

PROJECT DOCUMENT
Guinea-Bissau



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Project Title: Building an integrated modern national identification system in Guinea-Bissau

Project Number:

Implementing Partner: United Nations Development Programme

Start Date: July 2021

End Date: June 2024

PAC Meeting date:

Brief Description

In 2020, the UNDP, through the Electoral cycle 2018/2019 project supported by multiple partners, has delivered to the Government of Guinea-Bissau 400 kits that can ensure an advanced biometric registration. Capitalising on the delivery of the BVR kits, the project aims to support the Government of Guinea-Bissau in building an integrated identity system as a foundational identity registry for all others. The electoral registry, and other functional identification registries, could both draw from and contribute to it, eliminating duplicating of resources, and maximizing the population's coverage in terms of having a legal identity.

By using advanced biometric technology and processes, the project aims to guarantee the issuance of a high-quality identification card that can serve not only for the purpose for identity, but for all other government and financial interactions too, including voting. This will not only contribute to ensure a transparent and effective electoral cycle and fair democratic process but will also work towards the achievement of the SDG Target 16.9 that refers to providing legal identity for all. This will also contribute to making a significant impact on other SDGs, namely on poverty (Goal 1), decent work and economic growth (Goal 8) and reduce inequality (Goal 10).

<p>Contributing Outcome (UNDAF/CPD, RPD or GPD): Outcome 1, The State institutions consolidate the stability and Rule of Law, democratic participation, and equitable access to opportunities for all.</p> <p>Indicative Output(s) with gender marker²: Output 1.2: Electoral management bodies have the capacities to ensure effective, transparent, credible and participatory electoral processes that are gender sensitive.</p> <p>Gender marker: 2</p>	Total resources required:	6,498,624 USD
	Total resources allocated:	
		UNDP: 1,000,000 USD
		Donor:
		Government:
		In-Kind:
	Unfunded:	5,498,624 USD

Agreed by (signatures)¹:

Government	Government	UNDP
Vice Prime Minister	Minister of Justice	Resident Representative
Print Name: <u>S. S. S. S.</u>	Print Name: <u>M. JATA DJALO</u>	Print Name: <u>TJARK EGGHOFF</u>
Date: <u>13/11/21</u>	Date: <u>16/7/21</u>	Date: <u>14/07/2024</u>

¹ Note: Adjust signatures as needed

² The Gender Marker measures how much a project invests in gender equality and women's empowerment. Select one for each output: GEN3 (Gender equality as a principle objective); GEN2 (Gender equality as a significant objective); GEN1 (Limited contribution to gender equality); GEN0 (No contribution to gender quality)

I. DEVELOPMENT CHALLENGE

The United Nations Legal Identity Agenda (UN LIA), which advocates a global life cycle model of legal identity "from birth to death", was initiated in August 2018 through the UN Legal Identity Expert Group (UN LIEG) and in September 2019 the UN LIA was established to address the challenges faced by Member States to achieve the Sustainable Development Goals, in particular SDG Target 16.9 (Legal Identity for All, including birth registration), which refers to the guarantee of legal identity for all by 2030. The key objective of the UN LIA is to ensure a comprehensive, harmonized and coordinated approach by all United Nations agencies, funds and programs, as well as the World Bank Group in providing advice and support to Member States in the development of holistic, interoperable and sustainable civil registration, vital statistics and identity management systems. The benchmark goal of UN LIA is to close the global identity gap by 300 million by 2025. Through UN LIA initiative the UN and WBG shall support Member States to ensure that the legal framework, technical expertise, and technology infrastructure, are in place to strengthen the CR, VS and ID management systems in a holistic and interoperable manner.

From October 17 to 18, 2019, in Lusaka, Zambia, at the Fifth Conference of the African Ministers Responsible for Civil Registration and Vital Statistics, a recommendation was made to encourage all countries of the continent to ensure the implementation of the United Nations Legal Identity Agenda. The Ministers also emphasized that birth registration and birth certificates are a means of protecting children's rights and access to social services such as health, education, employment and the eligibility to vote as soon as they reach the required age. It was also emphasized that a comprehensive approach to legal identity requires interoperability among civil registration, vital statistics and national identification systems. These systems must be linked to a unique identification number assigned at birth and used throughout the life of an individual.

This is particularly relevant in Guinea-Bissau where the fragility of the State and a weak governance system are some of the key structural challenges that limit the capacity of the Government to be able to effectively respond to citizens' needs. In particular, the absence of a comprehensive national identification system, ensuring through a unique, reliable and secure way, the identity of all Bissau-Guineans poses several challenges for the electoral process, for the legal and civil registration frameworks, but also for the overall provision and access to services such as education, social protection and for the country's inclusive economic growth.

In 2020, Guinea-Bissau ranked 175 out of 189 countries on the Human Development Index 2020 published by the United Nations Development Programme (UNDP) in December 2020, and 41 on the 2020 Ibrahim African Governance Index (IIAG) published in November 2020, showing worrying signs of recent decline. Despite relevant progress in some development areas over the past years, the country experiences worrisome deteriorations in several development areas. Inherent to this fragility and deterioration is the weak capacity of State institutions for evidence-based and informed policy making and planning, beneficiary targeting and service delivery as well as responsive and accountable institutions that stem from a lack of individual identity and up-to-date aggregate information about the population.

The last census of the population was carried out in 2009. Since then, only estimates on the population's composition, growth and location are used to inform policy making and planning. At the moment, the most comprehensive registration system of the population is the electoral register that is managed by the Ministry of Territorial Administration and Local Power through the Technical Cabinet of Support for the Electoral Process (GTAPE). As per the Electoral Law, GTAPE is in charge of carrying out on an annual basis the electoral registration during the first trimester of the year issuing free voter's cards. However, this has seldomly happened and the register is usually done only in preparation to new elections. Furthermore, this registration is unable to fill the gap in fulfilling the role of reliable identification; the amount of information collected is legally limited to establish voter eligibility; registration ends up excluding eligible registrants between elections, in particular the youth turning 18 years old between polls; the quality of the voter cards are extremely poor with a short lifespan and with very limited security features leaving it vulnerable to forgery. The conditions

for issuing those records do not comply with international best practices ensuring that each physical person obtains exactly one identity.

Challenges in the electoral register and other identity registries

If the organization of the 2019 Legislative and Presidential elections, which were considered to be fair, free and transparent, was crucial for the renewal of the legislature and for supporting political stabilization, the consolidation of these gains for the next electoral cycle should remain a priority. This will not only be important for the next electoral cycle, but it will also represent an opportunity for the broader good governance reform process and for the country's sustainable development path.

One of the biggest challenges for ensuring the high quality of a citizen/voter database remains its timely and organised update. Often the citizens/voters change place and do not alter their data, and eventually they register again, generating duplicity of data; deceased people are not always removed from the database. The country has inefficient records of death and the systems are not integrated with the database. This fact generates distortions in the final number of citizens and eligible voters. The same problem can occur in the calculation of the abstentions during the elections, since the actual number of voters is smaller than the one of the databases.

The Identification system in Guinea Bissau also suffers from structural issues, where the government appears to have very little ownership and knowledge over the registry's content. Civil and birth registration services do not extend over the territory, providing limited opportunities for eligible individuals to ensure they are correctly registered and documented.

For the State, the weak identity system has a negative impact on the services that it should deliver to the population, might incur into higher transaction costs to mitigate the risks caused by a weak identity's proof and often facilitates the mismanagement of resources and high levels of thefts and waste of resources. Similarly, the lack of a functioning identity system has a negative impact for the private sector, especially for Micro and Small and Medium Enterprises that cannot access to financial opportunities, formalise their businesses nor diversify and expand them. In the area of voter registration, it also leads to redundant expenses, as the costs to update the voter registry could be rationalized and mutualized by implementing an integrated identification approach.

The lack of a functioning identity system has multiple and multisectoral effects, limiting even further the sustainable and inclusive development of Guinea-Bissau: concerns with the public administration reform and the payroll systems for ghost workers and pensioners; provide a free space for corruption to flourish; it limits the possibility of providing social protection to the beneficiaries in need; it hampers the possibility of providing and keeping track on the provision of social, health and education services; and strongly limits the economic potential of the country (e.g. by limiting financial inclusion or the expansion of the tax base). Such provision can be pivotal in a wide range of interactions between individuals and institutions and could be of economic² and noneconomic value by unlocking country's economic value while also contributing to social and political inclusion, rights protection and transparency.

Yet, the past electoral cycle concluded with at least one important achievement in the area of legal identity. The installed technological capacity provided to the Government of Guinea-Bissau make it possible not only to update the existing voter registration system, but they allow to connect it to the civil registry and to other functional identity registries such as passports or driving licenses.

In this context, the Government of Guinea-Bissau intends to improve its register by ensuring the progressive integration of its identification systems, resulting in the issuance of various identification cards (such as driving licenses) from the different functional registries, which could also be used for the purposes of acts as diverse as voting or payments, and would include all attributes of national identification cards in compliance with international best practices, such as ECOWAS's requirements, thus making significance progress to completing and improving the National Identity System. It is expected that this process will be accompanied by the required legal changes in line

² According to the "Digital Identification: A key to inclusive growth" report elaborated by the McKinsey Global Institute, through the introduction of digital ID 65% of potential value could accrue to individuals on average in emerging economies, making it a powerful tool for inclusive growth. It is estimated that digital ID could unlock economic value equivalent of 3-13% of GDP in 2030 in emerging economies on average.

with the latest technology to be used for the issuance of the ID cards. In this context, other ministries, such as the Ministry of Interior, Ministry of Health, Ministry of Transport and other relevant ministries, may join the initiative to interoperate their respective identification systems and transform them into an integrated identification system in Guinea-Bissau, improving coverage of the population, up to date information, vital statistics, reliable identification, financial inclusion, and many other development instruments and indicators.

Security Challenge

The Government of Guinea-Bissau has shown renewed commitment to engage in the fight against drug trafficking and organized crime. However, the weakness of government institutions and ensuing lack of capacity to control its porous land, maritime and air borders and offshore territory, weak state structures, political instability, and widespread impunity expose the country as a safe haven for drug trafficking, organized crime (DTOC), money laundering and other emerging threats. Particularly, the country's location in relation to the Sahel, West Africa, Europe and South America provide an opportune environment for international drug cartels and other criminal organizations who use the un-policed Bijagos Archipelago off the coast of Bissau, as well as remote airstrips, for trafficking in drugs, arms, and persons.

Moreover, although Bissau is assessed as being a low-threat location for terrorism, the ongoing regional threat of transnational terrorism in West Africa could spill over into Guinea-Bissau. In particular, there are specific security concerns in the poorly policed eastern areas of the country.

This calls for immediate attention from all national and international actors. It is not only in the interests of Guinea-Bissau to build a stable, modern state on healthy foundations, it is also in the interests of other West African states, of the international community of course to ensure this issue does not grow beyond repair and become a home problem.

In this sense, identity, and particularly, biometric identity, plays a key role in international cooperation in the area of security. Security cooperation between governments based on exchanging sensitive data is a common endeavour. It is not uncommon that such biometric registries as voter, civil or identity registries are exchanged between states to form the basis of this security cooperation, providing an effective tool in combating human and child trafficking, drug trafficking, identity theft, or fake identities for example.

Government Participants

Ministries

Ministry of Justice (MoJ). The MoJ is responsible for the emission of National Identification Cards and the maintenance of the civil registry. It also is responsible for the maintenance of judicial records.

Ministry of Territorial Administration (MTA). As mentioned, the MTA is the ministry that oversees GTAPE and will be a central stakeholder in this project. Its participation is not only important from the electoral perspective, its mandate includes several aspects related to expanding the government's presence across Guinea-Bissau.

Ministry of Interior (Mol). The Mol is responsible for formulating, proposing, coordinating, supervising, preventing and executing internal security, protection and assistance policies. The Mol would be a key participant for the security use cases of the integrated identification system.

Ministry of Transport and Communications (MoT). The MoT is responsible for issuing driving licenses among others. Its current presence is in Bissau only. Participating to this project would enable the MoT to extend its reach outside of Bissau and issue driving licenses that could also be used as a generic identification card.

Other ministries: The Ministry of Health, for healthcare provision, the Ministry of Finance, for tax collection and management, the Ministry of Foreign Affairs, for passport issuance and electoral register of diaspora, may be interested in participating within the integrated identification system of Guinea-Bissau.

Election management bodies

National Election Commission (CNE). The CNE, governed by Law 04/2010, is a body for the supervision and development of electoral procedures, responsible for the general supervision and control of the election process.

Technical Cabinet of Support for the Electoral Process (GTAPE). GTAPE is a technical branch of the Ministry of Territorial Administration. It is made up of several directorates which implement technical components of electoral events on behalf of the CNE.

II. STRATEGY

Through this project, the UNDP intends to support the Government of Guinea-Bissau (GoGB) to allow citizens to have access to identity and enjoyment of full citizenship in Guinea-Bissau. The strategy for the project will seek to contribute to the Right to Identity, ensuring that all Bissau-Guineans are uniquely registered in a permanent and continuous system that provides proof of their identity and to be issued with a card that is evidence of their identity. The system will also foresee the establishment of an information system that will allow the Government and relevant stakeholders to access and use one information system or several integrated information systems as a central reference point for individual identity.

UNDP is designing this project to be transformational. It will impact several areas of development for Guinea-Bissau, including access to legal rights and government services, electoral participation, inclusion into the formal economy, and containment of organized human and drug trafficking crime as well as regional terrorism. Economic inclusion could be increased by automatically attached e-wallets to identity, which could save as much as 10% on the global volume of remittances to the country by increasing the reach to recipients to every individual in the population and eliminating transaction costs for small amounts. It would also increase the expansion of formal transactions, giving a wider and healthier fiscal base for the country.

Theory of change

If the Government and Ministry of Justice makes its civil registration system part of the integrated registry and is able to deliver identity cards on a continuous basis,

If the Government and its Ministry of Territorial Administration and Local Power are supported to effectively ensure the registration of Bissau-Guineans on a periodic or continuous basis,

If the Ministry of Transport and Communications participates in the program and makes its driving license system part of the integrated registry,

If other ministries participate in the program and makes their respective identification systems part of the integrated registry,

If voter registration, driver licenses and other cards can be issued and recognised as a reliable legal identification card; and

If all Bissau-Guineans are effectively aware of their role and responsibility as voters and play their expected critical role in the democratic process;

Then good governance and democratic process will be ensured, and the planning, service delivery and the operation of the public administrative system will be improved;

and international organized crime, terrorism, and human trafficking will be contained, protecting the interests, security and stability of Bissau-Guinean as well as its international partners;

and more citizens could be included in the formal economy, including both the government's fiscal base;

Because all Bissau-Guineans will enjoy their fundamental right to vote and to identity, entitlement and enjoyment of full citizenship in Guinea-Bissau,

and comprehensive, efficient and transparent processes will contribute to reducing the state fragility, its capacity to deliver services and security, and to promote inclusive growth, impacting positively

the trust of the population towards the national institutions as well as peace and stability both for itself and for its international partners.

The theory of change is built on the *assumption* that appropriate capacity building and support around concrete policies, including with regards to the capacity to ensure the registration of all citizens, is the best approach for improving the electoral cycle and the overall democratic process. The creation of a functioning identity system through the integration of different identity registries is an opportunity for advancing a legal identity system that provides in a unique, reliable and secure way legal identity cards, and allow for a wider registration system of the population.

The effort is built on the assumption that if relevant ministries receive technical support, including in the coordination and the digitalization of its functioning and operations, under the UN's lead, then an inclusive registration process can take place, and the Government can build the capacities of its members to successfully register the eligible population and issue them various identification cards.

[Link to the UNDAF, CPD, National Development Plan, the 2030 Agenda for Sustainable Development and Agenda2063](#)

United Nations Development Assistance Framework (UNDAF) for Guinea-Bissau (2016-2021)

The project will contribute to achieving the following outcome from Strategic Partnership Framework between Guinea-Bissau and United Nations 2016-2021: "Outcome 1, The State institutions, including defence, security, and justice, consolidate the stability and Rule of Law, democratic participation, and equitable access to opportunities for all". More specifically the project will contribute to the achievement of the "Output 1.1: Political parties, civil society and other relevant actors, including the population in general, especially the most vulnerable, are sensitized, trained and, thus, active in the promotion of social and political dialogue, in civic and political participation and in citizens' responsibility to better claim and exercise their rights".

UNDP Strategic Plan (2018-2021)

The project is aligned to the UNDP Strategic Plan (2018-2021), *Outcome 2: Accelerate structural transformations for sustainable development* that aims to catalyse tangible progress especially through innovative solutions that have multiplier effects across the Sustainable Development Goals. This is line with Signature Solution 2, *Strengthen effective inclusive and accountable governance*.

The project will specifically contribute to Output 2.2.2.d, on the "use of big data from civil registration and legal identity".

UNDP Guinea-Bissau Country Programme Document (CPD) (2016-2021)

The project will directly contribute to the main goal of the UNDP CPD on supporting government efforts to strengthen the rule of law, national institutions, and participatory democracy to stabilize Guinea-Bissau.

National Development Plan of Guinea-Bissau (2020-2023) and Government's Plan for Guinea-Bissau – 10th Legislature (2020-2023)

Entitled "Guinea-Bissau in light of COVID-19: A new opportunity for a new start", the project would directly contribute to *Strategic objective 1* "Consolidate the democratic rule of law, reform and modernize public institutions" of the Government's Programme.

2030 Agenda for Sustainable Development

The Sustainable Development Goal 16 of the 2030 Agenda for Sustainable Development recognizes the need to promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels. In particular,

the project will directly contribute to SDG Target 16.9 that refers to providing legal identity for all. The project is directly related and will contribute to the implementation of SDG 16 as an enabler for the whole 2030 Agenda for Sustainable Development. This will also contribute to make significant impact on other SDGs, namely on poverty (Goal 1), decent work and economic growth (Goal 8) and reduce inequality (Goal 10).

Agenda 2063

The project also contributes to the priorities outlined in the African Union continental framework and its Agenda 2063 defining the practical and measurable actions for structural, social, economic and environmental transformation of Africa. The Agenda 2063 aims towards a continent that “integrated, prosperous, stable and peaceful”. The seven aspirations of the agenda include socioeconomic development, culture, democratic governance and peace and security, while also emphasising inclusive societies and the empowerment of women and youth. Particularly, this project will cover the continental call for good governance, democracy, respect of human rights, justice and the rule of law.

Strategy

The strategy defined here is generic for all functional identity registries. It applies to voter registries, civil registries, passport authorities, driving licenses, etc.

› Guiding principles

Participants. Any ministry wishing to produce or consume identity data should be able to join the initiative and connect their systems to the integrated identity systems of Guinea-Bissau. A phase of analysis of which data needs to be collected or consumed is conducted, and the identification systems provided by UNDP should be extended to provide corresponding interoperability. Logistics, legal, and communication support should then include the participant ministry to ensure their services are delivered on the basis of the new integrated identification system.

E-Wallets. An important side benefit of this system is the ability to extend banking services to all registered citizens. Citizens issued with identification smartcards should be able to use them as e-wallets for payments in common operations. These e-wallets could be the recipients of diaspora remittances. A core digital banking service should be added to the identification system to provide the backbone for this e-wallet service.

› Registration procedures and manuals

Development of procedures. The procedures covering the registration and exposure processes play an essential role. The procedures the technical guidelines governing registration, issuance of identification documents and other processes complying with relevant laws. The procedures also provide specific rules for recording and broadcasting. It is therefore important that they are detailed, clear and that they are applied in a consistent manner. In addition to the procedures, forms have been developed to facilitate and ensure adequate monitoring of data collection. This detailed documentation must be made available to all staff. All tasks must be accurately described at all levels of operation. All procedures will be approved by the Steering Committee.

New situations. In cases where staff face a new situation, it should be escalated to the extent possible, without disruption of operations. This must then be entered in a journal in order to complete the procedure manuals. Compilations of these new situations with the answers to be provided should be circulated to the staff concerned on a daily basis when possible. The training units will be in charge of this dissemination with the support of the NTIC department depending on the media.

Manual of registration procedures. This manual is intended for staff at government points of service, such as Voter Registration Centres, describing who is eligible to register and the various documentary evidence needed to do so. It also details the role of each brigade member in the process, how to operate Biometric Registrations (BR) equipment and covers the data collection and

preparations necessary for data consolidation down to the central level. The manual will also detail who is allowed to enter registration centres and what their role is. It must also cover dangerous and conflict situations. This manual will be delivered to all relevant staff.

Integrated review of identity related laws and regulations. An identification registry that would serve as a foundational core, or a starting component, of an integrated identification system will require a review of legal frameworks of other government entities for the issuance and use of identification information. Some reforms may be promoted according to this review.

› **Staff structure for registration and recruitment**

Mobile Registration staff. For those registration operations that require mobile units, such as voter registration staff, each Registration Squad will have a number of members defined by the relevant ministries. One member will be designated as a team leader (supervisor). The supervisor will be in charge of receiving and managing the queue. He / she will secure assets, such as registration kits, and ensure that it is properly used and stored and coordinate with support teams and the Project Technical Committee to ensure that all needs for the proper functioning of his brigade are covered. The role of the brigades is to:

- Complete registration forms;
- Complete the receipts;
- Capture photos and fingerprints;
- Process documents by examining data for gaps;
- Enter biographical data at the BR equipment level;
- Initiate relevant procedures when multiple registrations are detected;
- Maintain the confidence of c and protect the confidentiality of personal information;
- Contribute to the team effort by performing any task necessary for the smooth running of BR operations.

Mobile Registration support staff. Logistics and NICT support teams should be set up. Their number will be defined before the formation and deployment of the brigades. They will function as the first point of contact for the brigades, and when necessary, as a mobile unit. Their designation must therefore meet geographic accessibility criteria, in order to be able to provide a rapid on-site response if necessary (in less than an hour). Each support team will have at least one logistics agent and one NTIC agent. The number of support agents within a team will be increased according to criteria of registration center density and population.

A supervisor will be chosen from among them to supervise these activities and assign tasks when necessary.

These support agents will intervene on the front line on technical problems and day-to-day maintenance tasks. NTIC agents will assist, if necessary, in securing information by supplementing the database backups and guaranteeing the transfer of data to the central level. Logistics officers will also oversee the logistics needs and operations between the registration center and Project Technical Committee headquarters, as well as the management of supplies for each centre. They are also responsible for movements in the geographic area assigned to them.

Fixed Points of Service. Fixed registration services will provide the same services as mobile registration units, but may develop specific registration procedures seeking to reduce costs related to number of staff, logistics and utilities.

Central support office. A central operations office will provide a 24-hour contact number to provide rapid telephone support to registration teams and coordinate with field support staff when necessary. This centre will therefore operate in three work shifts, with a reduced number of staff in the evening. Shift times will vary among individuals to avoid service bottlenecks when shifting shifts. Five people will be assigned for each day shift and two for evening shifts. The central office will also have a

platform with an SMS logging system so that field team reports and tickets are recorded and compiled (see operation of the operations centre in annex).

Recruitment of registration staff. The relevant ministry will issue a public notice calling on interested candidates to apply for the positions required for registration. The recruitment process will be carried out in accordance with the recruitment procedures and operational instructions. If those are not defined, they should be included as part at the process definition stage. The support teams will be responsible for driving the recruitment process in their respective geographic areas under the guidance and validation of the CFO. They will advertise, interview, train, make selections and complete the necessary paperwork for each registration center. They will also ensure that the required documents are transmitted to the headquarters. For the diaspora recruitment registrations diaspora staff, the relevant authorities should work with the Ministry of Foreign Affairs through embassies and consular services as well as on training, deployment of personnel and all concerning the registration process in diaspora.

Candidates. The GoGB will maintain an employment equity policy towards women in the electoral process. In this regard, a sufficient number of female support and registration officers should be identified.

› Training of registration officers

Training Strategy. Training for the registration process will be done using a two-level cascade training model, with training at headquarters level and training at field level. A training plan for registration will be developed by the headquarters training unit, with the assistance of international advisers, and is summarized below.

Training of trainers. Training at headquarters will take place in several stages. Initially, the training unit will develop the required training materials and modules. With regard to the technical use of BR kits, the supplier of BR kits in collaboration with the NTIC unit will provide the necessary information to the training unit in order to train a core of master trainers. This team will in turn train a number of support officers who will themselves form the registration brigades. The entire training of trainers will cover both training techniques and registration procedures, including operational aspects, from the creation and day-to-day operation of registration centres to the use of BR kits for data collection and data consolidation. All headquarters staff will also be trained in this content.

Training of registration staff. Registration staff will receive extensive training on all aspects of the registration process so that they can effectively manage their stations. Based on the application forms and recruitment tests, a number of candidates, to be determined for each ministry, will participate in the training on the use of BR kits. A number of support agents to be determined (see procedures for allocating support teams) must also be identified. At the end of the training, the training team will prepare a list of candidates who will need to be replaced if they do not adopt the knowledge required to serve as registration staff. The training unit will develop a separate training schedule for the training of registration centers management staff.

The training plan. The precise schedule, including times and locations, for all training sessions will be detailed in a separate training plan from the training unit. It should also cover logistical, ICT, budgetary and any other information necessary for the proper conduct of the training, so that the other departments of the relevant ministry can provide the necessary support to the training unit in their respective fields.

Training material. Training packages will be distributed to trainers. They will include samples of all materials and forms needed to complete the training. This material will help both the trainer to perform the training and also assess the effectiveness of the training. Training packages will be delivered in accordance with the enrolment materials and equipment deployment schedule outlined below.

› Deployment and payment of enrolment staff

Deployment of personnel. After receiving their training, the selected registration staff will be advised when and where to pick up the registration material. The calendar, which will be finalized

following the definitive identification of the registration centers, will allow access to the registration centre to which they are assigned.

Payment of registration staff. Registration staff will receive a contract detailing their rights and obligations. Payment for the period worked will be made at the end of the registration process according to the schedule provided. Payment procedures must be established before the contractual phase. A guarantor is required for each registration employee for the quantities of material handed in.

› Registration materials and equipment

Hardware requirements. The operations unit, with the help of its international partners, will work out the dates on which the various materials will be required, and will ensure that the procurement process for these materials is activated within the timeframe necessary for their delivery to the defined deadlines.

Registration material. This material includes BR kits, the various forms required to complete the registration, as well as those necessary to track the movement of collected data and additional support materials, such as supplies. Manuals detailing the process to be performed at registration centres will also be developed. The BR kits were purchased internationally and arrived at the warehouse in Bissau pre-assembled. As stated above, their software requires slight customization for each ministry or department.

Registration material warehouse. This warehouse, where all registration material will be stored and where data will be consolidated, should be identified as soon as possible for data collection operations. Traffic will need to be easy to avoid logistical inefficiencies, and it will have to ensure continuous electrical operation with generators. It will also have to be guarded by the security forces according to a plan drawn up by the security unit in collaboration with the operations unit, which will issue directives to authorize access. Development work will have to be carried out there by the operations unit from the start of the recording project with the support of the NTIC unit which will have to install in the reserved locations the connections necessary for downloading data from the kits to the servers. Consolidation servers will need to be linked either by broadband Internet connections or physically moved daily to permanent data centres in order to save and centralize data. The warehouse will be managed by the operations unit and services such as cleaning will be provided by the administration unit, at the request of the warehouse manager.

Inventory of registration material. The operations unit is responsible for the inventory of the kits while the NTIC unit will be responsible for checking the correct functioning of the BR kits. The rest of the material could be purchased locally if available. The operations unit is responsible for allocating the necessary quantities according to the needs of each zone. The registration kits will be assembled at the warehouse in Bissau by the operations unit before being distributed to support teams and then to registration centres. The requirements per centre and the total requirements for the process are developed by the operations unit. Delivery times for these kits are described later in this plan under Material and Equipment Movement Schedules.

Display material. These documents will include display material, visibility, supporting documents and manuals. These materials will be packaged in exhibition kits before being distributed. The requirements per centre and the total requirements for the process will be developed by the operations unit. Delivery times for these kits national level and diaspora are described later in this plan under Material and Equipment Movement Schedules. The details of the contents of the recording and the contents of the exhibition kit as well as the quantity to be delivered to each support team will be detailed during the preparatory phase of operations.

Sensitive and non-sensitive material. The material is also categorized as sensitive or non-sensitive. Sensitive material is material which, due to its specific nature, could seriously affect the electoral operation in the event of damage or loss. Non-sensitive materials are those which are necessary to carry out the electoral process but which, if damaged or lost, could be replaced in a short period of time and would not compromise the operation.

Sensitive material. It consists of BR kits and data collected on each individual. Due to their sensitive nature, security arrangements will need to be in place prior to their arrival in the country and during their movements. Guidelines on required handling and safety arrangements will be issued prior to their movements. Careful monitoring of the collection, movement and delivery of the data collected should also be carried out. The forms will come with the kits to ensure this process is carried out comfortably.

Non-sensitive materials. It is stationery and other registration documents that are not considered sensitive. Although these materials are not classified as sensitive, it is expected that they will be stored next to sensitive materials in order to prevent possible accidents. These will also be returned to the warehouse at the end of the registration and display processes.

Security. Security for the packaging and transportation of materials will be organized by the operation unit in collaboration with the security unit. A precise deployment schedule, with date, time and required security measures for each registration center, will be determined during the preparatory phase of operations.

Storage at support unit level. Support units will determine the secure storage areas to be used for the storage of registration and exhibition materials at the field level. The locations of such storage will be confirmed prior to delivery of any sensitive equipment by the operations and security units at headquarters. During the final preparations for the registration centres, the support teams should ensure that there are adequate facilities for secure storage in all the centres. When minor improvements or locks are necessary to secure the facilities, the operations unit will be notified in order to take the necessary measures as soon as possible.

› **Material and equipment movement schedule**

Registration material and calendar of movements. The operations unit is ultimately responsible for the transfer of all equipment and materials from headquarters to the registration centers. It must therefore carry out detailed monitoring of the activities of support agents and registration teams in order to respond quickly to their needs. Strict quality control should be carried out in the preparation of all materials and kits.

Plans of movement. Movement plans for registration and exhibition periods will be established by the operations unit. A software application could be developed to support the personnel of the operations room at the headquarters in the daily management of movements. These plans will include provisions for both the movement of training material to the training centres and the movement of sign-up and display material from start to finish of the process. Support teams must ensure that all movements and deliveries are on schedule. These movement plans must include contingency measures. These plans must be communicated to support agents and brigades.

Unexpected movements. The operations unit will be responsible for coordinating the movement of material and personnel. Guidance on coordination with other units will be issued by the operational unit to ensure that all processes and procedures are understood by all. Support agents and brigades should immediately notify the operations unit of any unforeseen movement.

Asset management. The GoGB will provide a wide range of equipment for deployment across the country. Equipment should be recorded as a project asset and records will be kept of where each asset is located and who will be responsible. The Operations Unit will oversee the registration of all these assets upon delivery. The asset register should then be updated at the time of deployment and for all subsequent transfers of equipment. Likewise, support staff will be responsible for all equipment deployed in their areas of responsibility. Therefore, the asset register must keep a record of all equipment deployed under the responsibility of these agents. If assets need to be moved to geographic areas under the responsibility of different support teams, those assets should first be returned centrally when possible, and the asset register is updated to reflect the movement of that equipment. in all cases.

A software application can be developed by the ICT unit in order to computerize and simplify asset management. The system will be updated from paper files or as assets move into the field. An SMS system could be implemented to simplify registry updates when connectivity permits.

› Registration awareness

Role of the awareness unit. The Public Outreach Unit will play a vital role in the registration operation using various media and messages to mobilize and motivate citizens to register. The unit will also provide an essential service to citizens and residents as well as registration teams by disseminating the locations of registration centres and the documents required for registration.

Strategy. Public information and awareness campaigns will be carried out at national and in the diaspora in accordance with the law. The strategy will be a mix of traditional media, non-traditional media and “street” campaigns, essentially a three-pronged plan that targets each of these elements simultaneously. The strategy will be reinforced by the use of a number of outreach methods as used during the last legislative and presidential election in 2019, that was based on engagement with media organizations and CSOs as well as the general public.

In order to improve campaign results, it is recommended that you use a marketing and campaign design template through a marketing company that creates an overall brand image for the registration period as well as the periods after the registration exercise. The advantage of using a single marketing / advertising agency to develop an overall branding, design as well as video and audio awareness of the campaign is twofold: On the one hand, the outreach unit will be closely associated with a professional communication agency that will strengthen their capacity; On the other hand, an easily recognizable identity will create stronger public engagement. The company should be involved in creating focus groups with multiple segments of society, taking into account local particularities. The development of communications in Creole and local languages will strengthen mobilization and understanding of the process. A communications agency may also be recruited to assist the GoGB in media planning and communications focused on media engagement as well as the development of press releases, TV and radio interviews and press conferences for the GoGB.

The awareness-raising and communication strategy should focus on three components as mentioned previously:

- Traditional media awareness and engagement: use of the state press (television, print, radio and web portals) to distribute advertisements, editorials and articles and other media products. Likewise, it is necessary to create relations with the press in order to keep them informed and aware of the process. This will include regular press conferences, a TV and radio presentation.
- Communications and non-traditional approaches: this part of the strategy will target aggregated news sites in Guinea Bissau. Particular attention should be directed to social networks. The SMS will also constitute a strategic axis.
- Street Campaign / Traditional Face-to-Face Awareness: This strategy focuses on mobile advertising, awareness raising in churches and mosques, taxi systems, awareness raising street theatre and training of civil society and public gatherings.

Key messages. The outreach unit should develop an initial action plan for the registration process, without necessarily specifying the messages to be conveyed. The plan should focus on the schedule and planned outreach strategies. The messages planned for this period will include:

- The need and purpose of the registration process;
- Eligibility criteria and registration conditions;
- The location of the registration centres;
- The dates and times of the registration process;
- Proof of eligibility for registration;
- Documents required for the exhibition;
- The purpose of the exhibition process;
- The locations of display centres (for the objection period); and

- The dates and times of the posting process.

› Party representatives and accreditation of observers

Transparency and acceptability. An essential part of the registration process is the requirement for transparency. For examples, in the case of a voter registry, the perception that electoral results is the successful development of a register that includes all eligible voters and contains no ineligible to vote is fundamental. In order to ensure this acceptability, interested parties such as legally constituted political parties, candidates and their agents as well as international observers, should be allowed to observe all aspects of the registration roll development process as required in the voter registration law. The GTAPE should therefore provide any information required for accreditation of observers and manage this process.

Accreditation. In the context of a voter registration or other politically sensitive processes, in order for political parties and observer groups to follow the registration process, they will need to be accredited by the GTAPE or other relevant authorities. The GTAPE will develop procedures and forms for the accreditation of these groups. Codes of conduct will also be developed to ensure that their participation in the process does not disrupt or undermine the process.

› Data gathering

Data collection period. Data collection should take place periodically or continuously in accordance with the law. A detailed schedule will be established for the movement of each registration team from one registration center to another in the case of mobile units. Data will need to be sent physically or online to HQ between each movement.

Data collection process. The precise details of the data collection process will be included in the registration procedures manual. If an applicant is eligible for registration, they will be duly registered, in accordance with the procedures, and will receive a registration receipt. If a person is not eligible for registration, they must be informed so that they can initiate any necessary complaints process.

Collection of registration data. Collecting data in the field is only the first phase of the general registration process. Once the data has been collected, it should be delivered to the headquarters for cleaning. Details of the data collection and delivery process will be contained in a manual of procedures. The following is a summary of the proposed process:

- At the end of each registration day when possible, registration data will be saved on backup media and delivered to headquarters. All completed registration forms will also be submitted at the same time.
- The registration data will then be transferred to a central server.
- The data received will be analysed and any erroneous data will be cleaned.

› Data processing

Data centre. The server room will be set up prior to the start of recording to allow for system testing. Clear procedures will also be established for data reception, data processing and management and storage. Upon completion of the consolidation and verification of all constituency data, the full registration database can be used for posting processes and other self-verification mechanisms such as services. Internet and SMS.

Data processing period. The data processing operation will begin upon delivery of the first batch of records and will continue until the arrival of the last batch of records.

Deduplication. The consolidated data will be subject to automatic verification of multiple registrations through the use of biographical and biometric rules.

Adjudication. Records detected as potential duplicates are subject to human verification and confirmation. A data entry room should therefore be set up with the corresponding workstations. This room may be located as an annex to the operations centre (see below).

Backup copies of data. The relevant ministry will be the physical custodian and operator of the database. Backups of all data will be performed regularly. At the end of the data processing operation, after the preliminary production of the recording roll and also after the production of the final recording roll, backup copies will be made of the completed database. It will therefore quickly be necessary to consider options that allow automatic replication of data across multiple physical sites as well as the establishment of offline copies.

Printing of voter lists. The GTAPE will print the preliminary and final lists according to the specifications and timelines indicated by the voter registration law. The GTAPE will indicate where and how the lists will be posted. The GTAPE will oversee the process to ensure that the lists are prepared for each posting centre and then for the elections.

› Posting and Complaints

Posting and Complaints are particularly relevant in the context of electoral cycles.

Purpose of the display. Registration lists must contain the names of all eligible voters. Therefore, the preliminary lists should be exposed at each centre level with the deduplicated data. Voters will then be able to:

- Check their presence on the electoral list;
- Request that their names be added to the voters list if they registered but were omitted by mistake;
- Correct errors in their data recorded on the preliminary voters list;
- Challenge the inclusion on the list of anyone they believe should not be on the list.

Display centres. The posting centres are the registration centres. Political parties can request copies of these lists provided they cover the cost of producing them.

Posting period. The exhibition process will begin six days after the end of the registration period and will last for fifteen days.

Posting procedures and manuals. The GTAPE will develop posting procedures and an appropriate manual that will detail all aspects of the process, including the role of each participant in the process, how each task is to be performed, and administrative handling. These procedures and this manual will be distributed to all relevant personnel.

- People with a registration receipt but not appearing on the list will be invited to complete an inclusion request. If the person is not listed as a result of deduplication, they should be notified. A committee defined by the GTAPE will review the request and make a decision on whether to include or reject the request within three days of the day of the request.
- Any person registered on the electoral lists of his electoral district can request the inclusion of the names of the people unduly omitted or delete those which have been unduly inserted.

Consultations by SMS. The lists will also be made accessible by SMS in order to facilitate individual consultation.

Display training. The display training will be subject to the same strategy as that used for registration. Training kits will therefore be provided for this purpose.

Appeals against rejections. In cases where registrants have been removed from the electoral rolls, they can appeal the decisions of the GTAPE to the judiciary.

Data gathering. The process of collecting and delivering data will be similar to that used during the registration period. Regional centres will need to be established to collect data from people who have won their case for inclusion. Details will be provided in the Exhibition Procedures and Manual.

Decisions concerning complaints. Requests for inclusion will be processed by the Electoral Management Body (EMB) within seven days of receipt of requests. All decisions of the GTAPE on grievances and appeals against rejections are subject to appeal to the courts. All decisions of the tribunal can be appealed in the form of an application to the appeal tribunal. Following the decision

of the Commission and, if applicable, that of the tribunal and the court of appeal, the results will be forwarded to the GTAPE for processing.

Data processing. Data processing will be carried out in the same manner as the initial data entry process.

› Production of final lists

The production of final lists is specific to electoral calendars and voter registries.

Production of final lists. After posting and final decisions on complaints and appeals, the preliminary lists will be updated in order to produce the final lists for the next election deadline.

› Printing Identification Cards

Preparation of the base to be printed. The printing of identification cards should happen based on valid record which passed several validation filters such as biometric filters.

Card lifespan. The cards must have a limited lifespan of 10 years. The right to vote as well as many other government benefits should be linked to the validity of the card. Beyond the age of 80 for example, cards should have a shorter validity. In particular, this will help mitigate the risk associated with the presence of the deceased on voter rolls, as well as the undue collection of government benefits on behalf of deceased people.

Smoothing of printing curves. In the absence of reliable biometric data, the goal recommended above is to renew the enrolment of the entire population over a period of five years. Since the card's lifespan is 10 years recommended, the new card issued could have a lower validity in half of the cases, in order to avoid periodic congestion during future renewal requests.

Printing of cards. The cards will be printed in a centre complying with ISO-14298, ISO-27001, and other international norms related to the printing of secure documents.

Distribution of cards. Logistics plans should be established to send printed cards to pick up points as close the cardholder's residency as possible.

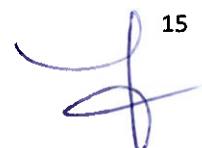
› Material recovery

Equipment and supplies for mobile registration centres. At the end of the registration period, all documents, equipment and supplies should be carefully packed in designated boxes for return to headquarters. The head office operations room will be responsible for controlling movements and verifications necessary for the proper return of equipment. It is essential that each BR kit is individually screened to download any residual data. The storage and maintenance procedures in order to preserve the equipment for the following updating operations will be detailed later by the logistics unit.

› Operations Centre

Structure. The communications apparatus will consist of an operations centre that will serve as a point of command, coordination and control.

Information and coordination. This centre will be responsible for receiving daily reports on registration statistics. After the analyses and classification of the data, the summary reports will be sent to the relevant departments. It will also host a liaison officer for security structures. Supervisors will also be responsible for taking appropriate action based on the input and requirements of the registration centres. They will be responsible for coordinating with the appropriate departments to respond to inquiries and questions from the field. The CCC will also be responsible for regularly informing senior management of the situation on the ground during the registration process. This section must be equipped with the communication and logging equipment necessary for monitoring operations.



Asset management. This initial project should cover asset management of the registration kits. It will not a priori cover other types of assets, such as barcode scanners or furniture for example, in order to simplify the process and focus on the more expensive elements of this first experience.

The need for a relatively advanced logistics and asset management process is justified by the cost of the registration kits, the critical deadlines of the project and the sensitivity of the political process requiring minimal deviations from the planned level of service. Thus, missing or late registration kits will impact the cost of the project, the capacity to register, the ability to meet critical deadlines and ultimately the overall perception of the success of the project.

Asset management and tracking will be done through a combination of communications channels including text messages and logged phone calls within a monitoring team stationed in the operations centre. This team, like that of the helpdesk, may be made up of several shifts.

Data consolidation. A section of the centre will also be dedicated to data consolidation and verification and maintenance of BR kits. This section should be equipped with the necessary connectivity in order to efficiently upload data to the servers.

› Security

Security coordination. Responsibility for the security rests with the National Police, in cooperation with the military. Coordination mechanisms with focal points will be put in place at all levels.

Safety planning. A guideline will be issued outlining key issues for national security planning. A summary of the main areas to be covered and of the guiding principles that will be applied when formulating the plans will follow.

Security assessments. Facilities involved in the registration process requiring consideration as part of security planning include national level facilities, support offices, as well as registration centres. All installations will require security assessments by security services and appropriate action will be taken based on recommendations. Key issues to consider will be the use of the facility, how long the facility has been in operation, the location of the facility, the condition of the facility, the personnel involved in the facility and the material to be stored.

Facilities. The offices and warehouses, support offices and local centres will require an armed security presence provided by the interior and defense ministries when sensitive materials are stored at the scene.

Field activities. During the preparatory phase, several field activities will take place at the national level, including the identification of registration centres, recruitment, training and awareness activities. Security arrangements will be facilitated by local security forces who will provide escorts and permanent positions as needed.

Security of registration centres. Registration centres should have continuous security for the duration of registration operations. In areas and places deemed sensitive, special security arrangements may need to be taken.

Security of the BR kits. Registration packages will be delivered to the registration centre in a lockable safe at least one day prior to the start of registration. During the registration process, the kits will be stored at the registration centres. At the end of each day, all materials should be secured in the kit, which will be stored securely overnight. The keys to the safe will be kept by the centre supervisor. A duplicate will be in possession of the support centres.

Transportation of materials. In general, the transport of non-sensitive materials does not require an escort. However, when possible, the security services will be informed of any movement in order to facilitate planning and rapid interventions if necessary. For the transport of sensitive materials, escorts will be required.

› Contingency plans

Contingency plans. The unpredictability of future developments and the lack of clearly defined agreements between the different parties who will be involved in the registration process require that contingency plans be developed in a number of areas.

Transport. In order to resolve possible problems of free movement, discussions will be initiated with the military to develop contingency plans for the delivery and recovery of materials, if such assistance is required.

Security. Instructions will be given to support offices and their focal points in security organs in order to deal with situations where it is deemed unsafe to store recording material overnight in the centres recording.

Areas without access. Deteriorating security conditions could result in registration being stopped in some locations. In such cases and for the purpose of voter registries, the GoGB will prepare contingency plans on the possible use of old electoral registers.

› Activity calendars

Calendar. A detailed schedule should be detailed by the Project Technical Committee for each of the activities described above, including preparatory activities and closure activities.

Asset movements. The schedule of asset movements should also be detailed there, as well as the resources mobilized. In particular, a registration unit must successively cover several registration centres throughout the operation. These centres, and the corresponding teams, should be detailed. The duration of the opening of each centre must be based on demographic forecasts in particular.

Staff structure. A detailed breakdown, with each individual's name and team allocation should be established for the registration staff. These teams should be divided by department and function, thus including training staff, support staff and any other team involved in the operation.

Equipment list. A list of materials to be distributed in anticipation of the main phases of activities should be established.

III. RESULTS AND PARTNERSHIPS

Expected Results

The project is expected to achieve one (1) main outcome with three (4) outputs:

Outcome 1: A lasting integration identification system is established issuing cards that can be used for the purpose of voter identification

Output 1.1: Up to 800,000 Bissau-Guineans are registered and issued with an identification card recognised as a legal identity document

Enabling actions:

1.1.1 Activity: Activate central database systems for relevant ministries and activate them with prior participating ministries

1.1.2 Activity: Review the legal framework and propose amendments to relevant ministries

1.1.3 Activity: Develop and carry out a national civic awareness campaign

1.1.4 Activity: Conduct operational information campaign, targeting groups at risk of being left behind

1.1.5 Activity: Recruit and deploy registration teams

1.1.6 Activity: Consolidate registration data

1.1.7 Activity: Display provisional registration data

1.1.8 Activity: Procure 800,000 Identification Cards

1.1.9 Activity: Distribute to citizens up to 800,000 Identification Cards

Output 1.2: Registration is ensured throughout the country as a permanent and continuous registration system

Enabling actions:

1.2.1 Activity: Provide policy advisory services

1.2.2 Activity: Assist the GoGB in the adoption, integration and use of the registration system

1.2.3 Activity: Prepare and deploy the 400 Biometric registration kits

1.2.4 Activity: Ensure a long-term in-country capacity development for the timely and comprehensive implementation of the registration system, including through capacity building of university students and other personnel

Output 1.3: The project is efficiently managed, staffed and coordinated, and implemented with national ownership

Enabling actions:

1.3.1 Activity: Recruit project staff

1.3.2 Activity: Conduct regular Steering Committee meetings

1.3.3 Activity: Hold regular technical committee and consultative meetings

1.3.4 Activity: Develop and implement M&E plan

1.3.5 Activity: Conduct final evaluation of the project

Output 1.4: The integrated identification system is built as a foundational core identification system and e-wallet in Guinea Bissau

Enabling actions:

1.4.1 Activity: Assist in the advocacy and activation of partnerships between Ministries to facilitate the creation of an integrated national identification system

1.4.2 Activity: Provide trainings and capacity building support for the use of the BR kits

Resources Required to Achieve the Expected Results

The resources to directly support the implementation of the project are expected to be managed by the UNDP to ensure that the required funds are unified and available to support the implementation of all activities. All details about the resources required are presented in the following sections.

The human resources required to meet the expected result include the recruitment of international experts under the project to address unique areas arising from Output 1. These Project staff will be required to work closely with the GoGB counterparts throughout and with other Government partners. The personnel of the GoGB will also need to be supported and expanded to meet the requirements of the project.

In order to ensure an effective Governance structure, representatives from the Government and all contributing donors will need to committee to meetings to provide the necessary level of monitoring, guidance and quality assurance.

The financial resources necessary to support the project are estimated at around 6M USD. Project Output costs are highlighted in the Multi-Year Work Plan section below.

Coordination and supervision

The Project will work closely with the GoGB, and engage with other Government and non-governmental stakeholders to ensure the alignment of the project with other evolving infrastructure and systems.

A steering committee gathering all main partners might be established to make strategic decisions related to the project. The steering committee will be co-chaired by:

- The UNDP Resident Representative
- Select senior management representing each participating ministry.

Those could be any of:

- A representative of the Ministry of Justice
- A representative of the Ministry of Territorial Administration and Local Power
- A representative of the Ministry of Transport
- A representative of the Ministry of Foreign Affairs
- A representative of the Ministry of Finance
- Representatives of the Civil society organizations
- The heads of civil status administration, identity cards and passports
- The Representatives of donors
- Representatives from any other participating ministry, department or government agency.

In addition to ordinary members, other parties like UNICEF and IFIs may be invited to attend the Steering Committee as observers (without voting rights). The project will in fact engage with other projects that are currently supporting the civil registry system, with the aim of supporting an integrated approach to ensure legal identity for all. It will seek to establish a partnership with UNICEF that is currently supporting the Government on birth registration. Additionally, other partnerships and collaboration will be sought, in particular with universities, Amílcar Cabral university in particular, in order to build the necessary capacities to ensure a lasting national identification system.

The Project Management Unit will provide the Secretariat of the Steering Committee which will meet on a regular basis e.g. on a monthly basis, and more frequently as needed and will have the following responsibilities:

- Define the strategic orientations on the financing by the Basket of registration activities;
- Instruct the Project Management Unit on the management of the Basket Fund;
- Define the strategic orientations on the financing by the Basket of registration activities;
- Decide on all matters to ensure the management and effective functioning of the Basket fund and the functioning of the Project Management Unit, in accordance with the provisions of the Memorandums of Understanding signed and the Project Document of the UNDP;
- Validate the essential staff of the Project Management Unit as well as the evaluators and external auditors;
- Instruct the Project Management Unit on possible actions to be taken if external circumstances make it difficult to meet deadlines and original performance indicators;
- Supervise the Project Management Unit in its role as Secretary of the Steering Committee.

Risks and Assumptions

The scope of the project necessitates the identification of several key assumptions that inform the project and related expected results, including:

1. Spread of COVID-19. All activities will be implemented taking into account preventive measures to limit the spread and mitigate the impact of the virus.
2. Persistence of political instability and the institutional stalemate at National Assembly to approve legal reforms. The project will support inclusive dialogues to support engagement and commitment towards the project.
3. The mobilization of the required resources prior to the commencement of the operation and contribution scheduled will be met on time to ensure that the operations are not disrupted or stopped due to financial limitations.
4. The Government will ensure sufficient changes to the legal framework to allow the identification card to act as a valid voter identification card during electoral events.
5. The Government will ensure fast tracking possible required legislative and regulatory amendments needed to align laws and regulations with the roadmap and technology that is being employed, and to ensure adequate data protection provisions are in place to respect citizens' right to privacy and data protection.
6. Projected population figures of up to 800,000 people adults in 2023 are reasonably accurate. The project envisages to initiate registration in 2021 and reaching 800,000 in 2023. However, if these estimated prove significantly incorrect during preliminary phases of registration, amendments to the budget will be proposed to the Steering Committee.
7. Personnel should be in place on schedule. If not, interim solutions may need to be considered such as, seconding personnel or activating partnerships with universities for students' fellowships. However, this may incur a potential loss of investment in training and will be addressed to the Steering Committee for further consideration.

Stakeholder Engagement

It is essential that all stakeholders are managed for the success of the operation. They should therefore be well informed and convinced of the importance and value of the operation to the extent possible. The GoGB's communications unit will hold regular meetings with stakeholders to provide accurate and up-to-date information on all aspects of the registration process. This will serve both to build trust and to build relationships that will be vital for later stages, especially in the context of elections and voter registries.

The awareness raising and civic education campaign aims to reach as wide an audience as possible. The diversity of the population in terms of ethnicity, language, religion, customs, traditions and resources will be carefully considered in the development and production of materials and messages to be disseminated. Education and information activities will be tailored to specific target groups. Guinea Bissau faces a number of difficulties and challenges in this regard, including high rates of illiteracy, the possibility of localized conflicts, frequent power cuts, and gender disparities. All these elements must be taken into account during the public information and awareness campaign. It will therefore be necessary to identify innovative channels to distribute messages to these different segments of the public.

As mentioned also under the Partnerships section, key groups have also been identified to support awareness and engagement in the registration process. Notably, this includes the full engagement of Government counterparts, but also political parties' representatives and Members of the ANP.

This process will continue as part of an initial phase of registration activities that intends to develop an integrated system for which the participation of other Ministries, of the private sector and other stakeholders will also be required.

Communication and visibility

The Project Management Unit, through the Steering Committee, will maintain regular contacts with the donor community interested in registration process in Guinea-Bissau. The Project Management Unit, as the Steering Committee secretariat, is responsible for distributing all relevant project management information to donors and other interested parties. The Management Unit will draw up the Minutes of the Steering Committee meetings and communicate them to the signatory Parties within three working days after the meeting. Periodic reports and other documents will be provided to the signatory Parties.

The Project Management Unit will design, develop and update electronic files of documents and information on the registration process, available to all stakeholders in the process.

UNDP recognizes the importance of ensuring the visibility of Development Partners who contribute to different phases of the project. Specific measures and initiatives will be taken to ensure the proper perception and visibility of the role and effort of each contributor in the implementation of the project. The visibility actions that will be planned and implemented will target three main groups: the populations, the Government, and the international donor community. This can be specified later in cost sharing agreements. In this logic, the costs associated with visibility actions are considered eligible in the budget for that project.

The logos of the Development Partners that contribute to the common fund, as well as of the Government will appear in the header of the letters sent on behalf of the Project Management Unit.

Knowledge

Among the project results, it will be required to develop customized software systems, training manuals, legal and policy frameworks that will service as knowledge products of potential use in other countries initiative or considering similar processes.

Sustainability and Scaling Up

The sustainability of the system is integral to the design and objective of this project. Though this project, it is intended to set up a long lasting and functioning system to ensure national ownership and sustainability of identity data.

To ensure the goal to issue identification cards which could be used for the purpose of voting, first-time cards will be issued free of charge. To consider that subsequent replacement cards might be subject to a fee to ensure that the cost of the card is met.

The broad utility and use case scenarios of the cards open up several opportunities for the use by other sectors, including private sector adoption.

IV. PROJECT MANAGEMENT

Cost Efficiency and Effectiveness

The project intends to leverage the ongoing projects supported by UNDP Guinea-Bissau as well as the collaborations and partnerships to be built through various channels in order to ensure that all relevant actors are engaged and can work in a coordinated and effective manner. The UNDP in Guinea-Bissau promotes a portfolio approach with the aim of avoiding silos and disjointed initiatives. The design of the project has been built following a reflection and lessons learned exercised after the electoral cycle for the Legislative and Presidential elections supported in 2018-2019.

Project Management

The start of the project will count with a "Project Management Unit (PMU)" on site and operational, composed of a Project Manager (PM), who coordinates a team of specialists, experts and registration consultants of long and short duration.

The Project Manager (PM) and s/he will be responsible for implementation of all activities established under the project and for day-to-day management and decision making, as well as ensuring that the project produces the outputs and results specified in the project document.

The project implementation unit, integrated within the UNDP Governance Cluster, will also ensure the management of the financial and administrative tasks. Specialised assistance for large scale procurement process will draw on services from UNDP's Procurement Support Office (PSO) based in Copenhagen. The service of the UNDP's PSO are provided at 4.5% of the value of contracts administered through their office.

The project will be implemented through Direct Implementation Modality (DIM) by the UNDP office in Guinea-Bissau in collaboration with state institutions and stakeholders. This modality requires that all activities of the project are directly implemented by the project in accordance with UNDP's relevant rules, regulations and procedures.

As mentioned above, the Steering Committee will provide strategic guidance and oversight of the project, with quality assurance being provided by the technical committee. The composition of these committees ensure that the project is aligned and sensitive to national priorities.

Long and short term local and international experts will be involved as and when required. The project will seek to tap into the knowledge and experience of UNDP in other contexts as well as of other international partners and regional organizations.

UNDP is responsible for the supervision of the PMU, which will work closely with the GoGB and the beneficiary organizations, each responsible for programming and implementing the activities to be financed. The CTP will liaise with the Steering Committee.

PMU staff will be recruited according to UNDP procedures through a competitive selection process.

V. RESULTS FRAMEWORK³

³ UNDP publishes its project information (indicators, baselines, targets and results) to meet the International Aid Transparency Initiative (IATI) standards. Make sure that indicators are S.M.A.R.T. (Specific, Measurable, Attainable, Relevant and Time-bound), provide accurate baselines and targets underpinned by reliable evidence and data, and avoid acronyms so that external audience clearly understand the results of the project.

Intended Outcome as stated in the UNDAF/Guinea-Bissau Programme Results and Resource Framework:							
Outcome 1: The State institutions consolidate the stability and Rule of Law, democratic participation, and equitable access to opportunities for all.							
Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets:							
Indicator: No. of registered electors. Baseline data: 775,508 Target: 805,240.							
Applicable Output(s) from the UNDP Strategic Plan:							
2.2.1 Use of digital technologies and big data enabled for improved public services and other government functions							
2.2.2 Constitution-making, electoral and parliamentary processes and institutions strengthened to promote inclusion, transparency and accountability							
Project title and Atlas Project Number: Building an integrated modern national identification system in Guinea-Bissau							
EXPECTED OUTPUTS	OUTPUT INDICATORS ⁴	DATA SOURCE	BASELINE		TARGETS (by frequency of data collection)		DATA COLLECTION METHODS & RISKS
			Value	Year	2023	FINAL	
Output 1 Up to 800,000 Bissau-Guineans are registered and issued with an identification card	1.1 # of Bissau-Guineans registered in the voter/integrated identity system, disaggregated by gender	GoGB records	Women: 395,956 Men: 368,739	2018	Women: 422,912 Men: 382,328	805,240	Data extraction
	1.2 # of Bissau-Guineans issued with a voter/identification card, disaggregated by gender	GoGB records	Women: 395,956 Men: 368,739	2018	Women: 422,912 Men: 382,328	805,240	Data extraction
	1.3 Proposed amendment of relevant laws submitted to the Government	Public record	0	2020	1	1	Public records
	1.4 # of public raising awareness campaigns produced and broadcasted on the radio	Project records	0	2020	5	5	Media monitoring
Output 2 Citizen registration is ensured throughout the country as a permanent and continuous registration system	2.1 # of registration offices equipped for continuous registration	GoGB records	1 (driving licenses) 1 (passports) 0 (GTAPE)	2020	400	400	Project records
	2.2 % of registrars trained in rules and procedures	Project records	0	2020	95%	95%	Project records

Output 3 <i>The project is efficiently managed, staffed and coordinated, and implemented with national ownership</i>	3.1 % of agreed M&E activities implemented	Project records	0	2020	80%	80%	Project records
	3.2 % of project positions filled	UNDP records	0	2020	95%	95%	UNDP records
	3.3 Steering Committee and Technical Committee meetings held per year	Project records	0	2020	16	16	Project records
Output 4 <i>The integrated identification system is built as a foundational core identification system and e-wallet in Guinea Bissau</i>	4.1 # partnerships or collaborative actions defined between Ministries to build an integrated identification system in Guinea-Bissau	Project records	0	2020	2	3	Project records
	4.2 # partnership agreements with development partners, including other UN agencies to support an integrated identification system	Project records	0	2020	2	4	Project records
	4.3 # development the digital banking service required to provide e-wallet service	Project records	0	2020	1	1	Project records

⁴ It is recommended that projects use output indicators from the Strategic Plan IRRF, as relevant, in addition to project-specific results indicators. Indicators should be disaggregated by sex or for other targeted groups where relevant.

VI. MONITORING AND EVALUATION

In accordance with UNDP's programming policies and procedures, the project will be monitored through the following monitoring and evaluation plans: *[Note: monitoring and evaluation plans should be adapted to project context, as needed]*

Monitoring Plan

Monitoring Activity	Purpose	Frequency	Expected Action	Partners (if joint)
Track results progress	Progress data against the results indicators in the RRF will be collected and analysed to assess the progress of the project in achieving the agreed outputs.	Quarterly, or in the frequency required for each indicator.	Slower than expected progress will be addressed by project management.	UNDP
Monitor and Manage Risk	Identify specific risks that may threaten achievement of intended results. Identify and monitor risk management actions using a risk log. This includes monitoring measures and plans that may have been required as per UNDP's Social and Environmental Standards. Audits will be conducted in accordance with UNDP's audit policy to manage financial risk.	Quarterly	Risks are identified by project management and actions are taken to manage risk. The risk log is actively maintained to keep track of identified risks and actions taken.	UNDP and Technical Committee
Learn	Knowledge, good practices and lessons will be captured regularly, as well as actively sourced from other projects and partners and integrated back into the project.	At least annually	Relevant lessons are captured by the project team and used to inform management decisions.	UNDP
Annual Project Quality Assurance	The quality of the project will be assessed against UNDP's quality standards to identify project strengths and weaknesses and to inform management decision making to improve the project.	Annually	Areas of strength and weakness will be reviewed by project management and used to inform decisions to improve project performance.	UNDP and Technical Committee
Review and Make Course Corrections	Internal review of data and evidence from all monitoring actions to inform decision making.	At least annually	Performance data, risks, lessons and quality will be discussed by the project board and used to make course corrections.	Steering Committee and UNDP

Project Report	A progress report will be presented to the Project Board and key stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output level, the annual project quality rating summary, an updated risk long with mitigation measures, and any evaluation or review reports prepared over the period.	Annually, and at the end of the project (final report)		UNDP and Technical Committee
Project Review (Steering Committee)	The project's governance mechanism (i.e., steering committee) will hold regular project reviews to assess the performance of the project and review the Multi-Year Work Plan to ensure realistic budgeting over the life of the project. In the project's final year, the Project Board shall hold an end-of project review to capture lessons learned and discuss opportunities for scaling up and to socialize project results and lessons learned with relevant audiences.	Monthly	Any quality concerns or slower than expected progress should be discussed by the project board and management actions agreed to address the issues identified.	UNDP

VII. MULTI-YEAR WORK PLAN ⁵⁶

EXPECTED OUTPUTS	PLANNED ACTIVITIES	Timeframe			RESPONSIBLE PARTY	PLANNED BUDGET	
		Y1	Y2	Y3		Funding Source	Amount
Output 1.1: Up to 800,000 Bissau-Guineans are registered and issued with an identification card valid for multiple purposes <i>Gender marker: 2</i>	1.1.1 Activity: Activate relevant central database systems / cloud system					Procurement / cloud system	10 000
	1.1.2 Activity: Review the legal framework and propose amendments to the GoGB					Consultancy	40 000
	1.1.3 Activity: Develop and carry out a national civic awareness campaign					Grant Workshops Communication	150 000
	1.1.4 Activity: Conduct operational information campaign, targeting groups at risk of being left behind					Grant Workshops Communication	150 000
	1.1.5 Activity: Recruit and deploy registration teams					Operations / LOAs	500 000
	1.1.6 Activity: Consolidate registration data					Operations / LOAs	100 000
	1.1.7 Activity: Display provisional registration data					Operations / LOAs	180 000
	1.1.8 Activity: Procure 800,000 identification Cards					Procurement	2 000 000
	1.1.9 Activity: Distribute to citizens up to 800,000 Cards					Procurement LOA	100 000
	Sub-Total for Output 1.1						3 230 000

⁵ Cost definitions and classifications for programme and development effectiveness costs to be charged to the project are defined in the Executive Board decision DP/2010/32

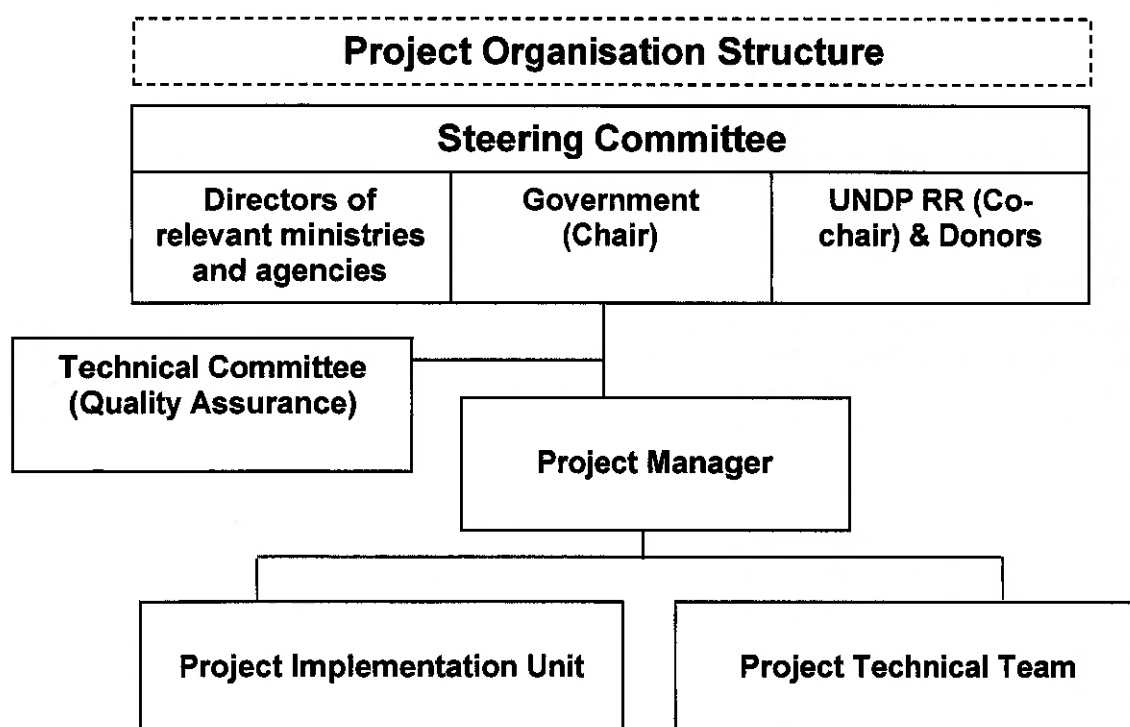
⁶ Changes to a project budget affecting the scope (outputs), completion date, or total estimated project costs require a formal budget revision that must be signed by the project board. In other cases, the UNDP programme manager alone may sign the revision provided the other signatories have no objection. This procedure may be applied for example when the purpose of the revision is only to re-phase activities among years.

Output 1.2: Registration is ensured throughout the country as a permanent and continuous registration system <i>Gender marker: 2</i>	1.2.1 Activity: Provide policy advisory services						Consultancy Technical support	200 000
	1.2.2 Activity: Assist the GoGB in the adoption, integration and use of the registration system						Consultancy Technical support Workshops	75 000
	1.2.3 Activity: Prepare, update and deploy the 400 Biometric registration kits						Consultancy	250 000
	1.2.4 Activity: Ensure a long-term in-country capacity development for the timely and comprehensive implementation of the registration system, including through capacity building of university students and other personnel						Consultancy Technical support	350 000
	Sub-Total for Output 1.2							875 000
Output 1.3: The project is efficiently managed, staffed and coordinated, and implemented with national ownership <i>Gender marker: 2</i>	1.3.1 Activity: Recruit project staff						Human Resources	650 000
	1.3.2 Activity: Conduct regular Steering Committee meetings						Workshops	15 000
	1.3.3 Activity: Hold regular technical committee and consultative meetings						Workshops	15 000
	1.3.4 Activity: Develop and implement M&E plan						Technical support Consultancy Workshops Travels	10 000
	1.3.5 Activity: Conduct final evaluation of the project						Consultancy Travel	35 000
	Sub-Total for Output 1.3							725 000
Output 1.4: The integrated identification system is built as a foundational core identification system and e-wallet in Guinea Bissau <i>Gender marker: 2</i>	1.4.1 Activity: Assist in the advocacy and activation of partnerships between Ministries to facilitate the creation of an integrated national identification system and possibly adapt the software for an integrated system						Consultancy Workshops Technical support	350 000
	1.4.2 Activity: Provide trainings and capacity building support for the use of the BR kits						Consultancy Workshops Technical support	150 000
	1.4.3 Activity: develop the digital banking service required to provide e-wallet service						Consultancy Procurement	200 000

	Sub-Total for Output 1.4	700 000
	Sub-total for all Outputs	5 530 000
Project Costs	DPC	100 000
	Contingency funds (5%)	276 500
	Procurement Support Office (4,5% on the procurement processes)	90 000
	Coordination Levy (1% on donor funding)	59 724
	General Management Service (8% on overall project)	442 400
	Sub-Total for Project Costs	968 624
TOTAL		6 498 624

VIII. GOVERNANCE AND MANAGEMENT ARRANGEMENTS

The project governance and management arrangements are outlined in the figure below.



Government of Guinea-Bissau

The Government will ensure continuous engagement throughout the life of the project through its representatives in the Steering Committee and the Project Technical Committee and will coordinate and implement the decisions of these committees, when tasks or responsibilities emanate from them.

The Government is expected to contribute to the project by providing....

The Government of Guinea-Bissau will also be responsible for expediting the formal process of amendments to the laws (for submission to the ANP) and regulations to ensure the legal framework is amended to use the proposed system.

Ministry of Justice

As the principal beneficiary of the project, the Ministry of Justice will work closely with the UNDP through the project. Their responsibilities include to:

- Ensure representation in the Project Steering Committee;
- Provide a senior managers team to work with the project technical team, which is expected to assume leadership during the transition to the continuous registration system upon project's conclusion;

Steering Committee

The Steering Committee is in charge of the oversight and strategic leadership of the project. The Steering Committee will ensure the project to have a high-level strategic support and consensus on the overall direction and provide strategic guidance to the project and technical committee on

priorities and risks. The Steering Committee will convene at least every quarter, or more often, as deemed required.

Any major deviations to the process or the Project Document will be approved through the Steering Committee.

Technical Committee

The technical committee is in charge of the Quality Assurance for the project based on the strategic directions outlined by the Steering Committee and shall be consulted by the PM on progress as well as issues of significance to operational and technical issues.

The committee will concentrate on the management and technical aspects of the project such as planning and budgeting, financial and technical reports and risk management. The technical committee will also conduct preliminary analysis and lay out options for discussion and adoption during the Steering Committee meetings, and it may propose agenda items for the Steering Committee meetings.

The technical committee will be constituted by government staff, as well as international advisers to lead the planning of registration. This committee meets periodically (frequency to be defined according to the type of registry and needs) to review the state of operational planning and set daily goals, in accordance with established project calendars. The unit is responsible for monitoring and analysing project progress and measuring progress against defined timelines. Progress reports will be provided to the Steering Committee on a weekly basis.

To facilitate the implementation of the project, the Technical Committee members would be in charge of specific areas. The domains are distributed as follows:

- Operations;
- Training;
- Public Outreach and institutional communication;
- NTIC;
- Finance and Administration;
- Legal and Legal Aspects;
- Communications;
- Safety coordination and
- Coordination of political parties and stakeholders.

Operations unit. Coordinates operational activities in all areas. Therefore, it coordinates the field teams. Develops detailed activities for each administrative division with local partners and stakeholders. Ensures proper arrangements are made for logistics and supplies, including transportation and deployment of equipment, staffing, and any other requirements for any field activity. Also ensures the preparation of registration centres, including the supply and installation of furniture and more generally the management and monitoring of assets. Internally, the unit provides the means to other relevant units for the implementation of the public outreach campaign, the recruitment of staff and the planning of staff training.

The operations unit could also liaise with security agencies for the planning and deployment of security forces as part of the registration project. She ensures that all security personnel receive adequate training prior to deployment. The unit should maintain regular communication with security agencies to understand the state of security in the country and ensure that operational plans are adapted as necessary to take into account emerging security situations.

Training unit. Coordinates training activities across the country. The unit therefore prepares the training program and materials for all field staff, including members of the registration brigades,

security, support staff and independent observers. Coordinates the implementation of cascade training, and in particular trains the teams of master trainers who will train field staff. Supervises and guarantees the quality of training of all staff.

Communication and public outreach unit. Develops national public outreach and awareness strategies and programs, including the development of relevant materials. The unit plays a leading role in coordination at the national level with other governmental and non-governmental organizations having roles to play in awareness campaigns. The unit will adapt and modify the campaigns as needed to meet specific contexts across the country, including hard-to-reach areas and minorities. The unit will coordinate all the actors involved to implement campaigns tailored to specific needs, including gender issues (female mobilization) for example.

The unit is also developing a communication strategy for the GoGB, press releases and other information material relating to project activities. The unit is responsible for the content of the relevant websites and must ensure that it consistently represents the current state of the BER site.

NICT Unit. The unit manages the ICT infrastructure and provides all the ICT support required by the project. Therefore, the unit provides oversight of the design and development of all new software required for the project. Together with the Operations Unit, establishes a central support team whose role is to provide advice and technical support for all field operations. Is responsible in the field for the management of equipment and software (but not their logistics, relating to Operations), including securing, downloading and transferring data. Provides training for staff across the country to support ICT related activities at registration centres. Consolidates all data from the voters list for electoral authorities. Provides ICT support for all activities related to the voters list, including the printing of the preliminary and final lists. Provides the technical infrastructure and support necessary for the maintenance of the relevant website.

NICT ecosystems. The introduction of technologies into countries where ICT ecosystems are not developed poses a serious problem of viability. In order to meet the technical needs related to the use of sophisticated IT equipment and biometric processes, training for IT staff is required. Such training could last up to a year if it is intensive, more if it is conducted at a smoother pace. Likewise, partnerships with educational or training institutions ensuring a source of qualified labor and compensating for the inevitable departures of technical staff are necessary.

Administration and finance unit. This unit is responsible for personnel management and procurement processes. It is responsible for the day-to-day management of budget and payment processes. The unit should ensure that all procurements and payments are subject to established procedures that meet audit control and reporting requirements.

Legal unit. The unit functions as a support to the administration on all contractual aspects as well as to support the complaints and litigation processes. The unit also supports in the management and handling of objections and complaints regarding voter registration in electoral context.

Unity of political parties and stakeholders. The unit will liaise with all political parties and other stakeholders to promote full commitment to the registration process and to ensure that all partners have a good understanding of the project objectives, 'progress of the project, and any problems encountered. The unit will organize periodic dialogue meetings and other events to ensure information exchange and discussions between the relevant ministries, parties and other stakeholders.

Civil registration. In the case of civil registry and ID card issuance, the Ministry of Justice provides this service in selected regions and in SAB. For the purpose of providing ID cards in the field, additional centres will probably need to be open.

Voter registration centres and stations. In the case of voter registration, the EMB has established 2,984 mesas (voter registration centers) nationally and 28 mesas abroad. For the purpose of collecting voter data in the field, approximately 5,000 registration centres have been established. This number will probably need to be adapted for annual updates.

Preliminary planning. The preliminary distribution of registration centers will be made based on data collected in 2018 during voter registration. Further adjustments to the distribution of registration

centres will be made taking into account a number of factors, mainly available demographic estimates previous registration statistics for each centre, as well as pragmatic considerations of government resources and sustainability. A guiding principle during the identification process is that while each locality may not have its own centre, accessibility will be a primary consideration. All population centres will therefore have at least one registration centre nearby.

Finalization of registration centres. The GoGB should issue operational instructions on the identification of registration centres in the field to facilitate the process of selecting and finalizing the preparation of registration centres.

Coding of the registration centre. All registration centres have codes in the database that will be used throughout the registration, display, survey and enumeration processes. These codes will be assigned at the headquarters level after the finalization of the registration centres.

Registration staff. The relevant ministries will recruit registration teams to carry out data collection for registration. Some of these employees will remain in post during the exhibition period. The specific responsibilities will be detailed later in this plan.

Recruitment of basic staff. The process to be followed for the recruitment of all staff will be done according to the procedures established by the CFO. Publications, application forms, interview files and referral forms will be developed and published by the personnel section. In order for recruitment to be carried out at the local level, guidelines will be issued detailing the logistics arrangements, process, procedures and timetable for recruiting registration staff.

United Nations Development Programme

The UNDP will be the lead implemented of the project, and the coordinating partner of international and national assistance and support. The UNDP Resident Representative will provide senior representation at the Steering Committee, acting as co-chair.

Project Technical Team

A Project Technical Team, comprised of technical advisors under the supervision of the PM will work in close collaboration with MoJ and other technical stakeholders in the process. The team will: i) provide policy advice, guidance and experts assistance, ii) develop and deliver technical products and operational tasks for registration; iii) coordinate and deliver international technical assistance, iv) provide capacity building and institutional development, v) monitor and report on progress and risks, vi) provide contract monitoring and management, vii) provide contract monitoring and management, viii) implement required actions under the monitoring and evaluation plan, ix) support the harmonization of support through the technical committee and the Steering Committee, and x) coordinate the stakeholders, including in the preparation and dissemination of regular progress reports.

Project Assurance

The Project Assurance will be ensured by the Technical Committee and it may draw upon other UN technical resources to assist in this function, as necessary. The UNDP DRR/P will chair the Project Technical Committee in accordance with its terms of reference and provide quality assurance review to the project technical team.

Project Implementation Unit

The UNDP will put in place a dedicated project implementation unit with the aim of ensuring the management and administration of the project, under the supervision of the CTA.

The project will draw on the existing operational, financial and administrative capacities within the Governance Unit and the UNDP Country Office, as well as other UNDP and UN System resources in order to ensure effective and efficient implementation.

IX. LEGAL CONTEXT

This project document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of (country) and UNDP, signed on (date). All references in the SBAA to "Executing Agency" shall be deemed to refer to "Implementing Partner."

This project will be implemented by [name of entity] ("Implementing Partner") in accordance with its financial regulations, rules, practices and procedures only to the extent that they do not contravene the principles of the Financial Regulations and Rules of UNDP. Where the financial governance of an Implementing Partner does not provide the required guidance to ensure best value for money, fairness, integrity, transparency, and effective international competition, the financial governance of UNDP shall apply.

X. RISK MANAGEMENT

UNDP (DIM)

1. UNDP as the Implementing Partner will comply with the policies, procedures and practices of the United Nations Security Management System (UNSMS.)
2. UNDP as the Implementing Partner will undertake all reasonable efforts to ensure that none of the [project funds]⁷ [UNDP funds received pursuant to the Project Document]⁸ are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via http://www.un.org/sc/committees/1267/aq_sanctions_list.shtml. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.
3. Social and environmental sustainability will be enhanced through application of the UNDP Social and Environmental Standards (<http://www.undp.org/ses>) and related Accountability Mechanism (<http://www.undp.org/secu-srm>).
4. UNDP as the Implementing Partner will: (a) conduct project and programme-related activities in a manner consistent with the UNDP Social and Environmental Standards, (b) implement any management or mitigation plan prepared for the project or programme to comply with such standards, and (c) engage in a constructive and timely manner to address any concerns and complaints raised through the Accountability Mechanism. UNDP will seek to ensure that communities and other project stakeholders are informed of and have access to the Accountability Mechanism.
5. In the implementation of the activities under this Project Document, UNDP as the Implementing Partner will handle any sexual exploitation and abuse ("SEA") and sexual harassment ("SH") allegations in accordance with its regulations, rules, policies and procedures.
6. All signatories to the Project Document shall cooperate in good faith with any exercise to evaluate any programme or project-related commitments or compliance with the UNDP Social and Environmental Standards. This includes providing access to project sites, relevant personnel, information, and documentation.
7. UNDP as the Implementing Partner will ensure that the following obligations are binding on each responsible party, subcontractor and sub-recipient:
 - a. Consistent with the Article III of the SBAA *[for the Supplemental Provisions to the Project Document]*, the responsibility for the safety and security of each responsible party, subcontractor and sub-recipient and its personnel and property, and of UNDP's property in such responsible party's, subcontractor's and sub-recipient's custody, rests with such

⁷ To be used where UNDP is the Implementing Partner

⁸ To be used where the UN, a UN fund/programme or a specialized agency is the Implementing Partner

responsible party, subcontractor and sub-recipient. To this end, each responsible party, subcontractor and sub-recipient shall:

- i. put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
 - ii. assume all risks and liabilities related to such responsible party's, subcontractor's and sub-recipient's security, and the full implementation of the security plan.
- b. UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of the responsible party's, subcontractor's and sub-recipient's obligations under this Project Document.
- c. In the performance of the activities under this Project, UNDP as the Implementing Partner shall ensure, with respect to the activities of any of its responsible parties, sub-recipients and other entities engaged under the Project, either as contractors or subcontractors, their personnel and any individuals performing services for them, that those entities have in place adequate and proper procedures, processes and policies to prevent and/or address SEA and SH.
- d. Each responsible party, subcontractor and sub-recipient will take appropriate steps to prevent misuse of funds, fraud or corruption, by its officials, consultants, subcontractors and sub-recipients in implementing the project or programme or using the UNDP funds. It will ensure that its financial management, anti-corruption and anti-fraud policies are in place and enforced for all funding received from or through UNDP.
- e. The requirements of the following documents, then in force at the time of signature of the Project Document, apply to each responsible party, subcontractor and sub-recipient: (a) UNDP Policy on Fraud and other Corrupt Practices and (b) UNDP Office of Audit and Investigations Investigation Guidelines. Each responsible party, subcontractor and sub-recipient agrees to the requirements of the above documents, which are an integral part of this Project Document and are available online at www.undp.org.
- f. In the event that an investigation is required, UNDP will conduct investigations relating to any aspect of UNDP programmes and projects. Each responsible party, subcontractor and sub-recipient will provide its full cooperation, including making available personnel, relevant documentation, and granting access to its (and its consultants', subcontractors' and sub-recipients') premises, for such purposes at reasonable times and on reasonable conditions as may be required for the purpose of an investigation. Should there be a limitation in meeting this obligation, UNDP shall consult with it to find a solution.
- g. Each responsible party, subcontractor and sub-recipient will promptly inform UNDP as the Implementing Partner in case of any incidence of inappropriate use of funds, or credible allegation of fraud or corruption with due confidentiality.

Where it becomes aware that a UNDP project or activity, in whole or in part, is the focus of investigation for alleged fraud/corruption, each responsible party, subcontractor and sub-recipient will inform the UNDP Resident Representative/Head of Office, who will promptly inform UNDP's Office of Audit and Investigations (OAI). It will provide regular updates to the head of UNDP in the country and OAI of the status of, and actions relating to, such investigation.

- h. *Choose one of the three following options:*

Option 1: UNDP will be entitled to a refund from the responsible party, subcontractor or sub-recipient of any funds provided that have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of this Project Document. Such amount may be deducted by UNDP from any payment due to the responsible party, subcontractor or sub-recipient under this or any other agreement.

Recovery of such amount by UNDP shall not diminish or curtail any responsible party's, subcontractor's or sub-recipient's obligations under this Project Document.

Option 2: Each responsible party, subcontractor or sub-recipient agrees that, where applicable, donors to UNDP (including the Government) whose funding is the source, in whole or in part, of the funds for the activities which are the subject of the Project Document, may seek recourse to such responsible party, subcontractor or sub-recipient for the recovery of any funds determined by UNDP to have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of the Project Document.

Option 3: UNDP will be entitled to a refund from the responsible party, subcontractor or sub-recipient of any funds provided that have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of the Project Document. Such amount may be deducted by UNDP from any payment due to the responsible party, subcontractor or sub-recipient under this or any other agreement.

Where such funds have not been refunded to UNDP, the responsible party, subcontractor or sub-recipient agrees that donors to UNDP (including the Government) whose funding is the source, in whole or in part, of the funds for the activities under this Project Document, may seek recourse to such responsible party, subcontractor or sub-recipient for the recovery of any funds determined by UNDP to have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of the Project Document.

Note: The term "Project Document" as used in this clause shall be deemed to include any relevant subsidiary agreement further to the Project Document, including those with responsible parties, subcontractors and sub-recipients.

- i. Each contract issued by the responsible party, subcontractor or sub-recipient in connection with this Project Document shall include a provision representing that no fees, gratuities, rebates, gifts, commissions or other payments, other than those shown in the proposal, have been given, received, or promised in connection with the selection process or in contract execution, and that the recipient of funds from it shall cooperate with any and all investigations and post-payment audits.
- j. Should UNDP refer to the relevant national authorities for appropriate legal action any alleged wrongdoing relating to the project or programme, the Government will ensure that the relevant national authorities shall actively investigate the same and take appropriate legal action against all individuals found to have participated in the wrongdoing, recover and return any recovered funds to UNDP.
- k. Each responsible party, subcontractor and sub-recipient shall ensure that all of its obligations set forth under this section entitled "Risk Management" are passed on to its subcontractors and sub-recipients and that all the clauses under this section entitled "Risk Management Standard Clauses" are adequately reflected, *mutatis mutandis*, in all its sub-contracts or sub-agreements entered into further to this Project Document.