quantitative and qualitative indicators, the M&E system demonstrated its intention to measure both “effectiveness” that largely rely on numbers and percentages; and “impact” and “sustainability” indicators that largely rely on satisfaction and perceptions of changes and practice in individuals, institutions, systems, and socio-economic conditions of the beneficiaries, are part of the Results Framework.

The Results Framework catered for baselines and targets with disaggregated data on gender and women’s empowerment, disability inclusion, LGBTQ, including for all other indicators that require data disaggregation. This presents opportunity for assessing the effectiveness of the Programme in addressing the needs of the marginalized groups, and in making sure “no one is left behind” when providing services. The Programme assigned itself **Gender Marker 2 (GEM 2 = Gender responsive)**, and there is reason to believe this is true, as the Programme results have addressed the differential needs of women and men, and focused on improving equitable distribution of benefits, resources, status, and rights.

In terms of reporting, the CPD Indicator Tracking Tool is results-based, and well-structured in terms of reporting on what has been done and achievement of targets. The reports cover all the 10 Programme outputs and the 26 indicators, and are linked to the three CPD outcomes. As described earlier in **subsection 5.3.1**, six out of the 10 Programme outputs (60%) have already surpassed their 2026 targets midterm the Programme period, demonstrating the efficiency and effectiveness of the M&E systems that UNDP has in place to manage the Programme. The M&E systems have also demonstrated the ability to disaggregate data by sex (male and female), gender (women, men), and social groups (PWDs, LGBTQ). The disaggregation of data allows the Programme to continually monitor the distribution of results across different population groups, which is deliberate and intended to strengthen considerations of equity, which is in line with the SDG policy priority to “leave no one behind”. However, as desk review and key informants revealed, documentation of qualitative statements from beneficiaries about achieved changes or outcomes, was not part of the Programme M&E systems. The Communication’s team who is best experienced to support the collection and writing of impactful stories from the Programme implementation on an ongoing basis, has so far been fully involved with the Governance team in joint field missions to collect qualitative statements from beneficiaries. The Communication’s team is yet to be fully engaged by the other Programme teams.

The following actions represent how UNDP Country Office kept track of its Programme on the expected outputs and outcomes, and allowed for continuous learning and adjustments:

- Annual financial and programmatic progress reports, shared and presented to SMT for review and approval.
- Dissemination and publications of various frameworks and policies.
- Reviews and Evaluations (Mid-term and Terminal) that informs progress and adjustments, and derive lessons and best practices for new project and programme design and replications.
- Bi-lateral conversations with the Government of Guinea-Bissau and donors for updates on the political context in Guinea-Bissau, programme progress, and new partnership funding opportunities for the Programme.
- Links to final deliverables (annual reports, frameworks and policies) are incorporated into the CPD Indicator Tracking Tool to ensure UNDP country, regional and global headquarter offices; Cooperating UN Agencies; and relevant national government entities have access to the materials.
- Lessons learnt, good practices and reflection sessions with relevant audiences.

²⁰⁵ UNDP Country Programme Document for Guinea-Bissau (2022-2026), February 4, 2022, pp.9-15.

5.3.4. *Extent to which UNDP has been efficient in building synergies and leveraging with other programmes and stakeholders in Guinea-Bissau.*

Moderately Achieved: *The evaluation concludes that, to a great extent, UNDP demonstrated efficiency in coordination, cooperation, and leveraging with other programmes and stakeholders in Guinea-Bissau.*

UNDP has built synergies and is leveraging with other programmes and stakeholders in Guinea-Bissau in the implementation of the Country Programme. Within UNDP, the key driving forces for building synergies and leveraging with other programmes and stakeholders in Guinea-Bissau, are qualified and committed technical staff, who provided proactive, consistent and systematic technical support and influenced positively the inclusiveness of stakeholders, including building synergies and leveraging with other stakeholders and UN agencies programmes in Guinea-Bissau. Further, a combination of UNDP's lead role in multiple coordination mechanisms, and its strong technical know-how in the areas of good governance, economic development, and natural resource management; allowed it to build synergies and leverage with other programmes, that has also translated into the achievement of the programme results.

UNDP leveraged with the UNICEF and the Ministry of Justice to deploy the 'Mobile Justice' Initiative to increase access to judicial services for remote communities, covering the country's eastern, southern, northern and island regions, excluding the capital Bissau. As described earlier in **subsection 5.2.10 under Effectiveness**, "Mobile Justice" includes traveling to remote communities, to carry out birth registrations and trials, as well as awareness-raising and information sessions. The innovation is ensuring no citizen, regardless of their geographical location, is left without access to justice. So far, over 38,000 community members from the seven regions of Guinea-Bissau, have had their cases handled and concluded.

UNDP also leveraged with the United Nations Capital Development Fund (UNCDF) programme to enhance access to equitable financial services to the marginalised groups in Guinea-Bissau. Through this synergistic activity, UNDP has enhanced access to microfinance, targeting vulnerable and marginalised groups (women, men and other groups) in Guinea-Bissau. As described earlier in **sub-section 5.2.4 under Effectiveness**, 216,954 marginalised persons (151,278 men & 65,676 women) have accessed financial services, through six Banks and 283 service points in Guinea-Bissau in 2023.²⁰⁶ About forty-six percent (46.8%) of the accounts opened at microfinance institutions in Guinea-Bissau, were by women; 49.5 percent were by men; and 3.7 percent were by other groups.²⁰⁷ Similarly, 36.8 percent of the loans active at microfinance institutions were for women; 60.9 percent were for men; and 2.3 percent were for other groups.²⁰⁸ Access to finance has been further enhanced through 200 KIOSKS deployment in the regions (eastern, southern, northern), including 50 in Bissau. The KIOSKS created 250 new direct jobs such as kiosk managers, cash management agents, and Orange Money promoters.²⁰⁹ This is a demonstration of the effectiveness of the synergy with other UN agency programmes in 'Reaching the Furthest Behind First' with economic empowerment, a policy priority of the Agenda 2030 for Sustainable Development (**SDG 8: Decent Work and Economic Growth; SDG 5: Gender Equality; SDG 1: No Poverty**). However, UNDP's ability to leverage with the work of other international partners is constrained by the fact that most of its partners (e.g. UNCDF) are operating from Dakar, Senegal, which affects responsiveness to good programming - feedback on decision-making delays, and joint monitoring missions for programme quality assurance is difficult to schedule.

5.4. Sustainability

The programme **sustainability** was assessed by analysing: (i) the likelihood that democratic governance, enhanced human development and economic structural transformation, and natural resource management, initiatives/programmes which UNDP has supported are sustainable; (ii) mechanisms UNDP has set in place to support the government of Guinea-Bissau to sustain improvements and gains in democratic governance, enhanced human development and economic structural transformation, and natural resource management; (iii) the extent to which portfolio of activities to support central authorities, local communities, and civil society in improving service delivery over the long term, have been enhanced; and (iv) the extent to which UNDP's current set of partnerships with national institutions, CSOs, UN Agencies, private sector, and other development partners in Guinea-Bissau, promote long term sustainability and durability of results; and the changes that should be made in the current set of partnerships.

²⁰⁶ [UNCDF Final report Guinea Bissau.docx](#)

²⁰⁷ Savings and Microcredit Supervision Agency by the Ministry of Finance

²⁰⁸ Ibid

²⁰⁹ UNSDCF Annual Report (2023).

5.4.1. *Likelihood that democratic governance, enhanced human development and economic structural transformation, and natural resource management, initiatives/programmes which UNDP has supported are sustainable*

Partially Achieved: *The evaluation concludes that it is not likely that most of the results of UNDP Country Programme will be sustainable, as the recurring political instability continues to erode some of the Programme gains made so far.*

As described earlier in **sub-section 5.1.1 under Relevance**, the development of the Country Programme was one of the responses to national needs presented by the Government of Guinea-Bissau, with the responsibility for UNDP to help develop policies and strategies to inform decision-making in Guinea-Bissau. These political responses were entirely appropriate and maintains continuity in UNDP development assistance to Guinea-Bissau. Moreover, it keeps dependence on the Government's involvement in the programme implementation to a maximum.

Further, as described earlier in **subsection 5.1.1 under Relevance**, the Government of Guinea-Bissau committed and completed the integration of the SDGs into its national policies by linking them to the National Development Plan. While the SDGs have been integrated into national policies, the monitoring of their implementation is currently done through the Cooperation Framework M&E system under the UN Resident Coordinator's Office.²¹⁰ The National Institute of Statistics (INE) needs capacitation to be able to take over this role in future, to ensure the benefits from the Country Programme will be sustained. Moreover, the purpose of the Programme Midterm Evaluation is to help guide development of a new Country Programme Document (2027-2032) between UNDP and the Government of Guinea-Bissau. It is, therefore, clear that the benefits from the Programme will be sustained, in the short-term, through the scaling-up of the current Country Programme.

Moreover, Government has recently conducted consultations with stakeholders at both the national and regional levels, and has come up with key priority areas for national development for the next five years (2025-2030), to accelerate economic growth in Guinea-Bissau. The development of the next National Development Plan (2025-2030), pave way for Development Partners to begin to draft their next Country Programmes and Strategies. For Government, the key priority areas for the next five years (2025-2030), are: **Strengthening Public Administration and Public Institutions** to improve execution of budgets, management of Public Institutions, and service delivery; **Human capital development** to accelerate more and better investments in people's technical capacity (knowledge and skills) to increase productivity, and for greater equity and economic growth in Guinea-Bissau; **Economic development** through private sector investments to accelerate economic growth; **Physical Infrastructure** development to improve roads networks, and increase access to telecommunications, electrical power grids, and to enable easier access to health and education facilities, and to markets;²¹¹ and **Conservation of Biodiversity** to preserve the health of its ecosystem; and the **Management of Protected Areas** to achieve the long-term conservation of nature and associated ecosystem services and cultural values in Guinea-Bissau.²¹²

From a policy perspective, as described earlier in **subsection 5.3.2 under Efficiency**, UNDP has helped the Government of Guinea-Bissau to develop and disseminate a number of policies. A policy provides broad guideline for decision making that links the formulation of a strategy with its implementation. The UNDP-supported policies will motivate technocrats throughout the government ministries and sectors to make decisions and take actions that support the Government of Guinea-Bissau's national development vision, objectives and strategies. Since development partners design their strategies and country programmes following existing policies and strategies, the UNDP-supported policies and strategies will continue to be used to guide donors and UN agencies in their support to the Government of Guinea-Bissau, as far as the policies and strategies are valid.

Democratic governance: UNDP has contributed to capacity development of the Government of Guinea-Bissau in democratic governance. As described earlier in **subsection 5.2.1 under Effectiveness**, through the built capacities, various Human Rights reports have been prepared, although the recommendations are slowly being implemented. As described earlier in **subsection 5.2.7 under Effectiveness**, the Sustainable Development Report for Guinea-Bissau show that the Government's will to fight corruption is stagnant, as revealed by the Corruption Perception Index (22.00 in 2023 compared to 21.00 in 2021), implying that corruption is still endemic in Guinea-Bissau's institutions. Further, as described earlier in **subsection 5.2.7 under Effectiveness**, advocacy against corruption still meets resistance from Government, as the Sustainable Development Report for Guinea-Bissau reveals that press freedom still faces major challenges, evidenced from the Press Freedom Index, which is also stagnant or increasing at a slow pace (55.95 in 2023 compared to 58.79 in 2022).

²¹⁰ Key informant

²¹¹ Key informant

²¹² Key informant

Enhanced human development and economic structural transformation: UNDP has enhanced access to equitable financial services with microfinance, targeting vulnerable and marginalised groups (women, men and other groups) in Guinea-Bissau. As described earlier in **subsection 5.2.1 under Effectiveness**, it has enabled 216,954 marginalised persons (151,278 men & 65,676 women) to access financial services, through six Banks and 283 service points in Guinea-Bissau in 2023. It has enhanced access to finances through 200 KIOSKS deployment in the regions (eastern, southern, northern), including 50 in Bissau. The KIOSKS have created 250 new direct jobs such as kiosk managers, cash management agents, and Orange Money promoters. As focus group discussions (FGD) revealed, these actions of UNDP have resulted in more social cohesion in the communities, indirectly leading to peaceful co-existence. In regards to sustenance of the employments created, desk review, key informants and focus groups revealed that this will very much depend on the economic growth and overall business environment in Guinea-Bissau.

Natural resource management: As described earlier in **subsection 5.2.7 under Effectiveness**, Guinea-Bissau faces challenges in environmental conservation due to acute poverty and political fragility. While UNDP has helped Guinea-Bissau to mitigate climate risks in agriculture, fisheries and ecotourism, by strengthening the financial sustainability and management effectiveness of the national protected areas, the need remains enormous. Large funding and attention are needed for strengthening resilience and adaptive capacity of communities to Climate Change, and to avert losing the gains made in mitigating climate risks.

5.4.2. Mechanisms UNDP has set in place to support the government of Guinea-Bissau to sustain improvements and gains in democratic governance, enhanced human development and economic structural transformation, and natural resource management

Moderately Achieved: *The evaluation concludes that UNDP has put in place some mechanisms to support the government of Guinea-Bissau to sustain improvements and gains in democratic governance, enhanced human development and economic structural transformation, and natural resource management.*

As described earlier in **subsection 5.4.1**, UNDP has helped the Government of Guinea-Bissau to develop and disseminate a number of policies. The UNDP-supported policies will motivate technocrats throughout the government ministries and sectors to make decisions and take actions that support the Government of Guinea-Bissau's national development vision, objectives and strategies. Since development partners design their country programmes and strategies following existing policies, the UNDP-supported policies will continue to be used to guide donors and other UN agencies in their support to the Government of Guinea-Bissau, and so sustain improvements and gains in democratic governance, enhanced human development and economic structural transformation, and natural resource management, as long as the policies are applied.

Moreover, the governance structures and processes within which the programme is operating, has highly visible Bissau-Guinean technical management, critical to the sense of national ownership. As described earlier in **sub-section 5.3.2 under Efficiency**, the capacity building initiative has a long-term effect on the improvement of local expertise based on knowledge. The knowledge and skills gained through the current programme will probably not be lost because the programme technical management is mostly based on local expertise.

Further, as described earlier in **subsection 5.4.1**, the purpose of the Programme Midterm Evaluation is to help guide development of a new Country Programme Document (2027-2032) between UNDP and the Government of Guinea-Bissau. It is, therefore, evident that UNDP is in constant engagement with the Government, and has put in place mechanisms to sustain improvements and the gains in democratic governance, enhanced human development and economic structural transformation, and natural resource management, through scaling-up of the current programme.

5.4.3. Extent to which portfolio of activities to support central authorities, local communities, and civil society in improving service delivery over the long term, have been enhanced

Moderately Achieved: *The evaluation concludes that UNDP's support to central authorities, local communities, and civil society in improving service delivery over the long term, to some extent, have been enhanced through local partnerships.*

Democratic governance: As described earlier in **subsection 5.2.11 under Effectiveness**, UNDP supported digitization of the Ministry of Justice's Administrative Services, in particular, the civil registry books to safeguard them from degradation; and this has ensured the identity rights of all Bissau-Guineans. The digitization has also opened the possibility of registering the entire population in a continuous system, providing proof of identity for everyone.

Further as described earlier in **subsection 5.2.11 under Effectiveness**, UNDP has also supported the Ministry of Justice to implement an innovative intervention - the 'Mobile Justice' Initiative, in seven of the eight regions in Guinea-Bissau. As

described earlier in **subsection 5.2.10**, the “Mobile Justice” approach includes traveling to remote communities, to carry out birth registrations and trials, as well as awareness-raising and information sessions on citizens’ rights. The ‘Mobile Justice’ Initiative is not only providing judicial services, but also human rights education and gender sensitisation in remote communities. Over 38,000 community members from the seven regions of Guinea-Bissau, have had their cases handled and concluded. However, because of the distances that must be travelled to provide legal aid services, work in remote communities can be slow and expensive.

UNDP has supported Guinean-Bissau Bar Association (OAGB) to address discrimination by supporting OAGB to create an office of women lawyers to provide legal aid. The creation of an office of women lawyers has marked a significant milestone in advancing access to justice, gender equality, combating discrimination, and Sexual Gender Based Violence (SGBV) in Guinea-Bissau. Similarly, as described earlier in **subsection 5.2.5 under Effectiveness**, CSOs that intervene in Guinea-Bissau, have promoted spaces for dialogue and enhanced inclusiveness, and they have assumed an important civic role in monitoring and supporting the State in the implementation of public policies, particularly in the areas of citizen participation in national issues. However, because of the restrictive civic space, these activities are moving much slower.

Enhanced human development and economic structural transformation: UNDP has implemented malaria prevention campaigns in the entire country, in partnership with the Global Fund Grant Cycle 6 & 7, UNICEF, and the Ministry of Health. As described earlier in **subsection 5.2.5 under Effectiveness**, malaria is the leading cause of clinical consultations, hospitalisations, and hospital deaths in Guinea-Bissau. In June 2023, UNDP led a mass campaign, during which it distributed over 1.3 million nets to a population of 2.5 million people. As a result, the percent of the general population who slept under an insecticide-treated net the previous night, rose from 83.5 percent in 2020 to 87 percent in 2023. The improvements in the access to the use of ITN is a result of the population being more aware of the risks of malaria; and the use of mosquito nets is the simplest way to protect against mosquito bites and the cheapest means to prevent malaria transmission.

Further, UNDP has supported the implementation of the Financial Inclusion Policy through a number of local and international implementing partners (Kau Criar, Caritas, CIDE, French Cultural Centre, and ENGIM). As described earlier in **subsection 5.2.8 under Effectiveness**, UNDP contribution to enhancing the formal and informal private sectors to productivity, has helped to address bottlenecks and challenges that inhibit growth, through innovations in product development. It has enabled 216,954 community members (151,278 men & 65,676 women) to access financial services through six Banks and 283 service points in Guinea-Bissau in 2023. As described earlier in **subsection 5.2.1 under Effectiveness**, access to financial services for vulnerable and marginalised groups (women, men and other groups) has been enhanced further through 200 money KIOSKS deployment in the regions (eastern, southern, northern), including 50 in Bissau. The KIOSKS have created 250 new direct jobs such as kiosk managers, cash management agents, and Orange Money promoters, in the community.

In contributing to strengthening the social protection system, as described earlier in **subsection 5.2.1 under Effectiveness**, UNDP supported the development of the Social Protection Policy that has been approved by the Council of Ministers of Guinea-Bissau. In tandem with its strong partnership development role and social protection initiatives (saving lives), UNDP mobilised resources worth € 5.19 million for COVID-19 Response Mechanism in Guinea-Bissau in 2022-2023. The immediate and strong response to COVID-19 pandemic, contributed to saving many lives, and UNDP has been applauded by the Government of Guinea-Bissau as a very reliable development partner in this regard.²¹³

Natural resource management: UNDP supported the Government of Guinea-Bissau to: (a) map vulnerabilities in all coastal zones; (b) conduct Environment Impact Assessment (EIA); and (c) conduct a study on Governance of the Coastal areas. The results of these studies and assessments contributed to the development of the Local Area Development Plans for four regions (Bubaque, Mensoa, Cacine, & Sao Domingos) for the period 2023-2033.²¹⁴ In doing this, UNDP and the Government of Guinea-Bissau ensured the plans are gender-sensitive – empowers women. The plans have contributed to strengthening resilience and adaptive capacity of 6,614 community members (4,167 women & 2,447 men) to climate change in the four regions.²¹⁵ Further, as described earlier in **subsection 5.2.1 under Effectiveness**, in strengthening resilience and adaptive capacity of the communities to climate change in Guinea-Bissau’s coastal zone, UNDP equipped two Ice factories with Solar, benefiting 3,193 people (1,718 women & 1,475 men) in the community, resulting into creating 4 types of businesses: selling ice water, selling juice, preserving fish, and selling ice. UNDP also equipped twenty water boreholes with Solar system, enabling remote, off-grid communities to have access to water without any CO₂ emission, benefiting 24,068 families in 56 communities.

²¹³ Key informant

²¹⁴ Key informant

²¹⁵ CPD Indicator Monitoring Tracking Tool (2022-2023).

5.4.4. Extent to which UNDP's current set of partnerships with national institutions, CSOs, UN Agencies, private sector, and other development partners in Guinea-Bissau, promote long term sustainability and durability of results; and what changes should be made in the current set of partnerships

Moderately Achieved: The evaluation concludes that UNDP's current set of partnerships with national institutions, CSOs, UN Agencies, private sector, and other development partners in Guinea-Bissau, to some extent, promoted long term sustainability and durability of results.

The current partners in the implementation of the UNDP Country Programme for Guinea-Bissau (2022-2026) are described in Table 12 below.

Table 12: Current partners for UNDP Country Programme for Guinea-Bissau (2022-2026)

	Partner	Result Area
Donors	European Union	<ul style="list-style-type: none"> Democratic governance Enhanced human development and economic structural transformation Natural resource management
	Global Fund	<ul style="list-style-type: none"> Enhanced human development
	Peace Building Fund	
	SWISS	<ul style="list-style-type: none"> Democratic governance
	Green Climate Fund (GCF)	
	Global Environment Facility (GEF) Least Developed Countries Fund (LDCF)	<ul style="list-style-type: none"> Natural resource management
United Nations	UNICEF	<ul style="list-style-type: none"> Democratic governance Enhanced human development and economic structural transformation
	UNCDF	<ul style="list-style-type: none"> Enhanced human development and economic structural transformation
	UN Habitat	<ul style="list-style-type: none"> Natural resource management
	WFP	<ul style="list-style-type: none"> Enhanced human development and economic structural transformation
Government	Ministry of Economy, Planning and Regional Integration	<ul style="list-style-type: none"> Democratic governance Enhanced human development and economic structural transformation Natural resource management
	Ministry of Foreign Affairs	<ul style="list-style-type: none"> Democratic governance Enhanced human development and economic structural transformation
	Ministry of Finance	<ul style="list-style-type: none"> Enhanced human development and economic structural transformation
	Ministry of Territorial Administration	<ul style="list-style-type: none"> Democratic governance
	Ministry of Health	<ul style="list-style-type: none"> Enhanced human development and economic structural transformation
	Ministry of Justice	
	National Centre for Judiciary Training	
	Court of Auditors	<ul style="list-style-type: none"> Democratic governance
	National Human Rights Commission	
	National Commission for Human Rights and Citizenship	
	Ministry of Environment Biodiversity and Climate Action	<ul style="list-style-type: none"> Natural resource management
	Biodiversity Institute	
	Ministry of Transport, Telecommunications and Digital Economy	<ul style="list-style-type: none"> Democratic governance
	Technological Institute for Administrative Modernization	
National Institute of Statistics (INE)	<ul style="list-style-type: none"> Data Management 	
Private sector	Associacao Industrial da Guine-Bissau (AIGB)	
	Camara de Comercio, Industria, Agricultura e Servicos (CCIAS)	<ul style="list-style-type: none"> Enhanced human development and economic structural transformation
	Associacao Nacional de Armadores de Pesca Industrial (ANAP)	
	Associacao de Operadores Turisticos e Similares (ASOPTS)	
CSOs	ENGIM	
	Kau Criar	
	Centre Culturel Franco (French Cultural Centre)	<ul style="list-style-type: none"> Enhanced human development and economic structural transformation
	AIFO	
	Innovation for Poverty Action (IPA)	
	CIDE	
	CSO Platform	
	Bar Association of Guinea-Bissau (OAGB)	
	Office of Assigned Lawyers	
	Network of Human Rights Defenders of Guinea-Bissau	
	The Leadership Academy	<ul style="list-style-type: none"> Democratic governance
	CONVENÇÃO CIDADÁ	
	CFLI	
	Association of Motor Disabled People (ADEFI)	
	Citizens' Alliance for Human Rights / LGBTQ Community Association	

5.4.4.1. *How the current UNDP partnerships promote long term sustainability and durability of results*

Democratic governance: As described earlier in **sub-section 5.4.3 under Sustainability**, UNDP equipped the Ministry of Justice with Digital Information System for administrative services. Through the Digital Information System, civil registry books have been digitised to safeguard from degradation, ensuring the identity rights of all Bissau-Guineans. It has also opened opportunity of registering the entire population on a continuous system, providing proof of identity for everyone. Similarly, to facilitate access to justice services for remote areas, UNDP partnered with UNICEF and the Ministry of Justice, to implement the 'Mobile Justice' Initiative, that includes traveling to remote communities, to carry out birth registrations and trials, as well as awareness-raising, and human rights education and gender sensitisation.

Through the birth registrations and trials, total number of cases handled and concluded are over 38,000. Moreover, awareness-raising, and human rights education and gender sensitisation, has resulted to reduced SGBV cases, and conflicts about land ownership and inheritance of property. It is difficult to imagine how these results could be sustained and scaled-up without UNDP's further support.

From 2019, UNDP started withdrawing some funding support gradually, and the Government took over the payment of salaries for Judicial staff.²¹⁶ Since then, Government has increased budget allocation to the Ministry of Justice (GICHJU), from CFA 300,000 (about US\$ 600) per year in 2019 to CFA 1,468,600 (about US\$ 2,500) per year in 2024.²¹⁷ Given the low budget allocation, maintenance of equipment (computers) and vehicles has remained a challenge, slowing access to Judicial Access Centres (CAJ) and provision of judicial services in the remote communities. It is known that CAJ do not provide legal services.²¹⁸ If they did, perhaps the challenges would have been fewer, since CAJ are based close to the communities. They only conduct awareness-raising, and human rights education and gender sensitisation.²¹⁹ Moreover, because of the small budget allocation to the Ministry of Justice, some CAJ are struggling to operate.²²⁰ Ability of the CAJ to hire private lawyers from the Bar Association of Guinea-Bissau (OAGB) to handle cases in the communities has also been reduced because of the low budget. The sustenance of the operations of the Model Policing Stations, which connect cases from the community to the Judiciary, will also very much depend on further UNDP support. The gaps in further funding will likely erode the gains made so far. Further, the dissolution of parliament in December 2023 has negative national implications. UNDP's support to constitutionalism, through national and inter-party dialogue on political reforms, including revision of the constitution, and promotion of inclusive, fair and transparent political processes, has been halted. This has wider negative implications on the promotion of democratic governance Guinea Bissau. The implementation of the recommendations from the human rights reports would also be slow or difficult, given the current political context in Guinea-Bissau. Fighting corruption will also be affected, as parliament, which represents the voices of the citizens has been dissolved.

Enhanced human development and economic structural transformation: UNDP supported the Government of Guinea-Bissau to develop the National Financial Inclusion Strategy (2023-2027). This strategy was developed with a gender lens, promote inclusive growth, and integrate resilience and risk management. In supporting the implementation of the National Financial Inclusion Strategy, UNDP partnered with UNCDF to enhance access to equitable financial services to the marginalised groups (women, men and other groups) in Guinea-Bissau. As described earlier in **sub-section 5.4.3 under Sustainability**, 216,954 (65,676 women & 151,278 men) have accessed financial services, through six Banks and 283 service points in Guinea-Bissau in 2023. About 46 percent (46.8%) of the accounts opened at microfinance institutions in Guinea-Bissau, were by women; 49.5 percent were by men; and 3.7 percent were by other groups. Similarly, 36.8 percent of the loans active at microfinance institutions were for women; 60.9 percent were for men; and 2.3 percent were for other groups. While the deployment of 200 KIOSKS in the country's eastern, southern, northern and island regions, including 50 in Bissau, has facilitated access to finance, and created 250 new direct jobs such as kiosk managers, cash management agents, and Orange Money promoters. In addition, as described earlier in **sub-section 5.4.3 under Sustainability**, UNDP equipped two Ice factories with Solar, benefiting 3,193 people (1,718 women & 1,475 men) in the community, resulting into creating 4 types of businesses: selling ice water, selling juice, preserving fish, and selling ice. UNDP also equipped twenty water boreholes with Solar system, enabling remote, off-grid communities to have access to water without any CO₂ emission, benefiting 24,068 families in 56 communities. However, the sustenance of these economic gains will very much depend on the economic growth and overall business environment in Guinea-Bissau.

Natural resource management: As described earlier in **subsection 5.4.3 under Sustainability**, UNDP supported the Government of Guinea-Bissau (Ministry of Environment) to develop Local Area Development Plans (LADP) for four regions

²¹⁶ Key informants

²¹⁷ Key informants

²¹⁸ Key informants

²¹⁹ Key informants

²²⁰ Key informants

(Bubaque, Mensoa, Cacine, & Sao Domingos) for the period 2023-2033. These Plans are contributing to strengthening resilience and adaptive capacity of 6,614 community members (4,167 women & 2,447 men) to climate change in the four regions. The use of biodiversity products (rice brand, cattle manure, green leaves, dried mango leaves) in bio-fertilizer production and generation of sustainable energy, benefited 317 families, with 2,384 people actively engaged in sustainable land management. Six species, totalling 12,306 plants, were repopulated by the community, leading to restoration and improved management of 84 hectares of land. Climate resilience of coastal communities' livelihood options, targeting vulnerable groups of women and youth have been improved through adoption of climate resilient practices (hydro-agricultural management) for 291.7 ha of rice, benefitting 6,751 direct beneficiaries, of whom 3,542 (52.5%) are women. Communities in these localities have built dikes for protection; to serve as anti-erosion, dividers, and rice belts, in an area of 351 ha. Food availability has been restored from three to six months after harvest, because of improved rice crop yields and better storage using bans.²²¹ Based on the above analysis, the current UNDP partnerships with their results, should be sustainable as the Local Area Development Plans are enforced. Moreover, the adoption of sustainable land management has the potential to foster a more sustainable agriculture and improve crop yields, making it possible to feed a growing population. Food security appeals to the community, and the communities will continue to practice a more sustainable land management.

5.4.4.2. *Changes to be made in the current UNDP partnerships*

As described in **subsection 5.3.2. under Efficiency**, UNDP's partnerships in Guinea-Bissau face challenges, especially with the continuing low capacity of local partners, including government agencies, made worse by the volatile political situation in Guinea-Bissau. The strategy of deploying both international and national partners to work together, with different human resources capacities and experience is seen to be a game changer, with progress being made on achieving most programme outputs. That 6 out of the 10 outputs (60%) have already surpassed their targets midterm the programme period, is a demonstration of the effectiveness of this partnership arrangement, and should be maintained.

Local partners express need for continued capacity building in the remaining period of the Programme, as they still face low capacity in programme and financial management. And staff turnover in key Government partners, and the coming on board of new staff, aggravate this situation.²²² Most key Government partners recommended to train in these technical areas: **Monitoring and Evaluation** of UNDP-supported Programmes and projects to improve programme and projects monitoring and reporting; **Project Management** to improve programme design and workplan implementation; and **Financial Management**, to help manage budgets, and prepare accurate and timely financial reports.²²³

On the other hand, however, as described in **subsection 5.3.2. under Efficiency**, partners point to the late release of funds by UNDP for programme implementation. As key informants remarked, the delay in funds disbursement affects implementation of activities, especially agricultural activities that depend on rain.²²⁴ Further, as focus groups and key informant interviews revealed, because of late release of programme funds to partners, some of the programme beneficiaries decline to take up some loans, because the funds were delivered off season, and they would not be able to invest the money and repay the loans.²²⁵ Moreover, UNDP funding to mitigate and promote climate change adaptation is perceived as small compared to need, and scattered in many geographical locations; it should be concentrated in fewer or one geographic area if it is to create impact.²²⁶ While UNDP follows good partnerships practices of providing feedback to implementing partners in case there are delays in release of funds, UNDP should work towards allowing those funds still to be utilised for the purpose. For example, programme beneficiaries who were qualified for loans before, but the budget did cover them, could still be allowed to access the loan to implement their approved businesses, for loans other beneficiaries have declined to take up. If this is well monitored and implemented, it would also improve utilisation of programme funds.

UNDP's current donors to the CPD have been limited mainly to its traditional donors (EU, PBF, GEF, GCF, LDCF, Global Fund). While UNDP expected to mobilise a total of US\$ 197,394,000 from its core resources (US\$ 20,508,000) and development partners (US\$ 176,886,000) for the programme period (2022-2026), only about US\$ 50 million (about 25% of the total programme budget) has been mobilised so far, midterm the programme period.²²⁷ It is unlikely that the resource mobilisation target will be met in the remaining programme period. For example, the Swiss funding that currently funds Digital Transformation in Guinea-Bissau, is ending in December 2024. UNDP has targeted to digitise eight institutions of Government. So far, only one has been fully digitised. With the Swiss funding ending, the digitisation of the remaining ministries and sectors,

²²¹ Key informants

²²² Key informants

²²³ Key informants

²²⁴ Key Informants

²²⁵ Focus groups

²²⁶ Key informants

²²⁷ Key informants

is unlikely to happen. UNDP Country Office will need to expand its visibility to attract and mobilise additional resources for the Programme. It has to improve its visibility by increasing the cost-effectiveness of the Programme's communications strategy. Currently, the Programme is employing posts shared on the websites of UNDP Global, to communicate the achievements of the Programme to its intended audiences. Key to this, as revealed by the key informant, is the Programme Teams' meetings held regularly to capture lessons learned and discuss opportunities for the scaling up and to socialize the Programme results and lessons learnt with relevant audiences, mainly with donor offices based in Guinea-Bissau. Similarly, the visibility of the Programme and all its activities can be promoted through multimedia **updates** (text, photos, videos, info graphs, factsheets, posters, and competitions). With engaging content and social media outreach, the Programme can increase its visibility, audience reach, and potentially attract attention of external donors. In addition, social media posts (Facebook, YouTube, twitter) of all its activities and achievements can reach a wider audience of stakeholders, including donors. Further, the Programme teams can provide the Communications team with impactful Programme updates that can be promoted, covered, and shared on the websites and social media platforms of **UNDP Guinea-Bissau, UNDP West and Central African Region, UNDP Brussels** (to attract the attention of EU donors), **UNDP Global** (to attract the attention of World Bank, JICA, Chinese, Islamic Fund donors), in addition to **CSO Coalition pages** among others, who advocate on UNDP activities in Guinea-Bissau.

5.5. Gender equality

The programme's responsiveness in **gender equality** was assessed by analysing: (i) the extent to which gender has been addressed in the design, implementation, monitoring, and reporting of the programme; whether gender marker data assigned to the programme is representative of reality (focus should be placed on gender marker 2 and 3 projects); and (ii) the extent to which UNDP-supported **democratic governance, enhanced human development and economic structural transformation, and natural resource management** initiatives has promoted positive changes in gender equality; and whether there has been any unintended effects.

5.5.1. *Extent to which gender has been addressed in the design, implementation, monitoring, and reporting of the programme; whether gender marker data assigned to the programme is representative of reality (focus to be on Gender Marker 2 and 3 projects)*

Achieved: *The evaluation concludes that gender has been addressed in the design, implementation, monitoring, and reporting of the programme, and the programme Gender Marker 2 and 3 are representative of the reality.*

In gender mainstreaming, desk review revealed that UNDP mainstreamed gender in the design of the Country Programme. Gender mainstreaming is evident and visible in all the three programme results areas: democratic governance, enhanced human development and economic structural transformation, and natural resource management.²²⁸ Moreover, the Programme Results Framework (2022-2026) in the Programme Document catered for baselines and targets with disaggregated data on gender; and the involvement of women's groups is a demonstration of the Programme's deliberate intention to empowerment women. This also presented opportunity for UNDP Country Office and its partners to assess the effectiveness of the Programme in addressing gender needs, and in making sure "no one is left behind" when providing services, later during the Programme implementation. Gender mainstreaming is also evident and visible in the programme implementation, monitoring, and reporting, where data has been disaggregated by sex (male and female) in the CPD Indicator Tracking Tool (2022-2023). The disaggregation of data allows the Programme to continually monitor the distribution of results across different population groups, which is deliberate and intended to strengthen considerations of equity, which is in line with the SDG policy priority to "leave no one behind".

The programme assigned itself two Gender Equality Categories: **Gender Equality Marker (GEM) 2 = Gender responsive;** and **GEM 3 = Gender transformative.** There is reason to believe these have been achieved, as the CPD Indicator Tracking Tool (2022-2023) has demonstrated that UNDP Country Office and its partners in Guinea-Bissau have the capacity to respond to the differential needs of men and women, through disaggregated data. The CPD Indicator Tracking Tool (2022-2023) has also shown that the Programme results have contributed to changes in norms, cultural values, power structures, and the roots of gender inequalities and discrimination. As described earlier in **sub-section 5.4.3 under Sustainability**, the creation of an office of women lawyers at Guinean-Bissau Bar Association (OAGB), to advance access to justice, gender equality, combating discrimination, and SGBV, is a significant milestone in changing norms and cultural values in Guinea-Bissau. Further, the Programme demonstrated strength in promoting gender equality by designing tailored programmes specifically to empower women, as demonstrated in the project, titled, "*Creating safe and empowering public spaces with women to mitigate climate-security risks and sustain peace in Guinea-Bissau (December 2022 - December 2023)*", worth US\$ 192,090, for which the

²²⁸ UNDP Country Programme Document for Guinea-Bissau (2022-2026), pp.9-15.

Programme assigned itself **GEM 3=Gender transformative**. Moreover, as focus group discussion with representatives of a women association in the outskirts of Bissau revealed, the Small Grant programme (SGP), has mostly targeted women for economic empowerment. As FGD revealed, over 300 women have been economically empowered through the SGP.²²⁹ With increased incomes, beneficiary women are now able to pay for education for their children, and sustain food supplies for their families with good nutrition. They have also been trained on Digital Solution and have been provided with IT tablets to promote their products online. This is in tandem with the Sustainable Development Goal (**SDG 5: Gender Equality**).

5.5.2. Extent to which UNDP-supported democratic governance, enhanced human development and economic structural transformation, and natural resource management initiatives has promoted positive changes in gender equality; and whether there have been any unintended effects

Achieved: *The evaluation concludes that the UNDP-supported programmes have promoted positive changes in gender equality, throughout the process.*

Democratic governance: As described earlier in **sub-section 5.4.3 under Sustainability**, the creation of an office of women lawyers at Guinean-Bissau Bar Association (OAGB), to advance access to justice, gender equality, combating discrimination, and SGBV, is a significant milestone in changing norms and cultural values in Guinea-Bissau. Further, as described earlier under **sub-section 5.5.1** above, the programme has demonstrated its strength in promoting gender equality by designing tailored programmes specifically to empower women, as demonstrated in the project titled, “*Creating safe and empowering public spaces with women to mitigate climate-security risks and sustain peace in Guinea-Bissau (December 2022 - December 2023)*”, worth US\$ 192,090, for which the programme assigned itself **GEM 3=Gender transformative**. Further, as described in **sub-section 5.5.1** above, over 300 women have been economically empowered through the SGP. With increased incomes, beneficiary women are now able to pay for education for their children, and sustain food supplies for their families with good nutrition. They have also been trained on Digital Solution and have been provided with IT tablets to promote their products online. This is in tandem with the Sustainable Development Goal (**SDG 5: Gender Equality**).

Enhanced human development and economic structural transformation: UNDP supported the Government of Guinea-Bissau to develop the National Financial Inclusion Strategy, that has opened opportunities for inclusive growth, and enhance access to equitable financial services to the marginalized groups (women, men and other groups) in Guinea-Bissau. As described earlier in **sub-section 5.4.3 under Sustainability**, about 46 percent (46.8%) of the accounts opened at microfinance institutions in Guinea-Bissau, were by women; 49.5 percent were by men; and 3.7 percent were by other groups. Similarly, 36.8 percent of the loans active at microfinance institutions were for women; 60.9 percent were for men; and 2.3 percent were for other groups. This is deliberate and intended to strengthen considerations of equity, which is in line with the SDG policy priority to “leave no one behind”.

Natural resource management: UNDP supported the Government of Guinea-Bissau with a number of innovative incentive mechanisms, targeting vulnerable groups of women and youth of coastal communities with climate resilience livelihood options, including adoption of climate resilient practices (hydro-agricultural management) for 291.7 ha of rice, benefitting 6,751 direct beneficiaries of whom 3,542 (52.5%) are women. Further, as described earlier in **subsection 5.2.1 under Effectiveness**, 61.6 ha of land were planted with mangroves, benefitting 9,496 direct beneficiaries of whom 4,876 (51.3%) are women. Further, multipurpose forest species nursery has been constructed, covering 0.5 ha of coastal land, benefitting 1,834 direct beneficiaries of whom 875 (or 47.7%) are women.

5.6. Partnership

The programme’s **partnerships arrangement** was assessed by analysing: (i) the extent to which UNDP developed partnerships that advanced democratic governance, enhanced human development and economic structural transformation, and natural resource management.

5.6.1. Extent to which UNDP developed partnerships advanced democratic governance, enhanced human development and economic structural transformation, and natural resource management

Moderately Achieved: *The evaluation concludes that the UNDP developed partnerships, to a great extent, advanced democratic governance, enhanced human development and economic structural transformation, and natural resource management.*

²²⁹ Focus groups

As seen in the composition of its partners, described earlier in **Table 13 in sub-section 5.4.4 under Sustainability**, UNDP drew its partners from **Donors, Collaborating UN Agencies, Government, the Private sector, and CSOs**. UNDP, in this partnership, view itself as a team player that provides significant support to the coordinated programme efforts. The effectiveness of this coordination with programme partners has been ensured through this leadership, and revealed in the achievement, so far of 6 out of the 10 programme outputs (60%) midterm the programme period. The partnerships have also been enhanced through on-going engagement in relevant national planning processes (e.g. preparation of the next NDP:2025-2030), participation in the phases of programme work plan development and budgeting, implementation of programme activities, and reporting and reviews.²³⁰ At the national level, the coordination has been done through joint technical meetings between UNDP, donors and partners, involved in the implementation of the Country Programme. This coordination effort led to the partners' commitment to deliver the Programme results and being accountable to the Programme beneficiaries. The strength of this partnership is demonstrated in trust among partners,²³¹ improved regular consultations, and setting clear deliverables, which are contributing to the Programme progress, as earlier revealed in the achievement of 6 out of the 10 programme outputs (60%) midterm the programme period. However, linkages (e.g. common view on “Guinea-Bissau Digital” under the Ministry of Transport, Telecommunications and Digital Economy, and “Guinea-Bissau Rise” under the Ministry of Economy, Planning and Regional Integration, for transformation of Guinea-Bissau) which would have been relevant were not adequately utilised or explored. This was caused in part, by lack of strong coordination between the Ministry of Economy, Planning, and Regional Integration (the lead Government planning agency) and the other Government ministries and sectors; and in part, by the forms of control used by individual line ministries.²³² Nonetheless, some key contributions of the partnerships in advancing democratic governance, enhanced human development and economic structural transformation, and natural resource management, are described below.

Democratic governance: As described in **subsection 5.2.1 under Effectiveness**, UNDP partnered with the Government of Guinea-Bissau and equipped the Ministry of Justice with Digital Information System for administrative services. In the Courts of Accounts, digitisation of Archives is already improving security and consolidating reforms and modernisation in the Ministry of Justice. In addition, civil registry books have been digitised to safeguard from degradation, ensuring the identity rights of all Bissau-Guineans. It has also opened opportunity of registering the entire population on a continuous system, providing proof of identity for everyone. Moreover, as described earlier in **sub-section 5.4.3 under Sustainability**, the creation of an office of women lawyers at Guinean-Bissau Bar Association (OAGB), to advance access to justice, gender equality, combating discrimination, and SGBV, is a significant milestone in changing norms and cultural values in Guinea-Bissau.

Enhanced human development and economic structural transformation: As described earlier in **sub-section 5.4.2 under Sustainability**, UNDP supported the Government of Guinea-Bissau to develop the National Financial Inclusion Strategy, that has opened opportunities for inclusive growth, and enhance access to equitable financial services to the marginalised groups (women, men and other groups) in Guinea-Bissau. As described earlier in **sub-section 5.4.3 under Sustainability**, about 46 percent (46.8%) of the accounts opened at microfinance institutions in Guinea-Bissau, were by women; 49.5 percent were by men; and 3.7 percent were by other groups. Similarly, 36.8 percent of the loans active at microfinance institutions were for women; 60.9 percent were for men; and 2.3 percent were for other groups. Further, the strength of UNDP partnership in advancing human development is demonstrated in new funding from the Global Fund to the Government of Guinea-Bissau, for which UNDP has again been approved by the Country Coordination Mechanism (CCM) of the Ministry of Health of the Government of Guinea-Bissau, to act as the Global Fund Grant Cycle 7 (GC7) principal recipient.

Natural resource management: UNDP supported the Government of Guinea-Bissau to develop the NDC following the signing of the Paris Climate Agreement on April 22, 2016, then its ratification by the Bissau-Guinean Parliament on October 22, 2018. That Guinea-Bissau's is committed to the climate action is demonstrated by its submission of policy measures – three National Communications (NC): National communication 1 - NC1 (Guinea-Bissau 2005); National communication 2 - NC2 (Guinea-Bissau 2011); and National communication 3 - NC3 (Guinea-Bissau 2018); with the fourth one in progress, highlighting the dedicated efforts to mitigate and adapt to Climate Change. The strength of the partnership in advancing natural resource management is also evident in new funding partnerships mechanisms for sustainable management solutions of natural resources and waste, under: The “*Strengthening Resilience and Adaptive Capacity to Climate Change in Guinea-Bissau's Agrarian and Water Sectors Project*” and the “*The Early Warning System Project*.” That UNDP has been able to mobilise additional resources towards strengthening resilience and adaptive capacity to Climate Change in Guinea-Bissau, with the Early Warning System Project, going beyond the programme period (up to 2029), is a sign that UNDP remains a trustworthy development partner to donors, as well a trusted partner of the Government of Guinea-Bissau.

²³⁰ Key informant

²³¹ Key informants

²³² Key informants

6. CONCLUSIONS

The three programme results – Democratic governance, Enhanced human development and economic structural transformation, and Natural resource management, in similar degrees, were relevant, efficient and effective, and in the short-term make a positive impact, and sustainable. It is difficult to assess what would have happened if UNDP and its international partners had not intervened in Guinea-Bissau. The probabilities are that the level of democratic governance, human development and economic structural transformation, and natural resource management, would have been lower.

Relevance: In terms of relevance, the three programme results – **Democratic governance, Enhanced human development and economic structural transformation, and Natural resource management**, in similar degrees, were relevant. The government's takeover of most elements of the **Democratic governance** – ratification of Human Rights treaties, and Anti-corruption Strategy, though not fully implemented; **Economic structural transformation** - development of the National Social Policy, National Financial Inclusion Strategy, and the National Blue Economy Strategy; **Natural resource management** – development of the Nationally Determined Contribution (NDC) under the Paris Climate Agreement, is a demonstration of programme's high relevance. It was delivered through a locally-led response and with international obligations. It demonstrated high level of responsiveness by adjust to the political crisis in Guinea-Bissau, and also responding quickly to the outbreak of the COVID-19 pandemic.

Effectiveness: Effectiveness is key strength of the Programme when judged from the achievement of 6 out of 10 outputs (60%) of the programme outputs, midterm the programme period. The programme's coordination, capacity building, and service delivery efforts, not only influenced these achievements, but also improved the programme's visibility and institutionalization of the knowledge management from the Programme implementation. Most negative effects, such as continued technical capacity gaps, the recurring political crisis and the impact of COVID-19 pandemic, were, however, addressed by modifying the approach to programme implementation, and so enabled the programme to continue to address the governance, human development and economic structural transformation, and natural resource management concerns of Guinea-Bissau.

Efficiency: The efficiency in programme management is demonstrated in the achievement of 6 out of 10 programme outputs, midterm the programme period. The quality of implementation has been generally good, with results-based reports and the CPD Indicator Tracking Tool, keeping track of programme progress. The capacity development actions that strengthened partnerships between UNDP and Government, CSOs and the Private sector, increased the programme's decision-making, planning and implementation processes. The most important added values of the programme's partnerships are in the areas of; capacity building and building trust, and contribution to achieving 6 out of 10 programme outputs (60%), midterm the programme period.

Sustainability: Sustainability is demonstrated by a sense of local ownership in the programme and highly visible Bissau-Guinean technical management. Participatory planning, in which rights and responsibilities were negotiated, best demonstrated in all results areas (**Democratic governance, Enhanced human development and economic structural transformation, and Natural resource management**), was critical to the sense of ownership. Some of the results from the partnerships should survive without further UNDP funding.

Gender equality: The programme was implemented with human-rights and gender lens in focus, and within Guinea-Bissau's commitment to key International Human Rights covenants. It mainstreamed gender as judged from gender-responsive indicators with sex disaggregated data; and gender was mainstreamed in the design, implementation, monitoring and reporting of the programme. The programme scored highly in gender mainstreaming (GEM 2 & GEM 3).

Partnership: UNDP partnership with **Donors, Collaborating UN Agencies, Government, the Private sector, and CSOs**, has provided significant support to the coordinated locally-led programme efforts. The effectiveness of this coordination with programme partners is demonstrated in trust among partners, improved regular consultations, and setting clear deliverables, ensured through this leadership; and revealed in the achievement, so far of 6 out of the 10 programme outputs (60%), midterm the programme period. Effectiveness of the partnership could further be strengthened by addressing the problem of late disbursement of funds by UNDP that slow down Programme implementation and reporting.

7. RECOMMENDATIONS

These recommendations presented are meant to enhance the relevance and performance, stimulate learning and consolidate the sustainability prospects of the programme's achievements. For the remaining period of the programme, the task ahead for UNDP is to consolidate what is best from experience.

7.1. Follow on the achievements made so far

Recommendation No.7.1.1: *Follow on the achievements made so far, and take actions to overcome delays, impediments and risks to achievements of the programme outputs whose performance are still below 50 percent.*

The fragile political context in Guinea-Bissau is not ending soon. Both short-term and long-term strategies are required to improve and sustain democratic governance, peace, and the rule of law; as well as enhance human development and economic structural transformation, and natural resource management in Guinea-Bissau. With great need still in these areas, it is recommended to keep all the three results areas in the remaining period of the current country programme. As described in **subsection 5.4.4 under Sustainability**, and in **subsection 5.6.1 under Partnerships**, UNDP and Collaborating UN agencies should maintain and further develop their strategic partnerships with the Government of Guinea-Bissau, the Private sector, and CSOs. And given the continued low capacity in programme and financial management, and to some extent, staff turnover in key Government partners, and coming on board of new staff; it is recommended to train in these technical areas, highlighted by partners: **Monitoring and Evaluation** of UNDP-supported Programmes and projects to improve programme and projects monitoring and reporting; **Project Management** to improve programme design and workplan implementation; and **Financial Management**, to help manage budgets, and prepare accurate and timely financial reports. This should start with capacity needs assessments, and should be done prior to the start of or early during the project implementation period. Moreover, urgent action is required to speed up achievements and to mitigate the risks of non-achievement of the following outputs: Output 1.1 under **Democratic governance** result area; Output 3.2 under **Enhanced human development and economic structural transformation** result area; and Outputs 2.3 and 2.5 under **Natural resource management** result area. With two outputs at risks of non-achievement by 2026 under the **Natural resource management** result area, additional technical support and efforts will be required for this result area to achieve the two outputs by 2026.

7.2. Shift in approach to programme implementation

Recommendation No.7.2.1: *Work more at subnational and local levels to action the new policies and strategies.*

The success of the other UNDP Programmes (**Economy; Health; Environment; Gender**) rely on strong political and technical institutions of Government. Because activities related to establishing strong institutions, such as revising the Constitution and promoting inclusive, fair and transparent political processes, fighting corruption, and sustaining a strong and stable Government workforce, cannot be fully implemented, this affects full implementation of the other UNDP Programme areas. As described in **Subsection 5.2.7 under Effectiveness**, with no strong and stable Government workforce, UNDP and its local partners (Private sector & CSOs) can begin to implement some downstream work in remote communities, recognising that local partners, as both implementors and beneficiaries, are the key resource for success. What should be accelerated is the ability to work more at the local level as implementation of developed Policies and Strategies move from national to subnational and local levels.

7.3. Maintain activities under Democratic Governance Output 1.1 in Outcome 1

Recommendation No.7.3.1: *Continue to implement activities under output 1.1 which have not been affected by dissolution of Parliament in December 2023.*

As described in **Subsection 5.2.7 under Effectiveness**, activities such as support to the national and inter-party dialogue on political reforms, including revision of the constitution, and promotion of inclusive, fair and transparent political processes, outlined in Output 1.1 cannot not be fully implemented under the current political context in Guinea-Bissau. But other activities under Output 1.1, such as strengthening accountability, prevention/mitigation of corruption risks, integration of anti-corruption into management of public funds, service delivery, and other sectors at national, subnational and sectoral levels; expanding digital transformation in ministries that haven't yet received capacity building in digital transformation; and improving the environment, including for independent mediascape for citizen engagement to sustain peace and prevent violent extremism, are activities that UNDP can continue to implement under the current political context. It is, therefore, recommended to keep Output 1.1 in its current form.

7.4. Increase Digitisation

Recommendation No.7.4.1: *Increase digitisation in Guinea-Bissau*

Guinea-Bissau has a low population access to internet. Although moderately improving, it is insufficient to attain the national goal for digitisation and, yet digital economy is considered the main driver of economic growth, and digital economy based on ICT helps to increase capital and labour productivity and to obtain goods and services at lower prices. The digital transformation is certainly relevant to the needs of the people of Guinea-Bissau, but is limited by the lack of resources. This lack reduces its ability to be introduced to other ministries and sectors. It is recommended to address this digital gap described in **subsection 5.1.4.2 under Section 5.1.4: Relevance** of this report. UNDP, its international partners, and the private sector, can work towards increasing digitisation in Guinea-Bissau, through the proposed “Guinea-Bissau Digital” under the Ministry of Transport, Telecommunications and Digital Economy (MTTED), by building capacity of relevant institutions in digital transformation and partner network creation, while addressing gender digital divide, knowledge and technology transfer, and digitisation downstream.

7.5. Mobilise resources for the Programme with a more realistic resource mobilisation target

Recommendation No.7.5.1: *UNDP Country Office to expand its funding partners for the Programme.*

As described in **Subsection 5.4.4.2 under Sustainability**, UNDP's current donors to the CPD have been limited mainly to its traditional donors (EU, PBF, GEF, GCF, LDCF, & Global Fund). UNDP expected to mobilise a total of US\$ 197,394,000 from its core resources (US\$ 20,508,000) and development partners (US\$ 176,886,000) for the programme period (2022-2026), but only about US\$ 50 million (about 25% of the total programme period budget) has been mobilised so far. Given the wide gap in resource mobilisation, and the short period left to the end of the current country programme, UNDP will need to scale down its resource mobilisation target. For example, the Swiss funding in particular, that currently funds Digital Transformation in Guinea-Bissau, is ending in December 2024. UNDP has targeted to digitise eight institutions of Government. So far, only three have been fully digitised. With the Swiss funding ending, this is unlikely to happen. UNDP Country Office can expand its visibility to attract and mobilise additional resources for the Programme. It can do this by socialising the Programme results and lessons learnt with relevant **donor offices** based in Guinea-Bissau. It can also promote the visibility of the Programme results and lessons learnt through multimedia **updates** (text, photos, videos, info graphs, and factsheets). With engaging content and social media outreach, the Programme can increase its visibility, and potentially attract attention of external donors. In addition, **social media posts** (Facebook, YouTube, twitter) of Programme activities and achievements can reach a wider audience of donors. Further, the Programme teams can provide the Communications Team with impactful Programme updates that can be promoted, covered, and shared on the **websites** and **social media** platforms of **UNDP Guinea-Bissau, UNDP West and Central African Region, UNDP Brussels** (to attract the attention of European donors), **UNDP Global** (to attract the attention of World Bank, JICA, Chinese, Islamic Fund donors), in addition to **CSO Coalition pages** among others, who advocate on UNDP activities in Guinea-Bissau.

7.6. Deliver programme funds and implement planned activities

Recommendation No.7.6.1: *Ensure timely disbursement of programme funds to partners*

As described in **Subsection 5.3.2 under Efficiency**, timely delivery of programme funds and implementation of planned activities proved to be a challenge. The transition from the UNDP Atlas financial system to the Quantum financial system, caused significant delays in funds transfer to implementing partners. As UNDP and partners navigate through the Quantum financial system, UNDP can ensure partners can still implement activities on time, by: (a) allowing those partners who can pre-finance their activities to do so to avoid delays in programme implementation and use of funds; (b) working towards allowing funds disbursed late to be utilised for the purpose. For example, programme beneficiaries who were qualified for the loans, but the budget did cover them, could still be allowed to access the funds to implement their approved businesses.

7.7. Programme Monitoring and Evaluation

Recommendation No.7.7.1: *Improve measurement of outcomes.*

The existing monitoring system did not allow qualitative statements from beneficiaries about achieved changes or outcomes. It is recommended to eliminate this information gap described in **subsection 5.3.3 under Efficiency** of the programme. With the implicit understanding that change primarily happens at individual, institutional, or community level, where delivered

resources turn into activities and services provided to the target groups, future outcome-monitoring should orientate towards these changes. Future programme monitoring should also focus on beneficiaries as additional information providers and take care to integrate qualitative statements from them, as part of the programme's results-based reporting, and integrate them in the outcome-monitoring process. That also requires Programme teams to engage with the Communication's team who is best experienced to support the collection and writing of impactful stories from the Program implementation on an ongoing basis.

7.8. Priority areas for the next Country Programme (2027-2032)

As described in **subsection 5.4.1 under Sustainability**, Government has recently conducted consultations with stakeholders at both the national and regional levels, and has come up with key priority areas for national development for the next five years (2025-2030), to accelerate economic growth in Guinea-Bissau.

Priority No. 7.7.1: *Strong Public Administration and Public Institutions, including Health and Justice*: Government is prioritising strengthening of Public Administration and Public Institutions to improve management of Public Institutions, execution of budgets, and service delivery.

Priority No. 7.7.2: *Human capital development*: Given the technical capacity gaps in all institutions, Government is prioritising accelerating more and better investments in people's technical capacity (knowledge and skills) to increase productivity, and for greater equity and economic growth in Guinea-Bissau.

Priority No. 7.7.3: *Economic development*: To accelerate economic growth, Government is prioritising supporting private sector investments for economic growth.

Priority No. 7.7.4: *Physical Infrastructure development*: Guinea-Bissau is experiencing poor roads, telecommunications, and access to electrical power grids. Government is prioritising transport, access to electrical power grids, telecommunications, and improving road networks to enable easier access to health and education facilities, and to markets amongst others.

Priority No. 7.7.5: *Conservation of Biodiversity and Protected Area Management*: Guinea-Bissau is prioritising Conservation of its Biodiversity to preserve the health of its ecosystem; and the management of its Protected Areas to achieve the long-term conservation of nature and associated ecosystem services and cultural values in Guinea-Bissau.

8. LESSONS LEARNT AND GOOD PRACTICES

8.1. Lessons learnt - General

- The first lesson is that **diversifying partnerships** to include, locally, the private sector, non-governmental organisations, civil society and community-based organisations; and internationally, regional and international organisation, increased capacity and addressed the low capacity gap in national partners for the implementation of the Country Programme in Guinea-Bissau. By combining international with national partners to implement the Country Programme, UNDP is contributing to developing a pool of national partners and experts who can be partnered with or contracted on short notice for the current Country Programme, and/or in the next country programme (2027-2032).
- The second lesson is that **capacity building** initiative has a long-term effect on the improvement of local expertise based on knowledge. The knowledge and skills gained through the current Country Programme will probably not be lost because the programme technical management is mostly based on local expertise.
- The third lesson is that **Upstream engagement** lead to enhanced regulatory frameworks that also promote an increased political, social and economic inclusion through the processes of developing the policies and strategies; and **Downstream engagement** enhance capacities and access for services of individuals, institutions, organisations, and community groups at subnational and local levels.
- The fourth lesson is that **participatory approach** to political, social and economic issues of most kinds is of the first importance. It is of particular value in any targeting of the most vulnerable and marginalized community groups, because only then can discrimination and branding be dealt with. LBGTQ and PWDs have been included in services delivery.
- The fifth fourth lesson is that the **involvement of the private sector and civil society**, in mobilisation of community and providing services, had a double advantage. On the one hand, the local structures are receiving the much-needed capacity building. On the other hand, the participation of vulnerable and marginalised groups (women, men, LBGTQ, PWDs) has increased, and they are receiving the much-needed services they have been longing for.
- The sixth lesson is that **livelihood's options (micro enterprises)** are appropriate and effective in reaching a diversity of vulnerable and marginalized groups (women, men, LBGTQ, PWDs) in communities. By focusing on the livelihood's options of the vulnerable and marginalized groups, the programme interventions met the needs of the women, men, LBGTQ, and PWDs, because they were directly involved in defining them.
- The seventh lesson is that the **programme monitoring and evaluation systems** have demonstrated the ability to disaggregate data by sex (male and female), gender (women and men), and social groups (PWDs, LBGTQ). The disaggregation of data allows the programme to continually monitor the distribution of results across different population groups, which strengthens considerations of equity, in line with the SDG policy priority to “leave no one behind”.
- The eighth lesson is that **weak cross-sectoral cooperation**, where linkages (e.g. common view on “Guinea-Bissau Digital” under the Ministry of Transport, Telecommunications and Digital Economy, and “Guinea-Bissau Rise” under the Ministry of Economy, Planning and Regional Integration, for transformation of Guinea-Bissau) which would have been relevant were not adequately utilised or explored. This was caused in part, by lack of strong coordination between the Ministry of Economy, Planning, and Regional Integration (the lead Government planning agency) and the other Government ministries and sectors; and in part, by the forms of control used by individual line ministries.

Lessons learnt - specific to each result area:

Democratic governance

- The Justice Access Centre (CAJ) has enabled women in the Moslem-dominated communities in Gabu in eastern Guinea-Bissau, to speak out and report cases of SGBV - a significant milestone in breaking taboos, changing religious values and combating discrimination against women.
- The creation of an office of women lawyers at Guinean-Bissau Bar Association (OAGB), to advance access to justice, gender equality, combating discrimination, and SGBV, is a significant milestone in promoting inclusiveness.
- The establishment of Model Policing Stations have significantly enhanced reaching amicable solutions for community members in various conflicts. Communities' fear of harassment that has always been associated with the Police Force has reduced. However, the sustenance of the operations of the Model Policing Stations will very much depend on further UNDP support.

Enhanced human development and economic structural transformation

- The ability of UNDP, through the District Health Teams, to implement the Health Information Management System (DHIS2), by leveraging resources (human, financial, and IT) from other partners (WHO, WFP, UNFPA, Catholic Relief

Services, Plan International, AMI), to recruit community health workers to be paid for on a cost-sharing basis, where the Ministry of Health is unable to provide core staff to facilitate real time health data collection from the community, should be encouraged.

- The National Financial Inclusion Strategy has concentrated on encouraging and supporting livelihood's options (micro-enterprises) which substantially assist in the improvement of conditions for the vulnerable and marginalized groups in the community. By enabling access to financial services through Banks and service points in Guinea-Bissau, as well as through deployment of mobile money KIOSKS in the regions of Guinea-Bissau, UNDP has demonstrated that micro-enterprises are appropriate and effective in reaching vulnerable and marginalized groups in a difficult political and economic environment in Guinea-Bissau.
- The programme has positioned UNDP as a key stakeholder in private sector development. While several actors want to advance the private sector development agenda, most actors operate in siloes, and UNDP exercised its integrator role by bringing together diverse actors to take part in the ecosystem of enterprises and highlighting trade and investment opportunities of Guinea-Bissau, and breaking the siloes and changing a narrative to focus on innovative opportunities in the country.

Natural resource management

- Strengthening resilience and adaptive capacity of communities to Climate Change improves livelihood options and food security is ensured for a longer period of time through food storage banks and improved breeds of cattle.
- The programme developed synergy between integrated water resource management and natural resource management. It contributed to reduced CO₂ emission and increased access to clean water consumption through solar powered water sources. It increased crop and livestock productivity by using improved crop and animal breeds.

8.2. Good practices

Good practices specific to each result area are described below:

Democratic governance

- Digitizing the Ministry of Justice's Administrative Services, in particular, the civil registry books to safeguard them from degradation, ensures the identity rights of all Bissau-Guineans. It has opened the possibility of registering the entire population in a continuous system, providing proof of identity for everyone.
- Use of 'Mobile Justice' Units that includes travelling to remote communities, to provide legal aid, and to carry out birth registrations and trials, improves access to judicial services for remote communities across the country, and is ensuring no citizen, regardless of their geographical location, is left without access to justice.

Enhanced human development and economic structural transformation

- Increasing access to ITN is the simplest way to protect against mosquito bites and the cheapest way to prevent malaria transmission.
- Extended support for entrepreneurship for youth and women-owned/led business is better for market linkages, and access to financial services, as they may not have large start-up capital. Most support for entrepreneurship were running on project rather than programme mode; project modes have strict time limits.

Natural resource management

- Improved cook-stoves, for families in the community, that reduces firewood consumption are innovative techniques and best practices in providing access to alternative technologies and renewable energies to vulnerable communities experiencing diminishing forest and rainfall, and gradual rise in temperature.

Monitoring, Evaluation and Learning

- The programme monitoring and evaluation systems have demonstrated the ability to disaggregate data by sex (male and female), gender (women, men, youth), and social groups (PWDs, LGBTQ). The disaggregation of data allows the programme to continually monitor the distribution of results across different population groups, which strengthens considerations of equity, in line with the SDG policy priority to "leave no one behind".
- The Country Programme Document Performance Indicator Tracking Tool (in Excel) that the Programme Management Support Unit (PMSU) of UNDP Guinea-Bissau Country Office has developed, with flexibility to disaggregate data by sex (male and female), gender (women, men, youth), and social groups (PWDs, LGBTQ); allowing for both quantitative and qualitative information to be presented, is a good practice in monitoring that should be promoted.

ANNEXES

Annex 1: Terms of Reference

Title	Mid-term Evaluation of the UNDP Country Programme for Guinea-Bissau (2022-2026)
Purpose	These Terms of Reference are designed to guide the evaluation of the UNDP Country Programme for Guinea-Bissau (2022-2026)
Location	Guinea-Bissau
Application categories	A) An international consultant (Team Leader) to evaluate the CPD. B) An individual national consultant (Team member) to partners with the international consultant to undertake the CPD evaluation.
Start date	September 2024
Duration	36 working days for the international consultant and 25 working days for the National consultant

A. INTRODUCTION

UNDP's corporate policy is to evaluate its development cooperation with the host government regularly to assess whether and how UNDP funded interventions contribute to the achievement of agreed outcomes, i.e., changes in the development situation and ultimately make an impact on people's lives. Evaluating the country programme, therefore, involves ascertaining whether and how UNDP has assisted in improving human development conditions for individuals, institutions, and systems. The evaluation also helps to clarify underlying factors affecting development, identify unintended consequences (positive and negative), to generate lessons learned, and to recommend actions to improve performance in future programming.

The Country Programme Document for Guinea-Bissau (CPD 2022-2026) defines UNDP as a strategic partner, responding to critical national challenges expressed in the midterm National Development Plan (NDP 2020-2023), consistent with the United Nations Cooperation Development Sustainable Framework (UNSDCF 2020-2026), jointly formulated with the Government of Guinea-Bissau and other key stakeholders and in line with UNDP Strategic Plan (2022-2025).

In June 2023, the Common Country Assessment (CCA) was updated to reflect the most recent developments in the political context and socioeconomic conditions of the country, following the dissolution of the National Assembly and appointment of a transitory government led by the presidency. This also an opportune moment for UNDP to commission an independent mid-term evaluation of its CPD 2020-2026, and seize the opportunity for an all-inclusive evaluation of UNDP's support and contribution to Guinea-Bissau's development and commitment to the SDGs.

From the national perspective, the previous NDP 2022-2023 expired at the end of last year, and 2024 is an important year to steer strategic thinking around the future development priorities of the country in light of the evolving political landscape; dissolved national parliament, president-led government, uncertain electoral calendar and growing rift within parties and rising polarization within the country. UNDP has engaged with the Ministry of Economy, Planning and Regional Integration in developing a new national plan methodology.

The CPD evaluation, in tandem with the recent CCA update, will identify lessons learnt and inform the design of UNDP's continued support to Guinea-Bissau as a low-income and a small island developing State (SIDS) country. A particular focus will be on the extent to which the UNDP's support addressed issues of sustainable human development, inclusive economic growth, and equality; strengthened democratic governance, and improved civic engagement; contributions to environmental management and mitigation of the effects of climate change. This evaluation is expected to present forward-thinking recommendations and emerging opportunities to shape the design of the next CPD cycle for UNDP Guinea-Bissau.

B. BACKGROUND AND CONTEXT

Guinea-Bissau, one of the world's poorest and most fragile countries, has estimated population of about 1.9 million. Guinea-Bissau borders Senegal to the north and Guinea to the south, and its Atlantic Ocean coast is composed of the Bijagós archipelago, with 88 islands. Despite its small size, Guinea-Bissau is host to a large variety of ethnic groups, languages, and religions.

The economy remains highly dependent on the export of raw cashew nuts. These make up around 90% of export value and provide income to around 80% of the population, mainly smallholder farmers. This dependency makes Guinea-Bissau susceptible to external shocks, including highly volatile international prices, and adverse climatic conditions, such as irregular rainfall or floods. In 2023, another difficult cashew campaign limited the translation of high production into economic growth.

The fiscal situation also worsened in 2023. Despite the government's commitment to a fiscal consolidation program that preserves medium-term sustainability, the overall fiscal deficit widened to 7.6% of GDP in 2023, from 6.1% in 2022 due to weak export performance of the cashew campaign.

Guinea-Bissau also lacks a conducive enabling environment for private sector-led growth due to low levels of infrastructure, human capital, and public services. This challenging business environment, combined with policy uncertainty and weak institutions, weakens private sector investment, preventing progress in economic diversification.

In this scenario, poverty remains widespread in Guinea-Bissau. It has followed an upward trend since 2018 and is more pronounced in rural areas than urban areas because of low productivity agricultural production.

The main risks to the country continue to be dominated by political instability, weak public financial management systems, shocks to the international cashew market and environment management and the effects of climate change.

Political Context

Guinea-Bissau has a history of political and institutional fragility dating back to its independence from Portugal in 1974. It is one of the most coup-prone and politically unstable countries in the world. Since independence, four successful coups have been recorded, with another 17 coups attempted, plotted, or alleged.

Some progress has been made with the previous presidential cycle when the previous president completed a full term since independence. The 2019 presidential elections were followed by a political crisis that ended in April 2020 with ECOWAS recognition of the results and the elect President of the Republic. Following a political crisis and the dissolution of Parliament in May 2022, legislative elections took place in June 2023. In December 2023, Parliament was dissolved and closed following a constitutional crisis, and a presidential initiative government was appointed. Furthermore, political uncertainty, both domestically and regionally continues to have a negative impact on the economy and society at large.

C. EVALUATION PURPOSE, SCOPE AND OBJECTIVES

The evaluation will be performed in accordance with UNDP's Evaluation Policy which sets out several guiding principles, norms, and criteria for evaluation in the organization.

Amongst the norms that the Policy seeks to uphold, the most important are that the evaluation exercise should be independent, impartial and of appropriate quality, but also that it should be intentional and designed with utility in mind. The evaluation should generate relevant and useful information to support evidence-based decision making.

This evaluation has been designed with dual purposes: 1) to allow national counterparts and UNDP meet their accountability objectives, and 2) to capture good practices and lessons learned.

This evaluation covers the period 2022-2024 of the CPD implementation. It should be conducted between September and November 2024, to provide strategic direction and inputs to the preparation of the next UNDP CPD and the UNSDCF, both scheduled to be prepared in 2025.

Strategic Positioning, Concept, and Design

The Evaluation will assess the concept and design of the CPD and UNDP's overall intervention, including an assessment of the appropriateness of the objectives, planned outputs, activities, and inputs as compared to cost-effective alternatives. **The evaluation is also expected to update the theory of change (ToC)** considering the increased uncertainty and volatile political landscape that conditions largely UNDP interventions in Guinea-Bissau.

Monitoring, Evaluation and Risk Management

A further focus of the evaluation will be on the extent to which adequate monitoring was undertaken throughout the period and the extent to which evaluation systems were adequate to capture significant developments and inform responsive management. The evaluation will assess how lessons learned have been captured and operationalized throughout the period under investigation.

D. EVALUATION CRITERIA AND KEY QUESTIONS

Specifically, the evaluation shall examine the following criteria as categorized in the table below.

<p>1. Relevance</p>	<ul style="list-style-type: none"> • To what extent is the CPD aligned with the national development needs and priorities and should adjustment in the CPD implementation be considered to align with the SDGs? • How well does the design of the CPD address the needs of the most vulnerable groups in Guinea-Bissau? • To what extent has UNDP's selected method of delivery appropriate to the development context? • Has UNDP been influential in national debates on democratic governance; enhanced human development and economic transformation and natural resource management? Has it contributed to national priorities? • To what extent are UNDP's engagements a reflection of key strategic considerations, in the development context of Guinea-Bissau in relation to its comparative advantage vis-a-vis other partners? • To what extent have UN reforms influenced the relevance of UNDP support to the Government of Guinea-Bissau.
<p>2. Effectiveness</p>	<ul style="list-style-type: none"> • Did the UNDP programme accomplish and to what extent is the programme on track to achieve its intended outcomes? • What are the main contributions to development for which UNDP is recognized in the Country? • What are the unexpected outcomes or consequences it yielded? What are their implications? • To what extent has UNDP been effective in supporting local initiatives for SDG fulfilment? Considered in aggregate, are these local initiatives producing nationally significant results? • Has UNDP been effective in advocating best practices and desired goals? • What evidence is there that UNDP support has contributed towards an improvement in a national government capacity, including institutional strengthening? • What contributing factors and impediments enhance or impede UNDP performance? • Considering the technical capacity and institutional arrangements of the UNDP country office, is UNDP well suited to providing support in the areas of democratic governance; enhanced human development and economic structural transformation and natural resource management? • Is UNDP perceived by stakeholders as a strong advocate for improving democratic governance, enhanced human development and economic structural transformation and natural resource management in Guinea-Bissau? • How effective has UNDP been in partnering with development partners, civil society, and the private sector in democratic governance, enhanced human development and economic structural transformation and natural resource management? • Has UNDP utilized innovative techniques and best practices in its programming in these areas?
<p>3. Efficiency</p>	<ul style="list-style-type: none"> • To what extent have the programme or project outputs been efficient and cost-effective? • Has there been an economical use of resources? What could be done to ensure more efficient use of resources in the country's context? What are the main administrative constraints/ strengths? • Are the monitoring and evaluation systems that UNDP has in place helping to ensure that programmes are managed efficiently and effectively? • Has UNDP been efficient in building synergies and leveraging with other programmes and stakeholders in Guinea-Bissau?
<p>4. Sustainability</p>	<ul style="list-style-type: none"> • What is the likelihood that democratic governance; enhanced human development and economic structural transformation and natural resource management, initiatives/programmes which UNDP has supported are sustainable? • What mechanisms have been set in place by UNDP to support the government of Guinea-Bissau to sustain improvements and gains in these areas? • How should the portfolio of activities be enhanced to support central authorities, local communities, and civil society in improving service delivery over the long term? • What changes should be made in the current set of partnerships with national institutions, CSOs, UN Agencies, private sector, and other development partners in Guinea-Bissau, to promote long term sustainability and durability of results?
<p>5. Partnerships</p>	<ul style="list-style-type: none"> • To what extent did UNDP develop partnerships that advanced the identified development results?

The evaluation should include an assessment of the extent to which the CPD design, implementation, and monitoring have considered the following cross-cutting issues:

Gender Equality

- To what extent has gender been addressed in the design, implementation, monitoring, and reporting? Is gender marker data assigned to projects representative of reality (focus should be placed on gender marker 2 and 3 projects)?
- To what extent has UNDP supported **democratic governance; enhanced human development and economic structural transformation and natural resource management** initiatives promoted positive changes in gender equality? Are there any unintended effects? Information collected should be checked against data from the UNDP country office' Results-oriented Annual Reports (ROAR) during the period 2022 – 2026.

Based on the above analysis, the Evaluator will provide overarching conclusions on the achievement of the 2022-2-26 CPD and identify key development priorities that shall inform the focus of the new CPD period (2027-2032). The evaluation is additionality expected to offer wider lessons for UNDP support in Guinea-Bissau.

E. METHODOLOGY AND APPROACH

Overall guidance on evaluation methodology can be found in the *UNDP Handbook on Monitoring and Evaluating for Results* and the *UNDP Guidelines for outcome Evaluators*.

The Evaluator will engage many stakeholders and beneficiaries, including national and local government officials, donors, civil society organizations, academics and subject experts, private sector representatives, and many members.

The evaluation is expected to take a theory of change (TOC) approach to determining causal links between the interventions that UNDP has supported and observed progress in **democratic governance; enhanced human development and economic structural transformation and natural resource management** initiatives at national and local levels in Guinea-Bissau. The Evaluator will revisit the TOC and its logical model of how UNDP interventions in these areas are expected to lead to improved national development and adjust as per the findings and lessons learnt emerge from the evaluation exercise.

Evidence obtained and used to assess the results of UNDP support should be triangulated from a variety of sources, including verifiable data on indicator achievement, existing reports, evaluations, and technical papers, stakeholder interviews, focus groups, surveys, and site visits.

The following steps in data collection are anticipated:

Desk review:

A desk review should be carried out of the key strategies and documents underpinning the work of UNDP in Guinea-Bissau in support of **democratic governance; enhanced human development and economic structural transformation and natural resource management**. This includes reviewing the UNSDCF reports, ROARS and CPD annual workplans, monitoring and evaluation documents, etc to be provided by the UNDP Country Office.

The Evaluator are expected to review pertinent strategies, national plans, and reports, developed by the Government of Guinea-Bissau, that are relevant to UNDP's support.

Field Data Collection:

Following the desk review, the Evaluator will build on the documented evidence through an agreed set of field and interview methodologies, including:

- Interviews with key partners and stakeholders
- Field visits to project sites and partner institutions
- Survey questionnaires where appropriate
- Participatory observation, focus groups, and rapid appraisal techniques.

F. DELIVERABLES

The following reports and deliverables are required for the evaluation:

- Inception report
- Draft CDP Evaluation Report
- Presentation at the validation workshop with key stakeholders, (partners and beneficiaries)
- Final CPD Evaluation report and a separate Lesson learned report extracted from the full report.
- Revised Theory of Change

Reports are expected to be presented in English language while the presentation at the validation workshop should be facilitated in Portuguese to address the language gaps of the stakeholders.

Ten working days following the contract signing, the Evaluator leader will produce an **inception report** containing the proposed adjustment of the current theory of change and outcomes of the CPD evaluation (if any). The inception report should include an evaluation matrix presenting the evaluation questions, data sources, data collection, analysis tools, and methods to be used. The inception report should detail the specific timing for evaluation activities and deliverables and propose specific site visits and stakeholders to be interviewed.

The inception report will be discussed and agreed upon with the UNDP country office before the Evaluator proceed with interviews and or site visits. The evaluator will also propose a rating scale so that performance rating will be carried out for the four evaluation criteria: relevance, effectiveness, efficiency, and sustainability.

The **draft evaluation report** will be shared with stakeholders and presented in a validation workshop, that the UNDP country office will organize. Feedback received from these sessions should be considered when preparing the final report. The Evaluator will produce an 'audit trail' indicating whether and how each comment received was addressed in revisions to the **final report**.

The suggested table of contents of the evaluation report is as follows:

- I. Title page
- II. Table of contents
- III. List of Acronyms and Abbreviations
- IV. Executive summary
- V. Introduction
- VI. Description of the programme
- VII. Evaluation Scope and Objective
- VIII. Evaluation Approach and Methods
- IX. Data analysis
- X. Findings and Conclusions
- XI. Recommendations
- XII. Lessons Learned
- XIII. Annexes

G. EVALUATOR COMPOSITION AND REQUIRED COMPETENCIES

The CPD evaluation will be undertaken by a team of two evaluators. One evaluator will be an international/external evaluator (Team Leader), and the second will be a national evaluator.

Required Qualifications of the International Consultant (Team Leader)

- Minimum master's degree in economics, public administration, development studies, regional development/planning, or any other social science related to economic management and pro-poor development;
- Evidence of similar evaluations conducted. Previous experience on UNDP output/outcome/impact/CPD/UNSDCF evaluations. Strong working knowledge of UNDP and its mandate, the civil society and working with government authorities;

- Extensive knowledge of results-based management evaluation, as well as participatory M&E methodologies and approaches;
- Experience in applying SMART (Specific; Measurable; Achievable; Relevant; Time-Bound) indicators and reconstructing or validating baseline scenarios;
- Extensive professional experience around development, including gender equality and social policies;
- Strong reporting and communication skills; excellent communication skills with various partners including donors; and
- Knowledge on mainstreaming Gender in projects and programmes.

The **Team Leader** will have overall responsibility for the quality and timely submission of the final evaluation report. The team leader will perform the following tasks:

- Lead and manage the evaluation.
- Design the detailed evaluation scope and methodology and approach.
- Ensure efficient division of tasks between the mission members.
- Conduct the CPD evaluation in accordance with the proposed objective and scope of the evaluation and UNDP evaluation guidelines.
- Draft and present the Inception Report, the Draft and Final evaluation report.
- Finalize the evaluation report and submit it to UNDP!

Required Qualifications of the Evaluator (National Consultant)

- Be a Guinea-Bissau citizen with at least 10 years' experience working in the development field of Guinea-Bissau.
- Minimum master's degree in social sciences, development studies or related field.
- Experience in at least 3 similar evaluation process and techniques.
- Have strong communication skills.
- Have good experience working with UN agencies will be an added advantage.
- Have excellent speaking, reading and writing skills in English and Portuguese.
- Have a strong understanding of the development context in Guinea-Bissau and preferably understanding of the democratic governance; health and social development; and environment and natural resource management within the Guinea-Bissau context.

The Evaluator will, *inter alia*, perform the following tasks:

- Review documents.
- Participate in the design of the evaluation methodology.
- Conduct the evaluation in accordance with the proposed objectives and scope of the evaluation.
- Draft related parts of the evaluation report as agreed with the Evaluator Leader; and
- Assist Team Leader in finalizing the draft and final evaluation report.

H. EVALUATION ETHICS

The evaluation must be carried out in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation' and sign the Ethical Code of Conduct for UNDP Evaluations. Evaluator must be free and clear of perceived conflicts of interest. To this end, interested consultants will not be considered if they were directly and substantively involved, as an employee or consultant, in the formulation of UNDP strategies and programming relating to the CPD under evaluation. The code of conduct and an agreement from to be signed by each consultant are included in Annex 1.

I. IMPLEMENTATION ARRANGEMENTS

The UNDP Guinea-Bissau Country Office will select the Evaluator and will be responsible for the management of the Evaluators. UNDP will designate a focal point for the evaluation and any additional staff to assist in facilitating the process (e.g., providing relevant documentation, arranging visits/interviews with key informants, etc.). The Country Office (CO) will take responsibility for the approval of the final evaluation report. The Deputy Resident Representative will arrange introductory meetings within UNDP and Team Leaders to establish initial contacts with government partners and project staff. The CO will provide support for setting up meetings where required and the Evaluator's conducting the evaluation, subject to advanced approval of the methodology submitted in the Inception Report. The UNDP Country Office will develop a management response to the evaluation within two weeks to report finalisation.

The Deputy Resident Representative will convene an Advisory Panel comprising of internal UNDP staff and partners technical experts to enhance the quality of the evaluation. This Panel will review the Inception Report and the draft Evaluation Report, to provide detailed comments related to the quality of the methodology, evidence of data collected, analysis, and reporting. The Panel will also advise on the conformity of the evaluation processes to the UNEG standards. The Evaluators required to address all comments of the Panel completely and comprehensively. The Evaluator Leader will provide a detailed rationale to the Advisory Panel for any comments that remain unaddressed.

While the Country Office will provide some logistical support during the evaluation, for instance assisting in setting interviews with senior government officials, it will be the responsibility of the Evaluator to arrange their travel logistically and financially to and from relevant project sites and to arrange most interviews. Planned travels and associated costs will be included in the financial proposal and agreed with the Country Office.

J. TIME FRAME FOR THE EVALUATION PROCESS

Activity	Responsible party	Timeframe/Deadline (# Work days)
Desk review, evaluation design and workplan (Inception report)	Evaluation team	5 days
Field visits, interviews with partners, and key stakeholders	Evaluation team	20 days
Drafting of the evaluation and lessons learnt reports	Evaluation team	5 days
Debriefing with UNDP	Evaluation team	1/2 day
Debriefing with partners	Partners and the Evaluator	1/2 day
Finalisation of the evaluation reports (incorporating comments received on first drafts)	Evaluator	5 days
Total No. of Working Days		36 days

Annex 2: Pledge of Ethical Conduct in Evaluation in the UN System

By signing this pledge, I hereby commit to discussing and applying the UNEG Ethical Guidelines for Evaluation and to adopting the associated ethical behaviours

INTEGRITY:

I will actively adhere to the moral values and professional standards of evaluation practice as outlined in the UNEG Ethical Guidelines for Evaluation and following the values of the United Nations. Specifically, I will be:

Honest and truthful in my communication and actions.

Professional, engaging in credible and trustworthy behaviour, alongside competence, commitment and ongoing reflective practice.

Independent, impartial and incorruptible.

ACCOUNTABILITY:

I will be answerable for all decisions made and actions taken and responsible for honouring commitments, without qualification or exception; I will report potential or actual harms observed. Specifically, I will be:

- **Transparent regarding evaluation** purpose and actions taken, establishing trust and increasing accountability for performance to the public, particularly those populations affected by the evaluation.
- **Responsive** as questions or events arise, adapting plans as required and referring to appropriate channels where corruption, fraud, sexual exploitation or abuse or other misconduct or waste of resources is identified.
- **Responsible** for meeting the evaluation purpose and for actions taken and for ensuring redress and recognition as needed.

RESPECT:

will engage with all stakeholders of an evaluation in a way that honours their dignity, well-being, personal agency and characteristics. Specifically, I will ensure:

- **Access** to the evaluation process and products by all relevant stakeholders – whether powerless or powerful – with due attention to factors that could impede access such as sex, gender, race, language, country of origin, LGBTQ status, age, background, religion, ethnicity and ability.
- **Meaningful participation and equitable treatment** of all relevant stakeholders in the evaluation processes, from design to dissemination. This includes engaging various stakeholders, particularly affected people, so they can actively inform the evaluation approach and products rather than being solely a subject of data collection.
- **Fair representation** of different voices and perspectives in evaluation products (reports, webinars, etc.).

BENEFICENCE:

I will strive to do good for people and planet while minimizing harm arising from evaluation as an intervention. Specifically, I will ensure:

- **Explicit and ongoing consideration of risks and benefits** from evaluation processes.
- **Maximum benefits** at systemic (including environmental), organizational and programmatic levels.
- **No harm.** I will not proceed where harm cannot be mitigated.
- **Evaluation makes an overall positive contribution** to human and natural systems and the mission of the United Nations.

I commit to playing my part in ensuring that evaluations are conducted according to the Charter of the United Nations and the ethical requirements laid down above and contained within the UNEG Ethical Guidelines for Evaluation. When this is not possible, I will report the situation to my supervisor, designated focal points or channels and will actively seek an appropriate response.

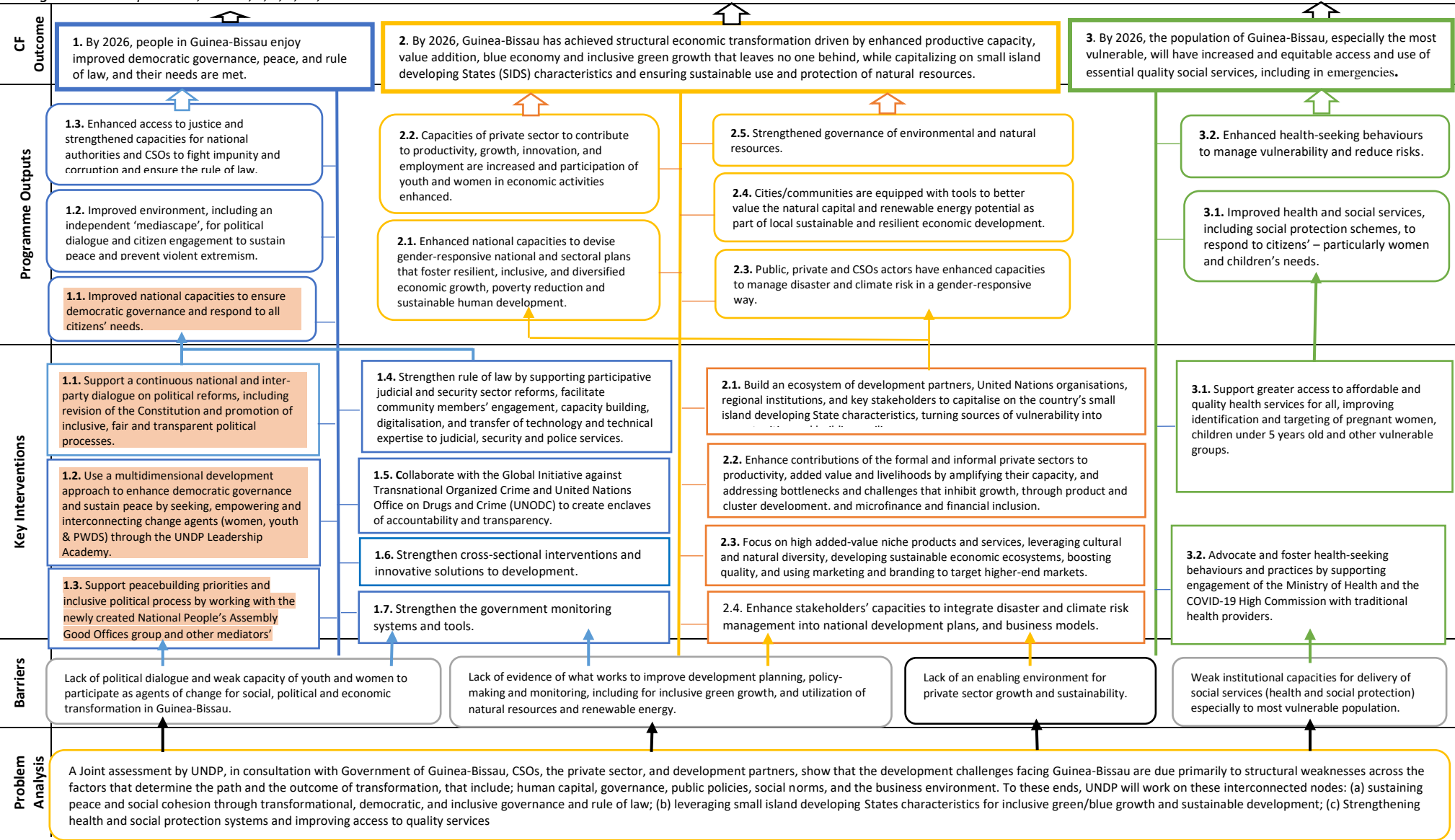
Signature:



Date: August 8, 2024

Annex 3: Theory of Change for Mid-term Evaluation of UNDP Country Programme for Guinea-Bissau

Guinea-Bissau National Development Plan (2020-2023) Goals: Objective 1. Consolidate the democratic rule of law, reform and modernize public institutions (AU Agenda 2063: Aspirations 3, 4; SDGs 5, 16). **Objective 2.** Reform the economy and promote growth and employment; **Objective 3.** Develop productive sectors of the economy and infrastructure; **Objective 4.** Enhance human capital and improve living conditions of populations; **Objective 6.** Preserve biodiversity, combat climate change, and enhance natural capital. **AU Agenda 2063: Aspirations 1, 6, 7; SDGs 1, 2, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15. Objective 4.** Enhance human capital and improve living conditions of populations. **AU Agenda 2063: Aspiration 1; SDGs 3, 4, 5, 6, 16, 17**



Annex 4. *Methods of data collection, data source, and rationale for their selection*

Methods of data collection	Data source	Rationale for their selection
UNDP Monitoring systems	<ul style="list-style-type: none"> • Programme Reports • Programme Meetings Minutes • Field Monitoring Reports • UNDP CPD for Guinea-Bissau (2022-2026) • UNDP Strategic Plans (2017-2021 & 2023-2027) • UNSDCF Progress Reports • SDGs Progress Reports for Guinea-Bissau • UNDP CO Team • UN Resident Coordinator's Office • Collaborating UN Agencies in Guinea-Bissau • Donors • Key Government Ministries • Academia, Private Sector, CSOs 	Since it uses performance indicators to measure progress, it is a reliable, cost-efficient, objective method to assess progress of the programme outputs and contribution to CF Outcomes.
Reports and Documents review	<ul style="list-style-type: none"> • CPD Annual Reports • CPD Financial Reports • Programme Meetings Minutes • Field Monitoring Reports • UNSDCF Progress Reports • National Development Plan (NDP) for Guinea-Bissau (2020-2024) • SDGs Progress Reports for Guinea-Bissau • Evaluation Reports • Survey Reports • Literature review 	It is cost-efficient because it relies on existing programme documentation, including quantitative and descriptive information about the programme, CPD outputs it contributes to, and literature.
Inception Meeting	<ul style="list-style-type: none"> • UNDP Resident Representative • UNDP Deputy Resident Representatives (P&O) • Head of PMSU at UNDP • UNDP Heads of Pillars • UNDP Monitoring & Evaluation Officer • Focal points of Collaborating UN agencies • Key Government Ministries representatives 	Since it takes place before actual data collection, it helps to clarify to the Evaluator, UNDP senior management and Key Government technical teams the understanding of the purpose, objectives, and scope of the evaluation. It also helps in identification of right CPD stakeholders for interviews, and discussion and approval of methods and tools to be used to collect data. The product of the meeting will be the approved Evaluation Inception Report.
Consultations	<ul style="list-style-type: none"> • UNDP senior management • UN Resident Coordinator's Office • Collaborating UN agencies • Key Government Ministries representatives • Private Sector, CSOs • Donors 	This process engages Donors and International partners, Key Government Ministries and sectors, Academia, Private Sector, and CSOs to identify emerging issues and links between different projects impacting the CPD results, UN agencies' individual and joint contributions to achievement of the CPD, and obtain information on performance, including changes in policy and future strategies and opportunities for resources mobilization. This will be done at the presentation of the draft project Evaluation Report.
Key Informant Interviews (KII)	<ul style="list-style-type: none"> • Key Government Ministries and Sectors • Private sector • CSOs 	It engages with a wide range of project stakeholders who have first-hand knowledge about the project operations, programming and context, and so will provide in-depth particular knowledge and understanding of the success of the project and problems the project faced and recommend comprehensive solutions.
Focus Group Discussions (FGD)	<ul style="list-style-type: none"> • Representatives of programme beneficiary - women, men & young people 	It is quick, reliable method to obtain in-depth stakeholders' perceptions, opinions, beliefs and attitudes regarding the project, to collect information around tangible and non-tangible changes resulting from the project intervention, in a single gathering, involving 8-12 participants.
Documentation of Lessons learnt and good practices	<ul style="list-style-type: none"> • Notes from Desk review, KII, FGD, Consultations, and Observations 	To detail how the CPD partners, have increased efficiency and effectiveness in the CPD activities (e.g. achieving collective results, UNCT engagement in the CPD at national level, joint programming).

Annex 5: Evaluation Matrix

Evaluation Criteria	Evaluation Questions	What to look for	Data source	Data collection methods & Tools, and Analysis methods
1. Relevance	1.1. To what extent is the CPD aligned with the national development needs and priorities and should adjustment in the CPD implementation be considered to align with the SDGs?	<ul style="list-style-type: none"> Is the intervention relevant to the national and global policies and priorities (i.e. contribution to overall national and global strategies and goals)? Has there been consideration into any fluctuations in the relevance of the intervention as circumstances change? 	<ul style="list-style-type: none"> Programme / Thematic areas / Evaluation Reports UNDP CPD for Guinea-Bissau (2022-2026) UNDP Strategic Plans (2017-2021 & 2023-2027) NDP 2020-2023 SDGs Progress Reports African Union Agenda 2063 UNDP CO Team UN Resident Coordinator's Office Collaborating UN Agencies Donors Government Partners Academia, CSOs, Private Sector Beneficiaries (women, men and youth) 	<p>Data Collection Methods: Desk review of programme & strategy documents & Progress Reports, literature; KII, FGD & Consultations.</p> <p>Data Collection Tools: Desk review guides; KII guides & consultation guides.</p> <p>Data Analysis methods: Feedback from field work & preliminary findings; integrated analysis; Analysis of cross-cutting issues; Performance rating & Partnerships analysis</p>
	1.2. How well does the design of the CPD address the needs of the most vulnerable groups in Guinea-Bissau?	<ul style="list-style-type: none"> How does the UNDP initiative consider the plight and needs of vulnerable and disadvantaged to promote social equity, for example, women, youth disabled persons? Have stakeholder groups (women, youth disabled persons) priorities and needs been articulated in the programme intervention's outcomes and outputs? Are UNDP's efforts concentrated in regions/districts of greatest need? 	<ul style="list-style-type: none"> Programme Reports UNDP CPD for Guinea-Bissau (2022-2026) SDGs Progress Reports UNDP CO Team Donors Government Partners Academia, CSOs, Private Sector Beneficiaries (women, men and youth) 	<ul style="list-style-type: none"> Same as above
	1.3. To what extent has UNDP's selected method of delivery appropriate to the development context?	<ul style="list-style-type: none"> Through what mechanisms or arrangements has the programme been delivered? How effective were the programme delivery mechanisms (strategies and activities) in achieving the objectives of the programme? Have the programme delivery mechanisms impacted policy changes? 	<ul style="list-style-type: none"> Same as above 	<ul style="list-style-type: none"> Same as above
	1.4. Has UNDP been influential in national debates on democratic governance; enhanced human development and economic transformation and natural resource management? Has it contributed to national priorities?	<ul style="list-style-type: none"> Has there been commitment, mutuality, and partnership to the national dialogue on development issues? Has there been regular meetings or other forms of engagement to keep the partners informed on development issues? Or have key engagement roles been assigned? 	<ul style="list-style-type: none"> Same as above 	<ul style="list-style-type: none"> Same as above
	1.5. To what extent are UNDP's engagements a reflection of key strategic considerations, in the development context of Guinea-Bissau in relation to its comparative advantage vis-a-vis other partners?	<ul style="list-style-type: none"> To what extent does UNDP address the synergies and interlinkages between the CPD interventions and other interventions carried out by other partners in Guinea-Bissau? Are there duplication of effort and activities? Has UNDP supported the government in promoting human development approach and monitoring of the SDGs? How is the CPD aligned with external policy commitments such as the SDGs, and how were these taken into consideration in the CPD design and implementation? 	<ul style="list-style-type: none"> Same as above 	<ul style="list-style-type: none"> Same as above

	1.6. To what extent have UN reforms influenced the relevance of UNDP support to the Government of Guinea-Bissau.	<ul style="list-style-type: none"> Has UNDP enabled stronger cohesion and unity between Guinea-Bissau and other developing countries, while addressing the priorities and interest of Guinea-Bissau? Has UNDP strengthened the UN's core global governance role (coordinative functions over the work of the major multilateral economic making institutions like the World Bank, IMF and WTO) in Guinea-Bissau? Has UNDP enabled international economic and social cooperation between Guinea-Bissau and other developing countries (south-south Cooperation)? Has UNDP been able to place the UN governance values (democratic governance and the rule of law) at the core of the Guinea-Bissau governance? 	<ul style="list-style-type: none"> Same as above 	<ul style="list-style-type: none"> Same as above
2. Effectiveness	2.1. Did the UNDP programme accomplish and to what extent is the programme on track to achieve its intended outcomes?	<ul style="list-style-type: none"> What outcomes has the programme achieved? How broad are UNDP outcomes (i.e. local community, district, regional, national)? What percentage of the programme results at the output level has been achieved? What changes can be observed as a result of these outputs? 	<ul style="list-style-type: none"> Programme Reports UNDP CPD for Guinea-Bissau (2022-2026) SDGs Progress Reports for Guinea-Bissau UNDP CO Team UN Resident Coordinator's Office Collaborating UN Agencies Donors Government Partners Academia, CSOs, Private Sector Beneficiaries (women, men and youth) 	<p>Data Collection Methods: Desk review of programme & strategy documents & Progress Reports, literature; KII, FGD & Consultations.</p> <p>Data Collection Tools: Desk review guides; KII guides & consultation guides.</p> <p>Data Analysis methods: Feedback from field work & preliminary findings; integrated analysis; Analysis of cross-cutting issues; Performance rating & Partnerships analysis</p>
	2.2. What are the main contributions to development for which UNDP is recognized in the Country?	<ul style="list-style-type: none"> In what areas has UNDP contributed to the greatest achievements in Guinea-Bissau? Why and what have been the supporting factors? 	<ul style="list-style-type: none"> Same as above 	<ul style="list-style-type: none"> Same as above
	2.3. What are the unexpected outcomes or consequences the programme yielded? What are their implications?	<ul style="list-style-type: none"> What impact can be observed as a result of the programme outcomes? Have programme interventions addressed areas of greatest need? 	<ul style="list-style-type: none"> Same as above 	<ul style="list-style-type: none"> Same as above
	2.4. To what extent has UNDP been effective in supporting local initiatives for SDG fulfillment? Considered in aggregate, are these local initiatives producing nationally significant results?	<ul style="list-style-type: none"> What assistance has the programme provided supported the government in promoting human development approach and monitoring SDGs? How effective has this support been? 	<ul style="list-style-type: none"> Same as above 	<ul style="list-style-type: none"> Same as above
	2.5. Has UNDP been effective in advocating best practices and desired goals?	<ul style="list-style-type: none"> What best practices are observed as a result of the programme? Have the best practices been captured, and has UNDP operationalised these throughout the period under investigation? 	<ul style="list-style-type: none"> Same as above 	<ul style="list-style-type: none"> Same as above
	2.6. What evidence is there that UNDP support has contributed towards an improvement in a national government capacity, including institutional strengthening?	<ul style="list-style-type: none"> Did UNDP design a capacity development programme that is implemented and monitored? What impact (positive and negative) can be observed at national and subnational levels as a result of the capacity building initiatives? 	<ul style="list-style-type: none"> Same as above 	<ul style="list-style-type: none"> Same as above
	2.7. What contributing factors and impediments enhance or impede UNDP performance?	<ul style="list-style-type: none"> In addition to UNDP initiatives, what other factors may have affected the results? What unanticipated threats emerged during project implementation? (COVID-19, etc.) What corrective measures did UNDP/Govt take to mitigate these threats? 	<ul style="list-style-type: none"> Same as above 	<ul style="list-style-type: none"> Same as above

	2.8. Considering the technical capacity and institutional arrangements of the UNDP country office, is UNDP well suited to providing support in the areas of democratic governance; enhanced human development and economic structural transformation and natural resource management ?	<ul style="list-style-type: none"> • Has UNDP/Govt coordination mechanisms ensured coherence, harmonization, and synergy in functions among programme partners to generate the expected results? • Has UNDP improved programme management capacities among project partners? 	<ul style="list-style-type: none"> • Same as above 	<ul style="list-style-type: none"> • Same as above
	2.9. Is UNDP perceived by stakeholders as a strong advocate for improving democratic governance, enhanced human development and economic structural transformation and natural resource management in Guinea-Bissau?	<ul style="list-style-type: none"> • What assistance has UNDP provided that supported the government in promoting sustainable development and monitoring SDGs in Guinea-Bissau? How effective has this support been? 	<ul style="list-style-type: none"> • Same as above 	<ul style="list-style-type: none"> • Same as above
	2.10. How effective has UNDP been in partnering with development partners, civil society, and the private sector in democratic governance, enhanced human development and economic structural transformation and natural resource management ?	<ul style="list-style-type: none"> • What impact can be observed as a result of UNDP's partnering with development partners, civil society, and the private sector? • Did the results of the programme reach local community, district, region or national level? 	<ul style="list-style-type: none"> • Same as above 	<ul style="list-style-type: none"> • Same as above
	2.11. Has UNDP utilized innovative techniques and best practices in its programming in these areas?	<ul style="list-style-type: none"> • What innovative techniques have been implemented by the programme? • What best practices are observed as a result of the programme? Have the best practices been captured, and has UNDP operationalised these throughout the period under investigation? 	<ul style="list-style-type: none"> • Same as above 	<ul style="list-style-type: none"> • Same as above
3. Efficiency	3.1. To what extent have the programme outputs been efficient and cost-effective?	<ul style="list-style-type: none"> • What outputs have been achieved? • What percentage of the outputs has been achieved? • Have there been time extensions on the programme delivery? What were the circumstances giving rise to the need for time extension? 	<ul style="list-style-type: none"> • Programme Reports • UNDP CO Team • Collaborating UN Agencies • Donors • Government Partners • Academia, CSOs, Private Sector • Beneficiaries (women, men and youth) 	Data Collection Methods: Desk review of Programme Reports, KII, FGD & Consultations. Data Collection Tools: Desk review guides; KII guides & consultation guides. Data Analysis methods: Feedback from field work & preliminary findings; integrated analysis; Analysis of cross-cutting issues; Performance rating & Partnerships analysis
	3.2. Has there been an economical use of resources? What could be done to ensure more efficient use of resources in the country's context? What are the main administrative constraints/ strengths?	<ul style="list-style-type: none"> • Has there been over-expenditure or under-expenditure on the programme? What corrective measures were taken to mitigate this? • Are resources (human & financial) concentrated on the most important initiatives or are they scattered/spread thinly across initiatives? • What mechanisms does UNDP have in place to monitor implementation? Are these effective? 	<ul style="list-style-type: none"> • Same as above 	<ul style="list-style-type: none"> • Same as above
	3.3. Are the monitoring and evaluation systems that UNDP has in place helping to ensure that programmes are managed efficiently and effectively?	<ul style="list-style-type: none"> • What mechanisms does UNDP have in place to monitor implementation? Are these effective? 	<ul style="list-style-type: none"> • Same as above 	<ul style="list-style-type: none"> • Same as above
	3.4. Has UNDP been efficient in building synergies and leveraging with other programmes and stakeholders in Guinea-Bissau?	<ul style="list-style-type: none"> • How has the existence of the Programme Management Support Unit (PMSU) assisted the efficiency of programme delivery? 	<ul style="list-style-type: none"> • Same as above 	<ul style="list-style-type: none"> • Same as above
4. Sustainability	4.1. What is the likelihood that democratic governance; enhanced human development and economic structural transformation and natural resource management , initiatives/programmes which UNDP has supported are sustainable?	<ul style="list-style-type: none"> • Does the programme have a transition strategy? • Has there been an ongoing implementation of the transition strategy? 	<ul style="list-style-type: none"> • Programme Reports • SDGs Progress Reports for Guinea-Bissau • UNDP CO Team 	Data Collection Methods: Desk review of programme & strategy documents & Progress Reports, literature; KII, FGD & Consultations.

			<ul style="list-style-type: none"> Collaborating UN Agencies in Guinea-Bissau Donors Key Government Ministries Academia, CSOs, Private Sector 	<p>Data Collection Tools: Desk review guides; KII guides & consultation guides.</p> <p>Data Analysis methods: Feedback from field work & preliminary findings; integrated analysis; Analysis of cross-cutting issues; Performance rating & Partnerships analysis</p>
	4.2. What mechanisms have been set in place by UNDP to support the government of Guinea-Bissau to sustain improvements and gains in these areas?	<ul style="list-style-type: none"> Has UNDP considered the following sustainability factors in the CPD design and implementation: Political factors (support from national authorities), Financial factors (available budgets), technical factors (skills and expertise needed), Environmental factors (environmental appraisal) 	<ul style="list-style-type: none"> Same as above 	<ul style="list-style-type: none"> Same as above
	4.3. How should the portfolio of activities be enhanced to support central authorities, local communities, and civil society in improving service delivery over the long term?	<ul style="list-style-type: none"> Has the intervention contributed to transformative changes in norms and systems for efficient service delivery (social, economic, or political systems)? How has UNDP addressed the challenge of capacity building in the face of low capacity of government officials? 	<ul style="list-style-type: none"> Same as above 	<ul style="list-style-type: none"> Same as above
	4.4. What changes should be made in the current set of partnerships with national institutions, CSOs, UN Agencies, private sector, and other development partners in Guinea-Bissau, to promote long term sustainability and durability of results?	<ul style="list-style-type: none"> Has the CPD contributed to transformative changes in norms and systems for long lasting sustainability and durability of results? How has UNDP addressed the challenge of capacity building in the face of low capacity of government, private sector, and CSOs? 	<ul style="list-style-type: none"> Same as above 	<ul style="list-style-type: none"> Same as above
5. Gender equality	5.1. To what extent has gender been addressed in the design, implementation, monitoring, and reporting? Is gender marker data assigned to projects representative of reality (focus should be placed on gender marker 2 and 3 projects)	<ul style="list-style-type: none"> What strategic actions have been implemented for gender and women empowerment? Were sufficient resources made available for gender mainstreaming? What changes are observed in gender and women's empowerment as a result of the programme intervention? Can results of the programme be disaggregated by sex and gender? What percentage of the beneficiaries are women? What are the avenues for improvement in considerations for gender across the programme in future? 	<ul style="list-style-type: none"> Programme Reports SDGs Progress Reports for Guinea-Bissau UNDP CO Team Collaborating UN Agencies Key Government Ministries Academia, CSOs, Private Sector 	<p>Data Collection Methods: Desk review of programme & strategy documents & Progress Reports, literature; KII, FGD & Consultations.</p> <p>Data Collection Tools: Desk review guides; KII guides & consultation guides.</p> <p>Data Analysis methods: Feedback from field work & preliminary findings; integrated analysis; Analysis of cross-cutting issues; Performance rating & Partnerships analysis</p>
	5.2. To what extent has UNDP supported democratic governance; enhanced human development and economic structural transformation and natural resource management , initiatives promoted positive changes in gender equality? Are there any unintended effects? (Information collected should be checked against data from the UNDP Country Office's Results-Oriented Annual Reports (ROAR) during the period 2022-2026).	<ul style="list-style-type: none"> What changes are observed in gender and women's empowerment as a result of the programme intervention? Can results of the programme be disaggregated by sex and gender? What percentage of the beneficiaries are women? 	<ul style="list-style-type: none"> Same as above 	<ul style="list-style-type: none"> Same as above
6. Partnerships	6.1 To what extent did UNDP develop partnerships that advanced the identified development results?	<ul style="list-style-type: none"> How has UNDP partnership approach contributed to addressing challenges of democratic governance, human development and economic structural transformation and natural resource management in Guinea-Bissau? 	<ul style="list-style-type: none"> Programme Reports UNDP CO Team UN Resident Coordinator's Office Collaborating UN Agencies in Guinea-Bissau Donors Key Government Ministries Academia, CSOs, Private Sector 	<p>Data Collection Methods: Desk review of programme & strategy documents & Progress Reports, literature; KII, FGD & Consultations.</p> <p>Data Collection Tools: Desk review guides; KII guides & consultation guides.</p> <p>Data Analysis methods: Feedback from field work & preliminary findings; integrated analysis; & Partnerships analysis</p>

Annex 6.1: Preliminary inception meeting Guide for UNDP Senior Management (Resident Representative and Deputy Resident Representatives - Programme & Operations, & Head of PMSU)

<p>Interview Protocol:</p> <p>Greetings!</p> <p>My name is _____. I am Evaluator working on behalf of UNDP, who is conducting the Mid-term Evaluation of the UNDP Guinea-Bissau Country Programme. The objective of the Evaluation is to provide overarching conclusions on the achievement of the 2022-2026 CPD and identify key development priorities that shall inform the focus of the new CPD period (2027-2032).</p> <p>Benefits:</p> <p>Currently, there are <u>No direct benefits</u> to you as a participant in this evaluation. However, there are <u>Indirect social benefits</u>; for example, it will help assess the CPD performance, and generate recommendations, lessons learnt and good practices to help identify key development priorities that shall inform the focus of the new CPD period (2027-2032).</p> <p>Confidentiality and Consent:</p> <p>The answers you give will be known to us only and kept strictly confidential, with your name not being reported. Results will be reported in general terms. The interview will take about 1 hour to complete. All participants will be 16 years and above, and participation is voluntary. However, should you wish to participate, I request your full participation given that your views are very important.</p> <p>Thank you!</p> <p>I have a set of questions to guide the consultations. May I begin the interview (Yes/No)?</p> <p>Date of Interview: -----Time of the Interview-----Place of the interview-----</p> <p>Details of the respondents: (Name, location, organization, position, sex and duration with the project)</p> <p>1-----</p> <p>2-----</p> <p>3-----</p> <p>Guiding questions:</p> <ul style="list-style-type: none">a) CPD Context? Any revision to the CPD, ToC and Situational Analysis (CCA)b) Have there been additional donors to the CPD?c) What is Government contribution to the CPD? (Financial or technical)d) Who are partners involved? Are they all going to be interviewed?e) Which UN Agencies are collaborators in the CPD? (Active and passive)f) What is going to be the level of evaluation – National and/or Sub-national?g) Are final beneficiaries (women, men, PWDs, vulnerable persons) going to be interviewed?h) Are PWDs also going to be involved in the evaluation?i) Are there any concerns that might affect reaching some stakeholders/beneficiaries?
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Annex 6.2: Desk Review Guide

Evaluation Criteria	Evaluation Questions	What to look for	Desk review Notes and Interpretation
1. Relevance	1.1. To what extent is the CPD aligned with the national development needs and priorities and should adjustment in the CPD implementation be considered to align with the SDGs?	<ul style="list-style-type: none"> Is the intervention relevant to the national and global policies and priorities (i.e. contribution to overall national and global strategies and goals)? Has there been consideration into any fluctuations in the relevance of the intervention as circumstances change? 	
	1.2. How well does the design of the CPD address the needs of the most vulnerable groups in Guinea-Bissau?	<ul style="list-style-type: none"> How does the UNDP initiative consider the plight and needs of vulnerable and disadvantaged to promote social equity, for example, women, youth disabled persons? Have stakeholder groups (women, youth disabled persons) priorities and needs been articulated in the programme intervention's outcomes and outputs? Are UNDP's efforts concentrated in regions/districts of greatest need? 	
	1.3. To what extent has UNDP's selected method of delivery appropriate to the development context?	<ul style="list-style-type: none"> Through what mechanisms or arrangements has the programme been delivered? How effective were the programme delivery mechanisms (strategies and activities) in achieving the objectives of the programme? Have the programme delivery mechanisms impacted policy changes? 	
	1.4. Has UNDP been influential in national debates on democratic governance; enhanced human development and economic transformation and natural resource management? Has it contributed to national priorities?	<ul style="list-style-type: none"> Has there been commitment, mutuality, and partnership to the national dialogue on development issues? Has there been regular meetings or other forms of engagement to keep the partners informed on development issues? Or have key engagement roles been assigned? 	
	1.5. To what extent are UNDP's engagements a reflection of key strategic considerations, in the development context of Guinea-Bissau in relation to its comparative advantage vis-a-vis other partners?	<ul style="list-style-type: none"> To what extent does UNDP address the synergies and interlinkages between the CPD interventions and other interventions carried out by other partners in Guinea-Bissau? Are there duplication of effort and activities? Has UNDP supported the government in promoting human development approach and monitoring of the SDGs? How is the CPD aligned with external policy commitments such as the SDGs, and how were these taken into consideration in the CPD design and implementation? 	
	1.6. To what extent have UN reforms influenced the relevance of UNDP support to the Government of Guinea-Bissau.	<ul style="list-style-type: none"> Has UNDP enabled stronger cohesion and unity between Guinea-Bissau and other developing countries, while addressing the priorities and interest of Guinea-Bissau? Has UNDP strengthened the UN's core global governance role (coordinative functions over the work of the major multilateral economic making institutions like the World Bank, IMF and WTO) in Guinea-Bissau? Has UNDP enabled international economic and social cooperation between Guinea-Bissau and other developing countries (south-south Cooperation)? Has UNDP enabled Guinea-Bissau to prevent abuse of the power of the purse (money), and have authority and responsibility to participate in the decision-making processes of the UN? Has UNDP been able to place the UN governance values (democratic governance and the rule of law) at the core of the Guinea-Bissau governance? 	
2. Effectiveness	1.1. Did the UNDP programme accomplish and to what extent is the programme on track to achieve its intended outcomes?	<ul style="list-style-type: none"> What outcomes has the programme achieved? How broad are UNDP outcomes (i.e. local community, district, regional, national)? 	
	1.2. What are the main contributions to development for which UNDP is recognized in the Country?	<ul style="list-style-type: none"> In what areas has UNDP contributed to the greatest achievements in Guinea-Bissau? Why and what have been the supporting factors? 	
	1.3. What are the unexpected outcomes or consequences the programme yielded? What are their implications?	<ul style="list-style-type: none"> What impact can be observed as a result of the programme outcomes? Have programme interventions addressed areas of greatest need? 	
	1.4. To what extent has UNDP been effective in supporting local initiatives for SDG fulfillment? Considered in aggregate, are these local initiatives producing nationally significant results?	<ul style="list-style-type: none"> What assistance has the programme provided supported the government in promoting human development approach and monitoring SDGs? How effective has this support been? 	
	1.5. Has UNDP been effective in advocating best practices and desired goals?	<ul style="list-style-type: none"> What best practices are observed as a result of the programme? Have the best practices been captured, and has UNDP operationalised these throughout the period under investigation? 	
	1.6. What evidence is there that UNDP support has contributed towards an improvement in a national government capacity, including institutional strengthening?	<ul style="list-style-type: none"> Did UNDP design a capacity development programme that is implemented and monitored? What impact (positive and negative) can be observed at national and subnational levels as a result of the capacity building initiatives? 	

	1.7. What contributing factors and impediments enhance or impede UNDP performance?	<ul style="list-style-type: none"> In addition to UNDP initiatives, what other factors may have affected the results? What unanticipated threats emerged during project implementation? (COVID-19, etc.) What corrective measures did UNDP/Govt take to mitigate these threats? 	
	1.8. Considering the technical capacity and institutional arrangements of the UNDP country office, is UNDP well suited to providing support in the areas of democratic governance; enhanced human development and economic structural transformation and natural resource management ?	<ul style="list-style-type: none"> Has UNDP/Govt coordination mechanisms ensured coherence, harmonization, and synergy in functions among programme partners to generate the expected results? Has UNDP improved programme management capacities among project partners? 	
	1.9. Is UNDP perceived by stakeholders as a strong advocate for improving democratic governance, enhanced human development and economic structural transformation and natural resource management in Guinea-Bissau?	<ul style="list-style-type: none"> What assistance has UNDP provided that supported the government in promoting sustainable development and monitoring SDGs in Guinea-Bissau? How effective has this support been? 	
	1.10. How effective has UNDP been in partnering with development partners, civil society, and the private sector in democratic governance, enhanced human development and economic structural transformation and natural resource management ?	<ul style="list-style-type: none"> What impact can be observed as a result of UNDP's partnering with development partners, civil society, and the private sector? Did the results of the programme reach local community, district, region or national level? 	
	1.11. Has UNDP utilized innovative techniques and best practices in its programming in these areas?	<ul style="list-style-type: none"> What innovative techniques have been implemented by the programme? What best practices are observed as a result of the programme? Have the best practices been captured, and has UNDP operationalised these throughout the period under investigation? 	
3. Efficiency	3.1. To what extent have the programme outputs been efficient and cost-effective?	<ul style="list-style-type: none"> What outputs have been achieved? What percentage of the outputs has been achieved? Have there been time extensions on the programme delivery? What were the circumstances giving rise to the need for time extension? 	
	3.2. Has there been an economical use of resources? What could be done to ensure more efficient use of resources in the country's context? What are the main administrative constraints/ strengths?	<ul style="list-style-type: none"> Has there been over-expenditure or under-expenditure on the programme? What corrective measures were taken to mitigate this? Are resources (human & financial) concentrated on the most important initiatives or are they scattered/spread thinly across initiatives? What mechanisms does UNDP have in place to monitor implementation? Are these effective? 	
	3.3. Are the monitoring and evaluation systems that UNDP has in place helping to ensure that programmes are managed efficiently and effectively?	<ul style="list-style-type: none"> What mechanisms does UNDP have in place to monitor implementation? Are these effective? 	•
	3.4. Has UNDP been efficient in building synergies and leveraging with other programmes and stakeholders in Guinea-Bissau?	<ul style="list-style-type: none"> How has the existence of the Programme Management Support Unit (PMSU) assisted the efficiency of programme delivery? 	•
4. Sustainability	4.1. What is the likelihood that democratic governance; enhanced human development and economic structural transformation and natural resource management , initiatives/programmes which UNDP has supported are sustainable?	<ul style="list-style-type: none"> Does the programme have a transition strategy? Has there been an ongoing implementation of the transition strategy? 	•
	4.2. What mechanisms have been set in place by UNDP to support the government of Guinea-Bissau to sustain improvements and gains in these areas?	<ul style="list-style-type: none"> Has UNDP considered the following sustainability factors in the CPD design and implementation: Political factors (support from national authorities), Financial factors (available budgets), technical factors (skills and expertise needed), Environmental factors (environmental appraisal) 	•
	4.3. How should the portfolio of activities be enhanced to support central authorities, local communities, and civil society in improving service delivery over the long term?	<ul style="list-style-type: none"> Has the intervention contributed to transformative changes in norms and systems for efficient service delivery (social, economic, or political systems)? How has UNDP addressed the challenge of capacity building in the face of low capacity of government officials? 	•
	4.4. What changes should be made in the current set of partnerships with national institutions, CSOs, UN Agencies, private sector, and other development partners in Guinea-Bissau, to promote long term sustainability and durability of results?	<ul style="list-style-type: none"> Has the CPD contributed to transformative changes in norms and systems for long lasting sustainability and durability of results? How has UNDP addressed the challenge of capacity building in the face of low capacity of government, private sector, and CSOs? 	•
5. Gender equality	5.1. To what extent has gender been addressed in the design, implementation, monitoring, and reporting? Is gender marker	<ul style="list-style-type: none"> What strategic actions have been implemented for gender and women empowerment? Were sufficient resources made available for gender mainstreaming? 	•

	data assigned to projects representative of reality (focus should be placed on gender marker 2 and 3 projects)	<ul style="list-style-type: none"> • What changes are observed in gender and women's empowerment as a result of the programme intervention? • Can results of the programme be disaggregated by sex and gender? What percentage of the beneficiaries are women? • What are the avenues for improvement in considerations for gender across the programme in future? 	
	5.2. To what extent has UNDP supported democratic governance; enhanced human development and economic structural transformation and natural resource management , initiatives promoted positive changes in gender equality? Are there any unintended effects? (Information collected should be checked against data from the UNDP Country Office's Results-Oriented Annual Reports (ROAR) during the period 2022-2026).	<ul style="list-style-type: none"> • What changes are observed in gender and women's empowerment as a result of the programme intervention? 	•
6. Partnerships	6.1. To what extent did UNDP develop partnerships that advanced the identified development results?	<ul style="list-style-type: none"> • How has UNDP partnership approach contributed to addressing challenges of democratic governance, human development and economic structural transformation and natural resource management in Guinea-Bissau? 	

<p>Interview Protocol:</p> <p>Greetings!</p> <p>My name is _____. I am Evaluator working on behalf of UNDP, who is conducting the Mid-term Evaluation of the UNDP Guinea-Bissau Country Programme. The objective of the Evaluation is to provide overarching conclusions on the achievement of the 2022-2026 CPD and identify key development priorities that shall inform the focus of the new CPD period (2027-2032).</p> <p>Benefits:</p> <p>Currently, there are <u>No direct benefits</u> to you as a participant in this evaluation. However, there are <u>Indirect social benefits</u>; for example, it will help assess the CPD performance, and generate recommendations, lessons learnt and good practices to help identify key development priorities that shall inform the focus of the new CPD period (2027-2032).</p> <p>Confidentiality and Consent:</p> <p>The answers you give will be known to us only and kept strictly confidential, with your name not being reported. Results will be reported in general terms. The interview will take about 1 hour to complete. All participants will be 16 years and above, and participation is voluntary. However, should you wish to participate, I request your full participation given that your views are very important.</p> <p>Thank you!</p> <p>I have a set of questions to guide the consultations. May I begin the interview (Yes/No)?</p> <p>Date of Interview: -----Time of the Interview-----Place of the interview-----</p> <p>Details of the respondents: (Name, location, organization, position, sex and duration with the programme)</p> <p>1-----</p> <p>2-----</p> <p>3-----</p> <p>Guiding questions:</p> <p>a) What are the successes and weaknesses (if any) of the CPD? b) What approaches and strategies led to successes and what led to the weaknesses in the CPD? c) How did the partnership progress? What worked and how? What did not and Why? d) What are lessons learnt from this CPD? What good practices can be replicated? e) If the CPD is to be redesigned, what could be retained? What could be avoided? What could be added?</p>

Annex 6.4: *Key Informant Interview Guide – virtual or face-to-face (for Government entities - **Economy** (Ministry of Economy, Planning and Regional Integration, Caritas, CIDE, Kau Criar, Apileste-Beekeeping Association in Gabu; **Health** (Ministry of Health (PNLP); BANDIM; Mafata Regional Hospital; Community Health Workers); **Governance** (Ministry of Justice; Ministry of Transport & Digital Economy; Ministry of Foreign Affairs; Model Police Station; Justice Access Centre in Gabu, CSOs Managers; Informatics and Statistical Services); **Environment** (Ministry of Environment; Biodiversity Institute)).*

Interview Protocol:

Greetings!

My name is _____. I am Evaluator working on behalf of UNDP, who is conducting the Mid-term Evaluation of the UNDP Guinea-Bissau Country Programme. The objective of the Evaluation is to provide overarching conclusions on the achievement of the 2022-2026 CPD and identify key development priorities that shall inform the focus of the new CPD period (2027-2032).

Benefits:

Currently, there are No direct benefits to you as a participant in this evaluation. However, there are Indirect social benefits; for example, it will help assess the CPD performance, and generate recommendations, lessons learnt and good practices to help identify key development priorities that shall inform the focus of the new CPD period (2027-2032).

Confidentiality and Consent:

The answers you give will be known to us only and kept strictly confidential, with your name not being reported. Results will be reported in general terms. The interview will take about 1 hour to complete. All participants will be 16 years and above, and participation is voluntary. However, should you wish to participate, I request your full participation given that your views are very important.

Thank you!

I have a set of questions to guide the interview. May I begin the interview (Yes/No)?

Date of Interview: -----Time of the Interview-----

Place of the interview-----

Details of the respondent:

Name-----

Organization-----

Position-----

Sex -----

Duration with the CPD--- -----

Key Informant Interview Guide

Evaluation Criteria	Evaluation Questions	What to look for	KII Notes & Interpretation
1. Relevance	1.1. To what extent has UNDP's selected method of the CPD delivery appropriate to the development context?	<ul style="list-style-type: none"> Through what mechanisms or arrangements has the programme been delivered? How effective were the programme delivery mechanisms (strategies and activities) in achieving the objectives of the programme? Have the programme delivery mechanisms impacted policy changes? 	
	1.2. Has UNDP been influential in national debates on democratic governance; enhanced human development and economic transformation and natural resource management?	<ul style="list-style-type: none"> Has there been commitment, mutuality, and partnership to the national dialogue on development issues? Has there been regular meetings or other forms of engagement to keep the partners informed on development issues? Or have key engagement roles been assigned? 	
	1.3. To what extent are UNDP's engagements a reflection of its comparative advantage vis-a-vis other partners?	<ul style="list-style-type: none"> To what extent does UNDP address the synergies and interlinkages between the CPD interventions and other interventions carried out by other partners in Guinea-Bissau? Are there duplication of effort and activities? Has UNDP supported the government in promoting human development approach and monitoring of the SDGs? How is the CPD aligned with external policy commitments such as the SDGs, and how were these taken into consideration in the CPD design and implementation? 	
2. Effectiveness	2.1. What are the main contributions to development for which UNDP is recognized in the Country?	<ul style="list-style-type: none"> In what areas has UNDP contributed to the greatest achievements in Guinea-Bissau? Why and what have been the supporting factors? 	
	2.2. What are the unexpected outcomes or consequences it yielded? What are their implications?	<ul style="list-style-type: none"> What impact can be observed as a result of the programme outcomes? Have programme interventions addressed areas of greatest need? 	
	2.3. To what extent has UNDP been effective in supporting local initiatives for SDG fulfilment?	<ul style="list-style-type: none"> What assistance has the programme provided supported the government in promoting human development approach and monitoring SDGs? How effective has this support been? 	
	2.4. What evidence is there that UNDP support has contributed towards an improvement in a national government capacity, including institutional strengthening?	<ul style="list-style-type: none"> Did UNDP design a capacity development programme that is implemented and monitored? What impact (positive and negative) can be observed at national and subnational levels as a result of the capacity building initiatives? 	
	2.5. What contributing factors and impediments enhance or impede UNDP performance?	<ul style="list-style-type: none"> In addition to UNDP initiatives, what other factors may have affected the results? What unanticipated threats emerged during project implementation? (COVID-19, etc.) What corrective measures did UNDP/Govt take to mitigate these threats? 	
	2.6. Considering the technical capacity and institutional arrangements of the UNDP country office, is UNDP well suited to providing support in the areas of democratic governance; enhanced human development and economic structural transformation and natural resource management?	<ul style="list-style-type: none"> Has UNDP/Govt coordination mechanisms ensured coherence, harmonization, and synergy in functions among programme partners to generate the expected results? Has UNDP improved programme management capacities among project partners? 	
	2.7. Is UNDP perceived by stakeholders as a strong advocate for improving democratic governance, enhanced human development and economic structural transformation and natural resource management in Guinea-Bissau?	<ul style="list-style-type: none"> What assistance has UNDP provided that supported the government in promoting sustainable development and monitoring SDGs in Guinea-Bissau? How effective has this support been? 	
	2.8. How effective has UNDP been in partnering with development partners, civil society, and the private sector in democratic governance, enhanced human development and economic structural transformation and natural resource management?	<ul style="list-style-type: none"> What impact can be observed as a result of UNDP's partnering with development partners, civil society, and the private sector? Did the results of the programme reach local community, district, region or national level? 	
	2.9. Has UNDP utilized innovative techniques and best practices in its programming in these areas?	<ul style="list-style-type: none"> What innovative techniques have been implemented by the programme? What best practices are observed as a result of the programme? Have the best practices been captured, and has UNDP operationalised these throughout the period under investigation? 	
3. Efficiency	3.1. Are the monitoring and evaluation systems that UNDP has in place helping to ensure that programmes are managed efficiently and effectively?	<ul style="list-style-type: none"> What mechanisms does UNDP have in place to monitor implementation? Are these effective? 	
	3.2. Has UNDP been efficient in building synergies and leveraging with other programmes and stakeholders in Guinea-Bissau?	<ul style="list-style-type: none"> How has the existence of the Programme Management Support Unit (PMSU) assisted the efficiency of programme delivery? 	
4. Sustainability	4.1. What is the likelihood that democratic governance; enhanced human development and economic structural transformation and natural	<ul style="list-style-type: none"> Does the programme have a transition strategy? Has there been an ongoing implementation of the transition strategy? 	

	resource management, initiatives/programmes which UNDP has supported are sustainable?		
	4.2. What mechanisms have been set in place by UNDP to support the government of Guinea-Bissau to sustain improvements and gains in these areas?	<ul style="list-style-type: none"> Has UNDP considered the following sustainability factors in the CPD design and implementation: Political factors (support from national authorities), Financial factors (available budgets), technical factors (skills and expertise needed), Environmental factors (environmental appraisal) 	
	4.3. How should the portfolio of activities be enhanced to support central authorities, local communities, and civil society in improving service delivery over the long term?	<ul style="list-style-type: none"> Has the intervention contributed to transformative changes in norms and systems for efficient service delivery (social, economic, or political systems)? How has UNDP addressed the challenge of capacity building in the face of low capacity of government officials? 	
	4.4. What changes should be made in the current set of partnerships with national institutions, CSOs, UN Agencies, private sector, and other development partners in Guinea-Bissau, to promote long term sustainability and durability of results?	<ul style="list-style-type: none"> Has the CPD contributed to transformative changes in norms and systems for long lasting sustainability and durability of results? How has UNDP addressed the challenge of capacity building in the face of low capacity of government, private sector, and CSOs? 	
5. Gender Equality	5.1. To what extent has gender been addressed in the design, implementation, monitoring, and reporting? Is gender marker data assigned to projects representative of reality (focus should be placed on gender marker 2 and 3 projects)	<ul style="list-style-type: none"> What strategic actions have been implemented for gender and women empowerment? Were sufficient resources made available for gender mainstreaming? What changes are observed in gender and women empowerment as a result of the programme intervention? What are the avenues for improvement in considerations for gender across the programme in future? 	
	5.2. To what extent has UNDP supported democratic governance; enhanced human development and economic structural transformation and natural resource management , initiatives promoted positive changes in gender equality? Are there any unintended effects? (Information collected should be checked against data from the UNDP Country Office's Results-Oriented Annual Reports (ROAR) during the period 2022-2026).	<ul style="list-style-type: none"> What changes are observed in gender and women empowerment as a result of the programme intervention? 	
6. Partnerships	6.1. To what extent did UNDP develop partnerships that advanced the identified development results?	<ul style="list-style-type: none"> How has UNDP partnership approach contributed to addressing challenges of democratic governance, human development and economic structural transformation and natural resource management in Guinea-Bissau? 	

Interview Protocol:

Greetings!

My name is _____. I am Evaluator working on behalf of UNDP, who is conducting the Mid-term Evaluation of the UNDP Guinea-Bissau Country Programme. The objective of the Evaluation is to provide overarching conclusions on the achievement of the 2022-2026 CPD and identify key development priorities that shall inform the focus of the new CPD period (2027-2032).

Benefits:

Currently, there are No direct benefits to you as a participant in this evaluation. However, there are Indirect social benefits; for example, it will help assess the CPD performance, and generate recommendations, lessons learnt and good practices to help identify key development priorities that shall inform the focus of the new CPD period (2027-2032).

Confidentiality and Consent:

The answers you give will be known to us only and kept strictly confidential, with your name not being reported. Results will be reported in general terms. The interview will take about 1 hour to complete. All participants will be 16 years and above, and participation is voluntary. However, should you wish to participate, I request your full participation given that your views are very important.

Thank you!

I have a set of questions to guide the consultations. May I begin the interview (Yes/No)?

Date of Interview: -----Time of the Interview-----Place of the interview-----

Details of FGD participants: (Name, location, organization, position, sex and duration with the programme)

- 1.-----
- 2.-----
- 3.-----
- 4.-----
- 5.-----
- 6.-----
- 7.-----
- 8.-----

Guiding questions:

- a) How well were you involved in the planning, implementation, and monitoring of the programme (CPD)?
- b) What do say worked well and how? What did not and Why? What have been your benefits from the programme?
- c) How has the programme addressed gender equality in its implementation and monitoring?
- d) How has the programme addressed disability inclusion in its implementation and monitoring?
- e) What are the lessons learnt from this programme (CPD)? What good practices can be replicated?
- f) If the programme (CPD) is to be redesigned, what could be retained? What could be avoided? What could be added??

Annex 7: Stakeholders' schedule of interviews and participation by organisation

Date	Category	Participants	Method and Mode of Interviews	Sex		Total
				Male	Female	
9 Sept, 2024	SENIOR MANAGEMENT	UNDP Resident Representative (RR), DRR-Operations and DRR-Programme	Consultations / face-to-face	1	2	3
9 Sept, 2024	ECONOMY	UNDP Economy Team	KII / face-to-face	3	0	3
9 Sept, 2024		Ministry of Economy, Planning and Regional Integration	KII / face-to-face	3	0	3
9 Sept, 2024		CARITAS Management / Benefeciaries	KII; FGD / face-to-face	3	0	3
10 Sept, 2024		CIDE Management	KII / face-to-face	2	1	3
10 Sept, 2024		Kau Criar Management and Benefeciaries	KII; FGD / face-to-face	5	5	10
11 Sept, 2024		Social Protection	KII / face-to-face	0	1	1
16 Sept, 2024		Apileste (Bee-keeping Association) in Gabu	KII / face-to-face	1	0	1
18 Sept, 2024		Blue Economy Launch -Bissau				
19 Sept, 2024		Na No Mon Benefeciaries	FGD / face-to-face	0	6	6
11 Sept, 2024	HEALTH	UNDP Health Team	KII / face-to-face	0	2	2
18 Sept, 2024		Ministry of Health Management (PNLP)	KII / face-to-face	9	2	11
19 Sept, 2024		BANDIM	KII / face-to-face	1	2	3
25-27 Sept, 2024		Bafata - Governmnet Health Officials and Benefeciaries	KII; FGD / face-to-face	2	7	9
12 Sept, 2024	GOVERNANCE	UNDP Governance Team	KII / face-to-face	4	4	8
12 Sept, 2024		Ministry of Justice	KII / face-to-face	0	3	3
13 Sept, 2024		Ministry of Transport & Digital Economy	KII / face-to-face	0	2	2
16 Sept, 2024		Model Police Station - Gabu	KII / face-to-face	3	2	5
17 Sept, 2024		Justice Access Centre - Gabu	KII / face-to-face	2	1	3
20 Sept, 2024		Citizen Convention Management and Benefeciaries	FGD / face-to-face	2	3	5
23 Sept, 2024		Director Informatics and Statistical Services	KII / Online	1	0	1
9 Sept, 2024	ENVIRONMENT	National Institute of Environment	KII / face-to-face	2	1	3
13 Sept, 2024		UNDP Environment Team	KII / face-to-face	0	3	3
13 Sept, 2024		Ministry of Environment and Technicians	KII / face-to-face	2	0	2
13 Sept, 2024		Small Grants Programme (SGP) Team and and Benefeciaries	KII / FGD / face-to-face	0	10	10
10 Sept, 2024	OTHER UNITS	Programme Management Support Unit (PMSU)	KII / face-to-face	4	0	4
10 Sept, 2024		Head of Experimentation	KII / face-to-face	1	0	1
11 Sept, 2024		Gender Team	KII / face-to-face	0	1	1
11 Sept, 2024		Data Management Officer, UN Resident Coordinator's Office	KII / face-to-face	0	1	1
18 Sept, 2024		Communications Team	KII / face-to-face	0	1	1
19 Sept, 2024		Acceleration Laboratory	KII / face-to-face	1	0	1
19 Sept, 2024	COLLABORATING UN AGENCIES	United Nation Capital Development Fund (UNCDF)	KII / Online	0	1	1
19 Sept, 2024	DONOR	Peace Building Fund (PBF)	KII / Online	1	0	1
23 Sept, 2024	DEBRIEFING	UNDP Resident Representative (RR), DRR-Operations and DRR-Programme	Consultations/face-to-face	0	1	1
		Debriefing with Ministry of Foreign Affairs - Director General and PMSU	Consultations/face-to-face	2	0	2
TOTAL				55	61	116

Annex 8: Work plan

The tasks, milestones, and deliverables of the evaluation based on a 36 working days' timeframe is outlined below:

Phase / Activity / Milestone/ Deliverables	Estimated number of days	Date of completion	Place	Responsibility
1. Phase One: Desk review and Inception Phase				
1.1. Contract signing, Joint Briefing meeting with UNDP Resident Representative, Deputy Resident Representative, Head of PMSU, Evaluation Specialist	-	At the time of contract signing – 8 August 2024	Home-based / Via email	Head of PMSU & UNDP Deputy Resident Representative
1.2. Sharing of the relevant documents by the Head of PMSU	-	At the time of contract signing – 9 August 2024	Via email	Head of PMSU
1.3. Desk review, draft inception report, including Evaluation design, Methodology, Evaluation matrix, Work plan, Data Collection tools, and proposed list of stakeholders to be interviewed	7 days	Within three weeks of contract signing - 8 August 2024 - 29 August 2024	Home-based	Evaluator
1.4. Deliverable 1: Submission and approval of Inception report	-	Within four weeks of contract signing – 30 August 2024	Home-based / Via email	Evaluator Leader & Head of PMSU
2. Phase Two: Data Collection Phase				
2.1. In-Country Mission to hold Consultations, conduct Key Informant Interviews, & Focus Group Discussions.	14 days	Within four weeks of contract signing – September 6, 2024 - 16 September 2024	In-country / Guinea-Bissau	Head of PMSU to organize with local partners, programme staff, including visa support
2.2. Debriefing to UNDP RR, DRR, PMSU, & Evaluation Specialist after field work.	1 day	18 September 2024	UNDP CO in Guinea-Bissau	Evaluator
3. Phase Three: Data Analysis and Report Synthesis Phase				
3.1. Preparation of draft evaluation report (50-60 pages excluding executive summary)	6 days	Within two weeks of completion of field mission – 18 - 29 September 2024	UNDP CO in Guinea-Bissau	Evaluator
3.2. Deliverable 2: Submission of Draft Evaluation Report	-	20 September 2024	In-country / Via email	Evaluator
3.3. Presentation of draft evaluation report at the validation workshop with key stakeholders and beneficiaries)	1 day	Within two weeks of receiving Draft Evaluation Report from Consultants- 27 Sept 2024	UNDP CO in Guinea-Bissau	Evaluator
3.4. Incorporate feedback from key stakeholders and beneficiaries into the Draft Evaluation report	2 days	Within 2 weeks of receiving feedback comments on Draft Evaluation Report from UNDP- 14 October 2024	Home-based	Evaluator
3.5. Deliverable 3: Final CPD Evaluation Report and a separate Lessons learnt report extracted from the full report	-	Within three weeks of receiving feedback comments on Draft Evaluation Report from UNDP- 31 October 2024	Home-based / Via email	Evaluator
3.6. Submission of Revised Theory of Change	-	Within three weeks of receiving feedback comments on Draft Evaluation Report from UNDP- 31 October 2024	Home-based / Via email	Evaluator
Total Workdays	36 days			

Annex 9: Updated Theory of Change of the UNDP Country Programme for Guinea Bissau (2022-2026)

Guinea-Bissau Common Country Analysis showed that the development challenges facing the country are due primarily to structural weaknesses across the factors that determine the path and the outcome of transformation (governance, human capital, business environment, public policies, social norms, and natural resources).²³³ The theory of change (ToC) underlying the Country Programme is that when a Country Programme, developed jointly with government counterparts, civil society organisations, the private sector and development partners, can adequately respond to the structural weaknesses, it will lead towards the delivery of the National Development Plan (NDP) and the Sustainable Development Goals (SDGs), as: (a) full implementation of the Country Programme requires strong political and technical institutions and cross-sectional interventions and innovations; (b) strengthened institutional coordination at the sectoral level lead to shaping the social, political and economic spheres; (c) right legal and policy frameworks lead to a paradigm shift in development planning and expanding state capacities to devise evidence-based development policies geared towards inclusive green growth that integrates risk management, resilience building and sustainable utilisation of natural resources and renewable energy; (d) supportive and enabling business environment that integrates risk management and sustainability into business culture lead to private sector growth; (e) enhanced state capacities lead to delivery of social services, particularly health and social protection, targeting women, youth and the most vulnerable; (f) enabling environment for political dialogue and leadership development lead to citizen engagement; and (g) increased state responsiveness to citizen's needs is promoted. Together, these positive outcomes can reduce political instability, gender inequalities, vulnerable employment, poverty levels, climate pressure, and disease burden. In turn, these outcomes would contribute to economically, socially, and politically empowered population with capabilities for the progress and development of Guinea-Bissau. Finally, as the Country Programme is intended to provide capacity building to relevant government ministries and sectors, CSOs and the Private sector, the built capacities will be used by the partners to monitor the full implementation of the NDP and the SDGs. The assumptions underlying the ToC are that: (a) UNDP will adapt to working under the chronic political situation in Guinea-Bissau with frequent changes in government, increased impunity, and human rights violations; (b) UNDP will assume extended responsibility to pursue the peace building agenda in Guinea-Bissau; (c) there will be stronger capacities of local partners, including government agencies, for the Country Programme implementation; and (d) there will be no more threat from COVID-19 and other regional epidemics.

²³³ Guinea-Bissau Common Country Analysis, UNDP, 2021.

Annex 10: *List of documents reviewed*

1. Assessing “Leave No One Behind (LNOB)”: <https://erc.undp.org/methods-center/methods/assessing-crossing-cutting-themes/assessing-leaving-no-one-behind>
2. Assessing “Gender Equality”: <https://erc.undp.org/methods-center/methods/assessing-crossing-cutting-themes/assessing-gender-equality>
3. Code of conduct in the UN Evaluation. Source: <http://www.unevaluation.org/document/detail/10>
4. Development Assistance Committee (DAC) criteria: source: <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>.
5. Final evaluation of “Strengthening the long-term resilience of Subnational authorities in countries affected by the Syrian and Iraq crisis”. Access at: <https://erc.undp.org/evaluation/evaluations/detail/13097>
6. Integrating Gender Equality and Human Rights in Evaluation - UN-SWAP Guidance, Analysis and Good Practices. Source: <http://www.unevaluation.org/document/detail/1452>
7. Methodology for gender-responsive evaluation. Access at: <https://www.unwomen.org/en/how-we-work/un-system-coordination/promoting-un-accountability/key-tools-and-resources>
8. Government of Guinea-Bissau: National Development Plan (NDP) 2022-2023.
9. Ritche, J; Lewis, J, & Elam, G. (2003). Designing and selecting samples. In Jane Ritche & Jane Lewis (Eds.), *Qualitative research practice. A guide for social science students and researchers* (pp. 77-108). Sage.
10. UNDP Country Programme for Guinea-Bissau. Terms of Reference for the Mid-term Evaluation of UNDP Country Programme for Guinea-Bissau, July 2024.
11. UNDP Audit trail template. Source: <http://web.undp.org/evaluation/guideline/documents/Template/section-4/Sec 4 Template 7 Evaluation Audit trail form.docx>
12. UNDP Country Programme Document for Guinea-Bissau (2022-2026).
13. UNDP Evaluation guidelines during COVID-19: Source: <http://web.undp.org/evaluation/guideline/covid19.shtml>
14. UNDP Evaluation report template and quality standards (pages 117-121). Source: <http://www.unevaluation.org/document/detail/100>
15. UNDP Evaluation Guidelines (2021). http://web.undp.org/evaluation/guideline/documents/PDF/UNDP_Evaluation_Guidelines.pdf
16. UNDP (2009). Handbook on Planning, Monitoring and Evaluating for Development results, Source: <http://www.undp.org/eo/handbook>
17. UNDP IEO Independent Evaluation Office, New York, USA. Annex 2: Summary of common data collection methods/sources used in UNDP evaluations. UNDP Evaluation Guidelines, version 2019.
18. UNDP Outcome–level evaluation: A Companion Guide – Sample Evaluation Matrix, p.33-35.
19. UNDP Quality Assessment Checklists-June 2021: <http://web.undp.org/evaluation/guideline/section-6.shtml>
20. UNEG guidelines. <http://www.unevaluation.org/document/detail/100>
21. UNEG, Pledge of Ethical Conduct in Evaluation, Access at: <http://www.unevaluation.org/document/detail/2866>
22. United Nations Sustainable Cooperation Framework (UNSDCF) for Guinea-Bissau (2022-2026).