



2020

LEAVE NO ONE BEHIND ANALYSIS
UNDP GUINEA-BISSAU

Table of Contents

Table of Contents	1
ABBREVIATIONS	2
PREFACE	4
INTRODUCTION	6
Purpose	6
Scope	7
Users	8
1 Analysis of Leave No One Behind	9
1.1 A brief introduction to the context of Guinea-Bissau	9
1.2 Conceptual Framework: What does “Leave No One Behind” mean?	10
1.3 Analysis on Five Factors of Exclusion	14
1.3.1 Discrimination	15
1.3.2 Geography.....	22
1.3.3 Vulnerability to Shocks	25
1.3.4 Socio- Economic Status	31
1.3.5 Governance	37
1.3.6 Summary of the main key factors of being left behind in Guinea-Bissau	43
2 Causal and Capacity Gap Analyses	45
2.1 Causal Analysis.....	46
2.2 Role Pattern Analysis.....	53
2.3 Capacity Gap Analysis.....	55
3 Action and Interventions for Leaving No One Behind.....	58
3.1 Priority Areas of strategic interventions	62
3.2 Interventions at medium and long term	65
3.3 Best Practice and Initiative Suggestions: Acceleration Lab for LNOB and Other Actions.	67
3.4 Immediate opportunities (taking the new COVID-19 into consideration).....	69
4 Recommendations.....	71
4.1 Policy recommendations	71
4.2 Recommendations for UNCT for the next UNSDCF.....	74
4.3 Recommendations for the UNDP	74
5 Conclusion.....	78
Reference Documents and Sources	79

ABBREVIATIONS

A	Level of Deprivation in the MPI
ANP	Assembleia Nacional Popular (National Popular Parliament)
BBB	Building Back Better
CAJ	Centre of Access to Justice
CCA	Common Country Assessment
CFA	Central African Francs
COVID-19	Corona Virus Disease 2019
CPD	Country Programme Documents
DRF	Disaster Recovery Framework
FAO	Food and Agriculture Organization
FGM/C	Female Genital Mutilation/Cutting
GDP	Gross Domestic Product
H	Level of Poverty in the MPI
HDI	Human Development Index
HIV/AIDS	Human Immunodeficiency Virus / Acquired Immune Deficiency Syndrome
IHDI	Inequality-adjusted Human Development Index
ILO	International Labour Organization
INE	Instituto Nacional de Estatística (Statistical National Institute)
IOM	International Organization for Migration
ICU	Intensive Therapy Unit
LDC	Least Developed Country
LGBTI	Lesbians, Gays, Bisexuals, Transgenders and Intragender
LNOB	Leave No One Behind
MAPS	Mainstreaming, Acceleration and Policy Support

MODA	Multiple Overlapping Disparities Analysis
MPI	Multidimensional Poverty Index
OPHI	Oxford Poverty and Human Development Initiative
PDNA	Post-Disaster Needs Assessment
SARS-CoV-2	Severe Acute Respiratory Syndrome 2
SDG	Sustainable Development Goals
SIDS	Small Island Developing States
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNSDCF	United Nations Sustainable Development Cooperation Framework
WFP	World Food Programme

PREFACE

In September 2015, UN Member States unanimously adopted the 2030 Agenda for Sustainable Development and its 17 global Sustainable Development Goals (SDGs), that also contains 169 very ambitious targets, as a follow-up to the Millennium Development Goals (MDGs). The goals and targets of the new 2030 Agenda aim to instigate action in five extremely important interlinked and integrated areas: People, Planet, Prosperity, Peace and Partnership.

The Republic of Guinea-Bissau, as a United Nations (UN) Member State, also made a commitment to achieve the SDGs by 2030. With the support of United Nations agencies and other development partners, the country seeks to follow the guiding principles of the 2030 Agenda (such as, Leave No One Behind (LNOB), Human Rights-Based Approach, Gender Equality, Universality, Accountability and Shared responsibility integrated approaches) to lead the country towards a sustainable and inclusive development path.

In particular, the LNOB principle, that lies at the heart of the 2030 Agenda, has an imperative to “reach the furthest behind first” and recognize the need to combat poverty and inequalities¹. Leaving no one behind (LNOB) is the central, transformative promise of the 2030 Agenda for Sustainable Development and its SDGs. This unequivocal national commitment of Guinea-Bissau operates through policies, laws, programmes and strategies aimed at ending discrimination and exclusion, and reducing the inequalities and vulnerabilities that leave people behind and undermine the potential of individuals and of humanity as a whole².

Despite the fact that the Republic of Guinea-Bissau has made significant efforts and progress to reduce poverty and inequalities, the context is still very complex and people are being left behind. Rapid population growth is not being accompanied by an improvement in gender or a human rights-based approaches, creating inequality and discrimination among the Guinean population, either in the protection of rights or in access to development. In addition, climate change, which affects the country cyclically, is increasing in intensity, having negative effects on the already precarious sources of income and livelihoods of the population, especially in the most marginalised groups. This exposes the population of Guinea-Bissau to the risk of consolidating a vicious system of inequalities and deprivation of human rights that underpin multidimensional poverty.

Poverty is multidimensional in the sense that people suffer different forms of deprivation, even at the same time (e.g., poor health, lack of education, insecurity or low living standards), which are not always related to the lack of money. The importance of multidimensional poverty as a factor of deprivation and exclusion from development is also evident in the SDGs. Therefore, SDGs include multidimensional poverty reduction in target 1.2 under SDG 1, which refers to reducing by half the proportion of women, men, and children living in poverty in all its dimensions, according to national definitions, by 2030.

United Nations is supporting Guinea-Bissau to make the national compromise with Agenda 2030. In particular, the United Nations Development Programme (UNDP) is working closely with national and local public institutions to define and guide interventions and policies so that no one is left behind. UNDP

¹ UN Sustainable Development Group (UNSDG), *Leaving No One Behind, A UNSDG Operational Guide for UN Country Team, Interim Draft 18 March 2019*, April 2019. <https://unsdg.un.org/sites/default/files/Interim-Draft-Operational-Guide-on-LNOB-for-UNCTs.pdf>

² *Ibidem*

Guinea-Bissau has supported the development of the country in various aspects and sectors: strategic, programmatic and operational. In 2020, the UNDP office in Guinea-Bissau will be undertaking the elaboration of the Country Programme Documents (CPD) and the new United Nations Sustainable Development Cooperation Framework (UNSDCF), together with other United Nations (UN) agencies, fully integrating the LNOB concept into its strategy and programming activities. For this reason, the results of this LNOB analysis, which lead to an understanding of the condition of those at risk of being left behind in the development actions, offer an important contribution to the UNDP's strategic and programmatic planning, and enrich the discussion on cooperation pillars with decision-makers and civil society actors in the context of Guinea-Bissau.

INTRODUCTION

Since its independence from Portugal in 1974, political instability has been a preeminent feature of Guinea-Bissau. A continuing disequilibrium between political and military power has encouraged political tensions which, with a growing rise in corruption, have fuelled people's distrust of leadership and public institutions. In the face of these main challenges in governance, public institutions have not improved their capacities and the process of institutional decentralization in the country, creating a huge administrative gap at the local level. This situation has had a direct impact on communities, which have not been able to empower themselves and to improve their livelihoods, becoming more and more dependent on foreign aid and commercial imports of products. Although civil society is active and dynamic, the organizations have capacity limits to support communities due to the context structural challenges and the lack of mechanisms that can ensure effective and efficient representation of their communities vis-à-vis State institutions.

Despite this framework, there are signs and attempts at improvement. In March 2015, Guinea-Bissau approved its National Development Plan *Terra Ranka* 2015-2025. *Terra Ranka* is a ten-year strategic and operational plan for Guinea-Bissau for ten years. The 2020-2025 phase is called *Sol na Yardi*. This National Development Plan has provided the national policy framework, identifying development priorities and sector strategies. In 2018, *Terra Ranka* was reformulated in its 6 pillars and aligned with Agenda 2030.

Leaving No One Behind is a recurring and global objective of Agenda 2030 and the SDGs, being intrinsic to the action needed to achieve the SDGs³. The commitment to leave no one behind is innovative in the Agenda 2030 as it means committing to ending extreme poverty in all its forms, and to taking explicit action to ensure that those left behind can be added to those who have experienced the most progress⁴. Signing up to Agenda 2030 means that governments commit themselves to chart a new course to tackle inequalities between people, groups and places; to correct the legacies of discrimination and exclusion, both between and within countries; and to prioritise and rapidly monitor progress among the most backward⁵.

When, in 2015, the Government of Guinea-Bissau adopted the 2030 Agenda and the SDGs, it committed itself to operationalize the Leave No One Behind approach and UNDP, along with the support of the other agencies, is ready to support the Government. The implementation of the commitment “leave no one behind” is intrinsic to the action needed to reach the SDG. The national commitments to SDG focus on the general interest and empowerment of people in Guinea-Bissau.

Purpose

For SDGs to be achieved, the Government must work to implement development measures that benefit everyone and provide opportunities for growth, both at local and national levels. For this to happen, it must be understood exactly who is being excluded and discriminated against regarding receiving benefits from socio-economic and human development interventions, as well as the underlying reasons.

³ UNDP, *What does it mean to leave no one behind? A UNDP Discussion paper and framework for implementation*, July 2018. Available online at: <https://www.undp.org/content/undp/en/home/librarypage/poverty-reduction/what-does-it-mean-to-leave-no-one-behind-.html>

⁴ *Ibidem*

⁵ *Ibidem*

This will allow for the designing of appropriate interventions to overcome the barriers and boost the inclusion of the most vulnerable and poor individuals.

The Government of Guinea-Bissau has defined the development vision through the *Terra Ranka* Programme which represents the main national strategic document. Although this document has not yet experienced an accelerated implementation, it can offer a guide for development interventions in Guinea-Bissau.

However, taking into account national priorities and the need to implement an approach that breaks cycles of exclusion and deprivation of the poor from development and opportunities, the UNDP LNOB analysis aims *to understand the meaning of Leave No One Behind in Guinea-Bissau and to suggest entry points and actionable programme recommendations for UNDP and UN system.*

The LNOB analysis focuses on the multiple context aspects in Guinea-Bissau, identifying who is extremely vulnerable or excluded within the known vulnerable groups (who is the poorest and most marginalised amongst women, children, youths, and people with disabilities), which are the vulnerability, poverty, and deprivation factors, in what geographic area are the most vulnerable located, which opportunities exist in the context, and which are the main gaps and challenges. In addition, this LNOB analysis also aims to recognize what kind of approaches can be effective and appropriate to change and to transform people's lives, as well as to suggest innovative interventions that can really guarantee that no one is left behind.

Scope

The most critical aspect for the development of Guinea-Bissau can be identified in the complex political and governance situation, which impedes the implementation and consolidation of consistent and durable structural measures and interventions for effective and more inclusive socio-economic transformation. Governance gaps mainly affect the economic and social sectors and have a rights-based effect on the lives of the most vulnerable, affecting access to justice, protection of human rights, leading to fragile livelihoods, serious asymmetries between urban, peri-urban and rural contexts, and socio-economic exclusion. This situation is aggravated by the intervention of external factors of climate change that seriously affect the communities of Guinea-Bissau and become exasperated when there is not an adequate response from government strategies.

In light of this scenario, the scope of this LNOB analysis is to *provide UNDP and other UN agencies with a verifiable and detailed analysis to help in defining applicable and innovative future interventions and an appropriate strategy to ensure the inclusion of those who are being left behind, within the different sectors.*

The results, recommendations, and suggestions in this LNOB analysis are used by UNDP and other UN agencies to draw up appropriate and innovative interventions and to strengthen the resilience of populations, following guidelines to leave no one behind in Guinea-Bissau. By means of the entry points identified, UNDP and other UN agencies can also help to strengthen the Government action by filling the integration gaps and improving a positive impact on the lives of excluded people.

UNDP and other UN agencies can use the results of this LNOB analysis to influence decision-makers in Guinea-Bissau on strategic and programmatic choices by seeking to target interventions and funds for the most vulnerable and excluded groups, and geographical areas. At the same time, the document

is also useful for public institutions working with the UNDP and other UN agencies, which receive support to better define the local operations and interventions, through specific projects focused mainly on the most vulnerable people in the communities. The LNOB analysis is also an important reference for Civil Society Organizations (CSOs) and other stakeholders involved in the socio-economic development of communities in Guinea-Bissau for strengthening cooperation with UNDP and other UN agencies.

Users

The main users of this LNOB analysis are UNDP staff and the members of UNCT (United Nations Country Team). With its inputs, UNDP can define the CPD and contribute to the new UNSDCF of the United Nations in Guinea-Bissau. Again, the LNOB analysis will also be used to inform the Common Country Assessment (CCA), the most comprehensive document on the context assessment of Guinea-Bissau, which can be shared with the Government. However, as previously mentioned and as needed, the analysis can also be shared with CSOs to better define a coordinated action at national and local levels. Nevertheless, the Government of Guinea-Bissau is ultimately responsible for overcoming the underlying limitations, combating and correcting stigma, discrimination and exclusion, as well as for preparing budgets, policies and services that allow the society, political system and economy to work for everyone, complying with the LNOB commitment and the National Goals. The LNOB commitment represents a major challenge in the context of Guinea-Bissau, but it can also be an opportunity. With this LNOB analysis, which confronts the root causes of inequality, exclusion and deprivation, UNDP can help the Government of Guinea-Bissau to understand the need to demolish the blockages that hinder progress within the different sectors of the population and of the SDGs. UNDP can support the Government not only in the implementation of *Terra Ranka*, but also in the achievement of the SDGs, encouraging change to the paradigm and the investment in communities and local development.

1 Analysis of Leave No One Behind

1.1 A brief introduction to the context of Guinea-Bissau

The Republic of Guinea-Bissau is located in West Africa, with a surface of 36,125 km², 28,000 km² on land and 8,120 km² at sea, in addition to 88 islands and islets in the Atlantic (the Bijagós archipelago) of which only 17 are inhabited⁶. The last Census conducted in 2009 counted a population of 1,449,230

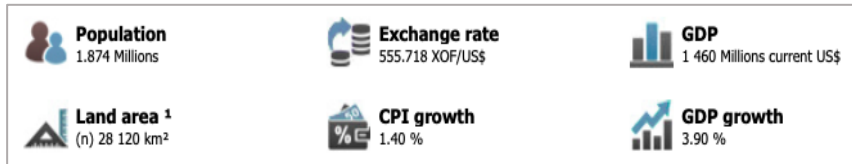


Figure 1. General information on Guinea-Bissau for 2018. Source: [UNCTADSTAT](#)

inhabitants, with an annual growth rate of 2.2%⁷. Currently, it is estimated that the inhabitants of Guinea-Bissau are almost 1,900,000, with more than 60% of the population under 25 years of age. The Guinea-Bissau's population is characterized by a diverse ethnic composition, with 5 main ethnic groups (85% of the population) and a further 12 different ethnic subgroups in the country, all with their own language and religion⁸. The country's official language is Portuguese, but only 14% of the population speaks Portuguese, 44% speak Crioulo and 42% speak native African languages⁹. The main religions are Islam, African traditional religions and Christianity; inter-ethnic and inter-religion marriages are common and conflicts between groups are minimal¹⁰. Administratively, it is divided into 9 regions: Bafatá, Biombo, Bissau (Autonomous Sector), Bolama/Bijagós, Cacheu, Gabú, Oio, Quinara, Tombali.

Guinea-Bissau's political system occurs in a multi-party context of a semi-presidential republic in a representative democracy, whereby the president is head of State and the prime minister is head of government. Executive power is exercised by the government, while legislative power is vested in both the government and the National Popular Parliament. The judiciary branch is independent from the executive and legislative branches.

Despite this democratic and constitutional framework, the military has exercised a substantial portion of power and has repeatedly interfered in civilian leadership. Guinea-Bissau has experienced 17 successful *coups d'état* or attempted coups since independence. This recurring and continuing political instability has seriously affected its own development, placing it as the 12th poorest country in the world and ranks among the 10 most corrupt countries, with a Gini coefficient of 50.7¹¹.

Economic growth, which is strongly affected by a fragile governance, is very slow and unstable, and does not ensure development progress. In 2019, the Gross Domestic Product (GDP) grew by 5%, driven mainly by private consumption and exports. Economic performance remains highly correlated with the volumes and prices of cashew nuts, considered the “green oil” of Guinea-Bissau. Cashew nuts

⁶ World Bank 2018, website <https://www.worldbank.org/en/country/guineabissau/overview>

⁷ Instituto Nacional de Estatística (INE) da Guiné-Bissau, *Boletim Estatístico da Guiné-Bissau, Guiné-Bissau Em Números 2017*, Bissau, 2017.

⁸ UNDP, *Pre-MAPS Mission Guinea-Bissau, Report, Draft for UNCT Comments*, October, 2018

⁹ World Bank, Guinea-Bissau: The Quality Education for All Project (P160678), 2018. Available online at: <http://documents.worldbank.org/curated/en/209071519309858185/pdf/Project-Information-Document-Integrated-Safeguards-Data-Sheet.pdf>

¹⁰ *Ibidem*

¹¹ UNDP Guinea-Bissau, *Conflict Analysis, Dimensions of Instability and Drivers for Transformations*, Bissau, 2019

account for almost 70% of employment and more than 90% of exports; fish account for 7% and wood for 3% of exports. Underperforming cashew exports in 2018 translated into lower revenue as agriculture is the main source of domestic revenue¹². With lower revenues and higher spending, the budget deficit rose to 5.1% of GDP in 2018, but then declined to an estimated 2.8% in 2019. To finance the deficit, public debt securities totalling 10 billion Central African Francs (CFA) were issued in September 2019, leaving public debt in 2019 at an estimated 27%¹³. The dependence on cashew nuts, as a source of economic subsistence, exposes two thirds of the population to the consequences of shocks in their trade, considering that it is a product that depends on the seasonality of the harvest and that Guinea-Bissau is strongly affected by climate change (e.g., torrential rains and prolonged droughts)¹⁴. Cashew nuts are the main product, which represents 93% of the country's export revenue¹⁵. Therefore, Guinea-Bissau's economy is based on agriculture that contributes to over 56% of GDP, over 80% of exports, and employs 82% of the active population.

Despite the centrality of agriculture and the available natural resources, this sector is not only undeveloped but also highly vulnerable to climate change. The private sector is very small and other primary and secondary sectors, such as fisheries, tourism and industry, are negatively affected by the country's fragile government.

A common and more practical problem of governmental fragility can be noted in the difficulty of accessing data, which is often not updated (e.g., the census was carried out in 2009 and there are no plans for it being repeated in the near future), and in the demographic and socio-economic gaps in the population data (e.g., number of students, number of schools, etc.).

However, political stability is an essential condition for development in every sector. Political and economic fragility has an impact on the exasperation of social inequalities and affects the access by the most vulnerable and poor groups to human rights, health and education services and the benefits of economic opportunities. The created barriers encourage social exclusion and perpetuate the condition of poverty and vulnerability, passed from parents to their children, paralyzing not only social mobility but all kinds of change.

1.2 Conceptual Framework: What does “Leave No One Behind” mean?

The Sustainable Development Agenda 2030 promotes and pursues equality amongst everyone, both internally and between countries. To achieve the SDGs, resulting in sustainable development, there are some challenges represented by inequalities that cause social unrest, hinder social progress, threaten economic and political stability, and reduce human rights¹⁶.

¹² African Development Bank Group, Guinea-Bissau Economic Outlook, Macroeconomic performance and outlook, January 2020 <https://www.afdb.org/en/countries/west-africa/guinea-bissau/guinea-bissau-economic-outlook>

¹³ *Ibidem*

¹⁴ World Bank 2018, website <https://www.worldbank.org/en/country/guineabissau/overview>

¹⁵ World Bank, Republica de Guiné-Bissau, *Para além de Castanha de Caju: Diversificação através do comércio. Estudo do Diagnóstico de Integração do Comércio para o Melhoramento do Quadro Integrado Assistência Técnica para Assuntos do Comércio Internacional*, Bissau, 2010.

¹⁶ United Nations System Chief Executive Board for Coordination, *Leave No One Behind: Equality and Non Discrimination at the Heart of Sustainable Development. A Shared United Nations System Framework for Action*, New York 2017 <https://www.unsceb.org/CEBPublicFiles/CEB%20equality%20framework-A4-web-rev3.pdf>

Inequalities exist both in income and in opportunities and outcomes. The latter are related to differences in access to and quality of education, health, food security, employment, housing, health services, and economic resources. Inequalities disproportionately affect certain groups based on race, gender, language, religion, age, ethnicity, disability, migrant or economic status, and so on. Moreover, gender discrimination remains one of the most prevalent forms of discrimination worldwide¹⁷.

In 2016, the UN Chief Executives Board (CEB) for Coordination adopted a Shared UN System Framework for Action. Leave No One Behind is one of the six Guiding Principles of the United Nations Sustainable Development Cooperation Framework, that are:

1. Leave No One Behind;
2. Human Rights Based Approach to Development;
3. Gender Equality and Women's Empowerment
4. Resilience
5. Sustainability
6. Accountability¹⁸.

LNOB is based on equality and non-discrimination, which inspire the 2030 Agenda, and are fundamental principles of the United Nations Charter, international human rights law and national legal systems throughout the world¹⁹. As guiding principle of the 2030 Agenda, LNOB is a political commitment that States committed to when they signed on the SDGs.

The commitment of the UN member states to leave no one behind implies that they should take explicit measures to:

- end extreme poverty in all its forms and allow the left behind to catch up with those who have made progress;
- reduce the inequalities and vulnerabilities that undermine a person's ability to live a life of dignity;
- end group-based discrimination that leads to unequal outcomes for the marginalised²⁰.

Therefore, LNOB is an anti-poverty as well as anti-discrimination agenda – and it is, furthermore, one that recognises the naivety of expecting progress to trickle down the socio-economic scale. Instead, it necessitates explicit and proactive attempts to ensure that the populations whom progress has left out are now not only included but placed at the front²¹.

The role of the United Nations is to help Member-States to respect the commitment and include everyone in development. Support is provided through the strengthening of national policies and programmes to ensure that they contribute to reducing inequalities and dismantling discrimination, thereby realising the equality imperatives of SDGs. In addition, United Nations support Member-States

¹⁷ *Ibidem*

¹⁸ *Ibidem*

¹⁹ UN Sustainable Development Group (UNSDG), *Leaving No One Behind, A UNSDG Operational Guide for UN Country Team, Interim Draft 18 March 2019*, April 2019. Available online at: <https://unsdg.un.org/sites/default/files/Interim-Draft-Operational-Guide-on-LNOB-for-UNCTs.pdf>

²⁰ I. Hathie, *Global State of the SDGs 2019, Leave no one behind: a cross-country synthesis*, 2019 Available online at: <https://www.ipar.sn/IMG/pdf/leave-no-one-behind-1-2.pdf>

²¹ E. Stuart, OECD, *Development Co-operation Report 2018, Joining Forces to Leave No One Behind, Chapter 2. Why leaving no one behind matters*, 2018. Available online at: <https://www.oecd-ilibrary.org/sites/dcr-2018-7-en/index.html?itemId=/content/component/dcr-2018-7-en>

providing tools and methodologies for inclusive and broad-based strategic planning, by strengthening the operationality of specific inclusion programmes, but also in the monitoring SDG progress.

To ensure the application of LNOB principle, the United Nations also support Countries providing a conceptual framework of reference with three mutually reinforcing levers of key-action such as examine, empower and enact²²:

- Examine: Understand why people are being left behind and monitoring SDG progress by collecting, analysing, and making available disaggregated and people-driven data and information on who is left behind and why. Track the progress of those furthest left behind relative to everyone else;
- Empower: Enable people that are being left behind to be equal agents in sustainable development, ensuring their full and meaningful participation in decision making by providing safe and inclusive mechanisms for civic engagement;
- Enact: Develop integrated equity-focused SDG policies, interventions and budgets to support rights-holders and duty-bearers to address the intersecting disadvantages and deprivations that leave people behind.

Therefore, LNOB is used as an approach to not exclude anyone within the scope of the SDGs. This not only ensures that everyone, even the poorest and the last in line, is included in the development measures, but also aims to combat discrimination and increasing inequalities within and between countries, as well as their root causes²³. Therefore, LNOB means significant reduction in inequalities among both individuals (vertical) and groups (horizontal)²⁴. Horizontal inequalities are the inequalities that exist when groups with similar characteristics experience disadvantages or privileges related to their membership of categories such as gender, race, ethnicity, religion, age, or disability. Horizontal inequalities are, therefore, understood as those that affect groups for which there is no economic justification for their different level of development. They are related to an increased risk of violent social conflict. Vertical inequalities refer to inequality among individuals or households. Here, the focus is on people who are at the bottom of the distribution of a key well-being indicator such as income, education, or health. It highlights the concentration of power and wealth among the elite²⁵. Extreme vertical inequalities risk destabilising political, economic and social systems²⁶. In fact, the concentration of power (monopoly) generates higher inefficiencies due to rent-seeking and inequality of opportunity²⁷. One manifestation of this is the lack of socio-economic mobility that condemns individuals born in precarious situations to remain at the bottom of the social pyramid for their whole lives.

²² I. Hathie, *Global State of the SDGs 2019, Leave no one behind: a cross-country synthesis*, 2019 Available online at: <https://www.ipar.sn/IMG/pdf/leave-no-one-behind-1-2.pdf>

²³ *Ibidem*

²⁴ E. Stuart, E. Samman, ODI, *Briefing Note, Defining 'leave no one behind'*, October 2017. Available online at: <https://www.odi.org/sites/odi.org.uk/files/resource-documents/11809.pdf>

²⁵ I. Hathie, *Global State of the SDGs 2019, Leave no one behind: a cross-country synthesis*, 2019 Available online at: <https://www.ipar.sn/IMG/pdf/leave-no-one-behind-1-2.pdf>

²⁶ United Nations System Chief Executive Board for Coordination, *Leave No One Behind: Equality and Non Discrimination at the Heart of Sustainable Development. A Shared United Nations System Framework for Action*, New York 2017 <https://www.unsceb.org/CEBPublicFiles/CEB%20equality%20framework-A4-web-rev3.pdf>

²⁷ I. Hathie, *Global State of the SDGs 2019, Leave no one behind: a cross-country synthesis*, 2019 Available online at: <https://www.ipar.sn/IMG/pdf/leave-no-one-behind-1-2.pdf>

The link between discrimination and social exclusion is also worth noting. Discrimination results in unfavourable treatment of one or more individuals based on social categories such as gender, race, ethnicity, religion, disability, social class, or age. The discriminatory norms and behaviours are widespread and constitute a key driver of social exclusion²⁸. Therefore, discrimination has a huge impact on social inclusion as it affects people's opportunities and well-being.

The main concepts around LNOB show how interconnected they are, how social discrimination influences social exclusion. The recent guide produced by the UNSDG (2019), used to prepare this LNOB analysis, focuses on five LNOB factors that can demonstrate who is left behind, to what degree, and why. The five factors are:

1. discrimination based on assumed or ascribed identity or status;
2. geography, that is, groups isolated or excluded due to location with aggravating factors such as environmental degradation, lack of transport, or technology;
3. vulnerability to shocks such as natural disasters, conflict, and economic shocks;
4. socio-economic status, especially multidimensional poverty and inequalities;
5. governance i.e., laws, policies, institutions preventing participation in decision making.

The analysis of five factors represents the starting point to understand who and why is left behind and define adequate interventions for SDG progress, as well as to identify a correct monitoring system and measures. The United Nations can support Guinea-Bissau in every aspect of this process, from planning to monitoring and evaluation.

Therefore, LNOB means also ensuring progress for all population groups. At the same time, LNOB requires disaggregated data to identify who is left behind and why, and to determine interventions. This aspect of disaggregated data collection and identification in Guinea-Bissau is still a great challenge²⁹.

Disaggregation and monitoring of data in all SDGs is important in measuring the extent to which the central promise of leaving no one behind will be fulfilled³⁰. To achieve this, it is also necessary to prioritize and fast-track action for those left behind, which means intentionally targeting left behind groups and individuals as primary recipients of development programmes, budgets, etc. In addition, it is also important considering inequalities from the onset in any programming as well as facilitating left behind people's participation in development processes.

In 2018, the preliminary report of a Joint United Nations Mission commissioned by the UNCT on the state of implementation of the SDG targets concluded that Guinea-Bissau was far behind in the progress of its objectives and action was recommended for SDG acceleration³¹. This is a finding that can also be seen in the Global reports of the 2018 and 2019 SDGs, where Guinea-Bissau made hardly any progress, demonstrating not only the difficulty of tracking and monitoring progress, but also the data gap. Guinea-

²⁸ *Ibidem*

²⁹ E. Stuart, E. Samman, ODI, *Briefing Note, Defining 'leave no one behind'*, October 2017. Available online at: <https://www.odi.org/sites/odi.org.uk/files/resource-documents/11809.pdf>

³⁰ United Nations System Chief Executive Board for Coordination, *Leave No One Behind: Equality and Non Discrimination at the Heart of Sustainable Development. A Shared United Nations System Framework for Action*, New York 2017 <https://www.unsceb.org/CEBPublicFiles/CEB%20equality%20framework-A4-web-rev3.pdf>

³¹ UNDP, *Pre-MAPS Mission Guinea-Bissau, Report, Draft for UNCT Comments*, October 2018

Bissau is one of the few African countries that has not yet presented a Voluntary National Review (VNR) at the High-Level Political Forum (HLPF).

1.3 Analysis on Five Factors of Exclusion

The analysis of who is being left behind, and why, should be based on evidence and refutable data of five factors that represent the central driving forces of exclusion processes.

This analysis is methodologically based on two key documents:

1. The Guide of UNDP "WHAT DOES IT MEAN TO LEAVE NO ONE BEHIND? A UNDP discussion paper and framework for implementation" published in July 2017;
2. The Guide of UNSDG "Leaving No One Behind. A UNSDG operational Guide for UN Country Teams, published in March 2019.

Unfortunately, the available data in Guinea-Bissau, even if accurate, are often not updated. These data would provide a real trend of who is left behind, based on the five factors that are central driving forces behind the processes of exclusion:



Figure 2. LNOB Analysis, interconnection between factors.
Source: adapted from [UNSDG](#) (2018).

1. *Discrimination*: Who is being discriminated in Guinea-Bissau based on assumption or attribution of identity status or other motivations (i.e., ethnicity, religion, gender, age, sexual orientation, etc.). What are the discrimination causes?
2. *Geography*: Who is excluded or deprived of opportunities, increasing isolation, vulnerability, environmental degradation, absence of public services or other gaps and problems caused by their place of residence in Guinea-Bissau? Where, how, and why does it happen?
3. *Vulnerability to shocks*: Who is exposed or is more vulnerable to the cause of climate change, violence, social conflicts, health emergencies or economic crisis in Guinea-Bissau? Why?
4. *Socio-economic Status*: Who is facing deprivations or disadvantages in terms of income, life expectancy and school and educational benefits in Guinea-Bissau? Who is less likely to stay healthy, nourished and educated? Who has less opportunities in the job market? Who is deprived of economic improvement or the benefits of good quality health services, clean water, sanitation, energy, social protection and financial services in Guinea-Bissau? Why does it happen?
5. *Governance*: Who is at a disadvantage due to the inefficiency and weak capacity of institutions at a national or local level in Guinea-Bissau? Who is affected by unequal, inadequate or unfair laws,

policies, processes or budgets? Who is less able to influence or significantly participate in decisions that impact them both in political and social life³²?

The analysis of all these factors, seeking to disaggregate the data by sex, age and economic status and their interrelationship (as presented in Figure 2), will identify who is actually being excluded or deprived of their rights or access to services, as well as the central driving forces behind the processes of exclusion.

Visually, the most excluded people will be those in the middle of Figure 2, affected by multiple forms of deprivation, disadvantage and discrimination, often aggravating, and/or suffering the most extreme deprivation, disadvantage or discrimination in one or more areas. Despite this, it should be emphasized that not all types of deprivation, disadvantage and discrimination can be given equal importance. This means that the weight of factors is not as balanced as in graphic representations. Indeed, some types of disadvantage may weigh more than others.

Although in Guinea-Bissau it is not always possible to find disaggregated and recent data, the factors of exclusion are analysed below by seeking to identify the most vulnerable and excluded groups.

1.3.1 Discrimination

People are discriminated against and then left behind when they are excluded from social, political, economic, and human development. Discrimination is based on prejudice or mistreatment related to laws, policies, access to public services and social practices because of their identity as individuals. A person's identity and characteristics relate to the subgroup or subgroups of society to which they belong or of which they feel a part. If the group is already marginalised and discriminated against or if the individual within the group is already marginalised and discriminated against, inequalities and, consequently, the risk of being left behind increase. Discrimination against populations based on one or more of these identities may lead a person to be left behind because of stigmatisation, shame, discriminatory actions and/or other human rights violations. Being left behind by suffering discrimination related to gender, ethnic group, economic and social position, age or other factors, prevents participation in national development and represents a clear violation of human rights.

The most common discrimination factor is based on gender and age, as is the case with women, girls, children, and elders. In addition to the identified groups, which are equally affected by discriminatory legislation or policies, other groups and subgroups are discriminated against by other factors related to the area of residence, sexual orientation and physical ability, such as young people, people with disabilities, albinos and lesbians, gays, bisexuals, transgenders and intragender (LGBTI).

Women and Girls

Guinean society is patriarchal and evidence of the centrality of males can be seen in every aspect and sector, resulting in widespread horizontal and vertical inequalities.

³² UNDP, *What does it mean to leave no one behind? A UNDP Discussion paper and framework for implementation*, July 2018. Available online at: <https://www.undp.org/content/undp/en/home/librarypage/poverty-reduction/what-does-it-mean-to-leave-no-one-behind-.html>

Horizontal inequalities between population groups are often the direct or indirect result of discriminatory laws, policies, practices, and structural constraints. Vertical inequalities, on the other hand, are particularly important from a normative point of view, given their implications for the realization and equal enjoyment of human rights for all, since they are the basis of elites and social immobility. The factors and consequences of horizontal and vertical inequalities often overlap, increasing the exclusion and discrimination of certain groups and individuals³³.

Therefore, even though the Constitution of the Republic, national laws, policies and legislation include and support gender equality, the State mechanisms that ensure compliance with the law are weak and women are not represented and protected from discrimination within the community and the State (horizontal inequality). Moreover, cultural and traditional barriers with structural barriers and social norms discriminate against women's development and growth (vertical inequality), preventing them from benefiting from their rights. The intersection of these aspects puts women and girls at the centre as the main discriminated groups in each sector in Guinea-Bissau.

Although women are in greater numbers (almost 52%)³⁴, have a higher life expectancy (almost 60 years) as opposed to men (56 years)³⁵ and are the pillars and the driving force behind family and informal market activities, they are discriminated against in all aspects of the country's development and socio-economic life. Throughout her life, from childhood to adulthood, a woman is confronted with constant and repeated difficulties, deprivations, risks and barriers in contrast to what a man faces in life. Already at birth, the woman is confronted with an initial condition of disadvantage, which becomes even more difficult to overcome if she is born in a poor rural context to an extremely poor family.

In terms of education, almost 60% of the female population is illiterate and only 51% of women between 15-24 are literate (as opposed to 70% men of the same age), representing 20% of the total population³⁶. This gender gap in education widens in the analysis of the urban and rural situation: while the literacy rate of women in urban areas is 73%, in rural areas it is only 25%. In Bafatá and Gabú, only 26% of the young girls (15-24 years old) are literate because they remained at school. In contrast, the male literacy rate in urban areas is 86% and in rural areas it is 54%. In addition to this gender discrimination, in terms of age and geography, girls in rural areas are in a situation of greater discrimination, disadvantage and deprivation. The number of girls decreases with the progression of the cycle of studies (from the First to the Second Education Level) reaching an extended gap after the age of 12, varying according to rural and urban areas.

Early on, enforced child marriage and polygamy are another clear proof of how little choice women have about their future and how much their lives depend on male choices. The phenomenon of early marriage is, however, very widespread, considering that 37% of women between 20 and 49 married before the age of 18, with the highest percentages in the regions of Gabú (67%) and Bafatá (52%), and the lowest

³³ United Nations System Chief Executive Board for Coordination, *Leave No One Behind: Equality and Non Discrimination at the Heart of Sustainable Development. A Shared United Nations System Framework for Action*, New York 2017 <https://www.unsceb.org/CEBPublicFiles/CEB%20equality%20framework-A4-web-rev3.pdf>

³⁴ Instituto Nacional de Estatística (INE) da Guiné-Bissau, *Boletim Estatístico da Guiné-Bissau, Guiné-Bissau Em Números 2017*, Bissau, 2017.

³⁵ UNDP, *Human Development Report, 2019. Beyond income, beyond averages, beyond today: Inequalities in Human Development in the 21th Century* 2019. Available online at: <http://hdr.undp.org/en/2019-report>

³⁶ Ministério da Economia e Finanças, Direcção Geral do Plano, Instituto Nacional de Estatística, *Inquérito aos Indicadores Múltiplos (MICS) 2014, Relatório Final*, 2014

in the Autonomous Sector of Bissau - SAB (23%) and Cacheu (28%). It should also be noted that 44% of women between 15 and 49 years of age are in a polygamous union (52% in rural areas) and that almost half of the women between 15 and 24 years of age are married to a man who is at least 10 years older³⁷.

Healthwise, women are discriminated against because of the absence or weakness of reproductive health services (antenatal care, gynaecology, maternity, and childbirth services, etc.). These differences and gaps differ between urban and rural areas. The few reproductive health services are more concentrated in urban areas and are far from communities. In rural areas, there is a Community Health Agent who does not have the capacity and means to take care of reproductive health. Moreover, the willingness to access medical care does not always depend on the wife, but on the husband or father.

In the health sector, due also to educational weakness, women workers are higher in number (59%), but hold lower positions than men (10% Directors, 34% teachers, 98% midwives and 62% nurses). Guinea-Bissau has a shortage of health workers in relation to the population, especially for women (0.653 midwives and nurses per 1,000 inhabitants).

As users of services, women's rights are also violated, not only because they do not have access to quality services or services, but because they do not have the power to access the services. Among pregnant and lactating women, 7% did not attend any prenatal visits and only 65% made 4 or more prenatal visits during pregnancy. Generally, only 37% of women had their first prenatal visit during the first quarter of their last pregnancy; between 2012 and 2014, only 45% of births occurred in a health facility, of which 8% were attended by a doctor and 37% by a nurse or midwife, (25.4% in the region of Oio, 25.8% in the region of Gabú, 32.1% in the region of Bafatá) and 55% were born at home. This indicator ranges from 25% (in Oio) to 78%³⁸.

The access to adequate and prompt reproductive health services is a consequence of discrimination to the woman's rights, and is evident in different forms: female genital mutilation is practiced to 44% of females, with 49.7% among girls aged 0-14, and 60% in rural areas with more critical regions such as Gabú (96%), Bafatá (87%); only 16% of woman use contraceptive methods; 28.3% of female teenagers are pregnant; 37.1% of women under 18 are in early, forced, and child marriage. 45% of women living in Guinea-Bissau's poorest households were married before the age of 18, compared to only 19% in the richest households³⁹. Child marriage is most prevalent in Gabú (where 67% of women aged 20-49 were married before the age of 18), Bafatá (52%), Quinara (42%) and Tombali (41%); 41.8% of girls aged 15 were exposed to a situation of sexual violence and human trafficking, domestic violence and gender imbalance. The principal consequence of this situation is the maternal mortality rate estimated at 900 per 100,000 live births and neonatal mortality rate, which is 35.8 per 1,000 live births⁴⁰.

Considering this information, girls are discriminated against from different perspectives. In addition to having poor access to education or adequate health services, they are the main victims of sexual

³⁷ *Ibidem*

³⁸ *Ibidem*

³⁹ Girls Not Brides Global Partnership, *Guinea-Bissau Child Marriage Rates*. Available online at: <https://www.girlsnotbrides.org/child-marriage/guinea-bissau/>

⁴⁰ Ministério da Economia e Finanças, Direcção Geral do Plano, Instituto Nacional de Estatística, *Inquérito aos Indicadores Múltiplos (MICS) 2014, Relatório Final*, 2014

violence, human trafficking, female genital mutilation, marriages and early pregnancies that expose them to a high risk of death, both for themselves and their children.

Women who are victims of violence or abuse, who have their rights violated, especially in rural areas, have very few opportunities to demand them or have adequate access to justice. The lawyers are all based in the capital, there are courts in only 4 regions, the judges are mainly men (only 26.7% of judges are women and only 5.8% work outside Bissau) and the difficulty of obtaining true justice is evident. The Centre of Access to Justice (CAJ), indicates that of a total of 31 CAJ officers only seven are women officers who provide legal advice (22.6 per cent)⁴¹. Women in rural areas are not currently in the condition to recognize that they are victims of a crime, or that they have rights and, even if they do, the distance and economic difficulties create an enormous barrier to any legal confrontation in favour of human rights. Often, when conflicts exist, traditional justice is implemented, which is not capable of addressing gender and human rights issues. Often crimes against women and the most vulnerable are solved by the men in the community, and women do not receive true justice as victims.

Discrimination against women can also be seen in political life and elected offices, despite the Law on Equality for the participation of women in politics and decision-making processes (Law no. 4/2018) of 3 December 2018, which sets the minimum quota at 36%. In reality, only 31.2% of women candidates are on electoral lists, and so are less likely to be elected⁴². Moreover, only 8 of the 21 political parties running for the 2019 legislative elections complied with Law no. 4/2018 in the electoral lists of all constituencies. Despite the progress made, the initial assessment of the implementation of Law no. 4/2018 shows that the number of women candidates eligible to vote for the 2019 parliamentary term was low compared to the minimum of 36% required by law. Although the presence of women in the elected bodies of the State does not ensure a qualitative decrease in gender discrimination, it is certainly a first step towards this objective that could produce other changes in other areas that are critical for women.

Children

Children are discriminated against due to their age vulnerability, and are deprived of their human rights. Based on data provided by the United Nations Children's Fund (UNICEF), in 2014, 38% of children between the age of 6 and 11 did not attend school⁴³. Primary school completion rates in Guinea-Bissau are low and 76% of children who enter school only manage to complete the sixth year of education⁴⁴. If this figure also includes children out of school and older children, the primary school completion rate drops to 22%⁴⁵. Only 32% of children start school on time. Late entry into schools tends to effect girls' retention rates the greatest⁴⁶. This is partially due to early marriages and pregnancy when they reach

⁴¹ UNIOGBIS, Human Rights Section, *Public Report on the right to participate in political and public affairs in Guinea-Bissau*, November 2019.

⁴² *Ibidem*.

⁴³ UNICEF, *Guinea-Bissau, Situation Analysis of Children and Women, 2015*, Bissau 2015

⁴⁴ World Bank, *Guinea-Bissau: The Quality Education for All Project (P160678)*, 2018. Available online at: <http://documents.worldbank.org/curated/en/209071519309858185/pdf/Project-Information-Documents-Integrated-Safeguards-Data-Sheet.pdf>

⁴⁵ *Ibidem*

⁴⁶ UNICEF, *Guinea-Bissau, Situation Analysis of Children and Women, 2015*, Bissau 2015

their mid-teens. Additionally, poor learning tools prevent students from being able to advance through the system.

In Guinea-Bissau, only 24% of children up to the age of five are registered, and most of them in the urban area, while in the rural area the percentage is still very low⁴⁷. This type of condition is a consequence of their parents' situation and especially of women with lower registration numbers. The absence of birth registration is a factor of extreme vulnerability for all, but has an impact on discrimination against children, women, people with disabilities, and young people. Indeed, besides not being able to access certain rights and services without an identity document, these people, especially children, are invisible, and are subject to any kind of abuse, trafficking or violation not registered in any statistics.

Poverty, educational and socio-economic deprivation, and the invisibility of children in statistics and civil registry expose them to extreme vulnerability. Children in Guinea-Bissau are the main victims of human trafficking and sexual exploitation. Boys in the regions of Gabú and Bafatá, are taken to Muslim countries such as Senegal, Mali and Guinea with the promise of receiving a Koranic education, and then end up being used in forced child labour. 200 children are taken monthly from Guinea-Bissau for this purpose and in 2008 a study revealed that 30% of the 8,000 religious students who beg on the streets of Dakar are from Guinea-Bissau⁴⁸. The girls and young boys are exposed to forced domestic work and sexual exploitation. Sex tourism is a plague on the tourist islands of Bijagós and girls are forced into violence and abuse especially by European tourists.

Children are at high risk of violence and abuse. In Guinea-Bissau, some children, especially the most vulnerable (orphans, with disabilities, abnormal behaviour, albinism, or children with deficiencies or specific characteristic such as twins), are sometimes accused of being sorcerers (*Crianças-irã*). These children are discriminated against in society and in their communities and subjected to traditional rituals that lead to death. They can also be separated from their families and abandoned in urban centres⁴⁹.

Special attention must be given to children subject to discrimination, such as children with disabilities. These children are often discriminated against about accessing a basic service such as education and health due to lack of adequate facilities and cultural barriers. In 2009, based on Census data with focus on children, 49.5% of children with disability between age of 6-12 never attended school, particularly in rural areas⁵⁰. Children with severe disabilities do not have access to adequate medical care, they depend mostly on others for mobility and other health care.

Widows

Another group discriminated against by age and social condition are widows. Especially in rural areas, where the traditions are more deeply rooted, the widows must leave the house of their deceased husband and return to their own family. Although the law protects widows, the ignorance of the law and the distance from institutions, as well as the social disinterest in protecting these widows, result in the wife not being allowed to benefit from her husband's property. Young widows can still find a husband,

⁴⁷ *Ibidem*

⁴⁸ UNICEF, *Child trafficking in Guinea-Bissau, An explorative study*, Bissau 2010.

⁴⁹ Fundação Fé e Cooperação (FEC), *Estudo de Caso Crianças Irã: Uma Violação dos Direitos da Criança na Guiné-Bissau*, February 2016

⁵⁰ Instituto Nacional de Estatística (INE) da Guinea-Bissau, *Recenseamento Geral da População e Habitação, Crianças*, 2009.

older widows can be supported by their children, but middle-aged widows who had children at a young age are in a condition of vulnerability and discrimination, leading to their children being at a greater risk of deprivation and development.

Elderly

The elderly are also discriminated against. Although they are considered as counsellors within the community, they are in fact dependent on others and especially on their children. Although they receive free medical treatment, those who live in rural areas must book a trip to get to the health centres. Therefore, distance and transport costs discourage them from benefiting from these services. Considering that women must be accompanied by their husband or other family members, they often end up being excluded from access to services.

People with Disabilities

In 2009, the Population Census report indicated a very low rate of disabled people in Guinea-Bissau (the incidence rate of disability, at national level, was estimated at 0.94%)⁵¹. Considering that this report is not updated to the current context, it is believed that also in Guinea-Bissau the disabled population reflects the world's percentages, between 10 and 15%⁵², although 59.4% of people with disabilities live in rural areas, particularly in the regions of Bolama (Bijagós), Biombo and Cacheu⁵³. One important aspect that reflects discrimination against people with disabilities is the lack of information and services available for these people, which in most cases depend on their families. The State does not support disabled people through a disability pension (no social assistance policy is implemented) and the care and subsistence burden are a family responsibility. Faced with this situation, lack of financial support and services, people with disabilities are at the mercy of others, with the risk of being abused without any protection.

Another important point of discrimination is related to civil rights. A challenge in Guinea-Bissau is to ensure that people with disabilities and hearing and visual problems are included in political life and can vote. The lack of electoral information and voting documents in a variety of accessible formats and languages, especially for people with visual and hearing disabilities, means that they are excluded from voting systems in the country⁵⁴. Again, women with disabilities are the most disadvantaged, as they represent about 71.8% of the population with disabilities who have never attended an educational establishment⁵⁵.

People with Albinism

Another group strongly discriminated against due to a physical factor are people with albinism, who in Guinea-Bissau are driven away by their families, who consider this condition as a malignant presence. The proportion of albinism in sub-Saharan Africa is estimated at 1 in 5,000 to 15,000 people affected,

⁵¹ Instituto Nacional de Estatística (INE) da Guinea-Bissau, *Recenseamento Geral da População e Habitação, Deficiência*, 2009.

⁵² *Ibidem*

⁵³ *Ibidem*

⁵⁴ UNIOGIBS, *The Right to Participate in Political and Public Affairs in Guinea-Bissau, January 2018 – July 2019*, November 2019. Available online at: https://uniogbis.unmissions.org/sites/default/files/pppr_infographics_15_nov_en.pdf

⁵⁵ Instituto Nacional de Estatística (INE) da Guinea-Bissau, *Recenseamento Geral da População e Habitação, Deficiência*, 2009.

with specific countries having a much higher tendency, including estimated rates of 1 in 1,400, and about 1 in 20 persons in the general population carrying the gene for albinism⁵⁶.

People with albinism face discrimination and barriers that restrict their daily participation in society on an equal basis. Due to these manifold challenges, people with albinism are unable to enjoy the full range of human rights and the same standards of equality, rights and dignity as others⁵⁷.

Particularly in sub-Saharan and West Africa (e.g., Tanzania, Nigeria, Mozambique, etc.), extreme cases of people with albinism being hunted and physically attacked due to myths have been widely reported and documented. Predominantly, there is the mistaken belief that their body parts, used in witchcraft rituals, induce wealth, good luck and success and that albino people are not human but ghosts⁵⁸.

In Guinea-Bissau, according to the data collected, there are no cases of physical violence leading to mutilation or death. People with albinism are discriminated against because they are the result of witchcraft. Beyond this social exclusion and ostracism, people with albinism are discriminated against in their access to their right to education, social protection and a healthy life. For example, having skin and vision problems, they do not find adequate public services to assist them.

There are no national data or statistics for people with albinism, considering that they were often hidden by their families. In recent years, the social activism of the Association of People with Albinism in Guinea-Bissau has been more dynamic in social awareness against discrimination. In 2018, 98 albinos were registered in Guinea-Bissau with the support of the Association of People with Albinism⁵⁹.

LGBTI

Guinea-Bissau was the first country to reform its Penal Code after independence from Portugal. In 1993, the Law-decree no. 4/93 decriminalized same-sex activity but granted no protection to sexual orientation or gender identity⁶⁰. It is legal to be gay in Guinea-Bissau, but social acceptance is still far away. Social attitudes in the country are not tolerant, except for the capital city Bissau, in which the LGBTI community is more tolerant. There are some cases of violence targeting people due to their sexual orientation or gender identity and Guinea-Bissau offers them no legal support⁶¹.

The existing gaps in legislation include no protection against discrimination for LGBTI people⁶². Violence and conflict are still prominent in the lives of these individuals due to a lack of complete social acceptance. The widespread stigma and silence on LGBTI issues prompt constant challenges for the community.

⁵⁶ Human Rights Council, *Report of the Independent Expert on the enjoyment of human rights by persons with albinism*, New York 2016

⁵⁷ *Ibidem*

⁵⁸ *Ibidem*

⁵⁹ News by e-Global: <https://e-global.pt/noticias/lusofonia/guine-bissau/albinos-vitimas-de-descriminacao-social-na-guine-bissau/>

⁶⁰ International Lesbian, Gay, Bisexual, Trans and Intersex Association: Lucas Ramon Mendos, *State-Sponsored Homophobia 2019*, Geneva, March 2019

⁶¹ *Ibidem*

⁶² The Organization of World Peace, *Being Part of the LGBTQ Community in Guinea-Bissau*, August 2018 Available online at: <https://theowp.org/being-part-of-the-lgbtq-community-in-guinea-bissau/>

The rate of HIV prevalence in men who have sex with men is 3%⁶³. Notably, a huge issue regards the spread of HIV/AIDS, as 64% of gay men in Guinea-Bissau have never used a condom. Additionally, of the male homosexual population, a staggering 65% still have sex with women, thus the spread of the disease is a huge issue plaguing the community, in addition to the violence and conflict present in the lives of homosexual people in the region.

1.3.2 Geography

Guinea-Bissau is a small country, which could be easily developed if the communities were more interconnected.

Unfortunately, the status of the infrastructure has deteriorated considerably, and the only land connections partly ensured are in the capitals of the regions. The general state of the road infrastructure has been seriously deteriorated, especially internally in the regional territories. Communities live in a state of isolation, lacking adequate communicating roads, with no access to public electricity or the telecommunications network. The State infrastructures are not present at local level but are concentrated in the Capital Bissau or the regional capitals, as 43.4% of the population live in urban areas⁶⁴.

The weak communication and interconnection capacity between communities, between urban and rural contexts, the difficulty in reaching the communities to provide services and goods, the impossibility of communities to access public, social and economic services, the weakness in accessing information in real time, the exclusion of opportunities to increase and control economic exchange, affects the lives of everyone, but above all of the most vulnerable groups and subgroups that are even more excluded from development possibilities. In addition to this situation, there are very few transport services in a country where about 52% of the population lives 6 km or more away from a health structure. This scenario is exacerbated by the population general challenge to cover their health expenses.

In 2015, Guinea-Bissau had a road network stretching for 2,755 km, and only 28% of roads were asphalted. The road network in Guinea-Bissau is comparable to regional standards. However, road quality has probably deteriorated in recent years and farmers have reported considerable constraints on marketing their products, especially during the rainy season when the roads are flooded and unusable. This occurs on secondary and tertiary roads, which are in particularly bad condition, even though they are the only means of connecting rural areas to the markets.

However, the road network is located on the continent; in the Bijagós' region it covers only 79 km, less than 3% of the total. The Bijagós communities, which live on the islands with a high tourist potential, are in fact the most isolated, with precarious maritime crossings of 2 to 4 hours. In rainy weather the islands of Bijagós cannot be reached without difficulty, resulting in increased isolation.

⁶³ UNAIDS, Country Profile: Guinea-Bissau 2018. Available online at: <https://www.unaids.org/en/regionscountries/countries/guinea-bissau>

⁶⁴ CIMA, UNDRR (2019), *Perfil de Risco de Desastres de Guiné-Bissau, Revised Version*, Savona. Available online at: <http://riskprofilesundrr.org/documents/1522>

The road situation strongly affects agriculture and economic development, considering that it is the main infrastructure that allows the transport of materials and agricultural production⁶⁵. Cashews are produced throughout the country and the ability to deliver cashew nuts for export to the port of Bissau is critical if farmers are to sell their produce and survive. Weakness in the disposal of agricultural products is the cause of the difficulty to access agricultural fields, preventing massive production and an increase in the agricultural production of rural communities. The same applies to producers of other marketable goods, including rice, timber and others. The ability to send goods throughout the country, and especially to the port of Bissau, is crucial to enable the market to function. In addition, access difficulties also prevent communities from developing a local market. In addition to the market and economic activities, the difficulty of commuting and the high cost of transport prevent communities from accessing services such as schools, health centres, State institutions, economic institutions, etc.

The geographic isolation of the populations in the south, conditioned by the great precariousness of the means of communication and of the infrastructures (mainly roads), makes the Tombali region, potentially rich in terms of forest, agricultural and fishery resources, a dramatic case of "social exclusion". In addition to the fact that the populations of that region are unable to regularly transport and trade surplus production (oranges, bananas, mangoes, cola) to the most attractive markets, especially in Bissau, they find themselves without hospitals, schools, telecommunications, and banks. Another example is that of the Bijagós archipelago, where the precariousness of river transport relegates its inhabitants to isolation and, consequently, to exclusion⁶⁶.

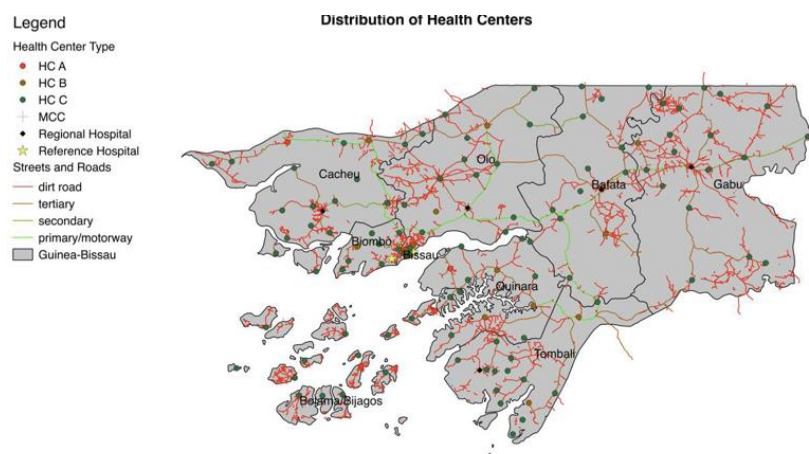


Figure 3. Guinea-Bissau' roads and health centers distribution. Source: [World Bank 2019](#).

Beyond Biombo/Bijagós, this geographical feature, where the population lives on small islands or where the littoral is semi-submerged by the sea, is frequent in several regions of Guinea-Bissau, such as Tombali, Cacheu and Quinara. This situation increases the isolation of communities and hampers development. In fact, both in terms of roads in bad conditions, which become inaccessible in rainy weather, and in terms of transport (boats or public transport), which are not efficient, the physical and

economic connection with other regions is not easy. Isolation exposes populations to a situation of geographical discrimination that hinders sustainable local development.

Some regions only have public services (e.g., electricity, water, health centres, etc.) in the regional capital. There are four Maternal and Child Health Centres in Guinea-Bissau, located in the urban areas

⁶⁵ World Bank, GUINÉ-BISSAU, *Memorando Económico do País, TERRA RANKA! UM NOVO COMEÇO* 12 de Janeiro, 2015, *Prática Global: Gestão Macroeconómica e Fiscal*, January 2015 Available online at: <http://documents.worldbank.org/curated/pt/843231468250507098/pdf/582960PORTUGES0CEM0final010Feb150PT.pdf>

⁶⁶ P. Gomes Gotinho, *As mulheres do sector informal. Experiências da Guiné-Bissau*, Cagliari, 2008

of Bafatá, Cacheu, Gabú and Bissau. None of the Maternal and Child Health Centres provide hospitalisation or maternity services⁶⁷. The eight hospitals in Guinea-Bissau (two Reference Hospitals in Biombo and Bissau and five Regional Hospitals in Tombali, Oio, Bafatá, Gabú and Cacheu) are in urban areas of the country⁶⁸. In the map shown above (Figure 3), which indicates the roads and the health centres, there are many communities that are still isolated, and that only have access to the urban centres on foot or using animals as transport⁶⁹.

People from rural communities move mainly on foot, with animals (donkeys), by bicycle, motorbike, car or small community trucks. The closer they get to an urban centre, the wider the choice of different means of transport. In addition to this, the choice of means of transport depends on several factors: degree of isolation of the community (distance from services), availability of local transport, and economic capacity. People with urgent cases are certainly at higher risk of not arriving on time at a health centre. Again, this condition of isolation predominantly affects women and children: the number of home births is very high (55% nationally, 72% in rural areas, and 29% in urban areas), as is the infant and maternal mortality rate⁷⁰. Indeed, infant and child mortality rates are lower in the Biombo Region (21 and 42 per thousand live births) and figures for the Gabú Region (88 and 159 per thousand live births) are higher than those for the Region of Biombo. The data show that the Gabú and Bafatá Regions have the highest infant and juvenile mortality rates in relation to the other Regions, standing at 159 and 126 per 1000 live births, respectively. Due to the difficult road access and the few services available in the area, children living in rural areas present higher mortality risks compared to those living in urban areas. In rural areas, both infant and child mortality rates are higher (56 and 97), compared to the infant and child mortality rates (54 and 75) in urban areas⁷¹.

Road isolation is exacerbated by the weakness of telecommunications: access to information is indeed deficient. The dissemination, access and use of the Internet, the lack of a telephone network, but also radio and television, are strongly affected by the weakness of energy, and high costs (due to little competition in the market, with only 2 operators). In 2015, the cellular network coverage in the country was 36%, but since then the electrical infrastructures have deteriorated and therefore it is assumed that the situation has worsened, especially considering that in the rainy season communications are even more compromised. Television does not reach the interior regions, but with poor access to electricity it would be difficult to use a television set. Radio is the means of social communication covering the entire national territory, provided by public, private and community radios. But the use of radio in rural areas, where there is no electricity and where batteries must be bought, or solar panels used, is exclusive to the male head of the family. Women and children are totally excluded from access and use. Also, the

⁶⁷ *Ibidem*

⁶⁸ World Bank, *Guinea-Bissau: Service Delivery Indicators Report – Health*, June 2019 Available online at: <http://documents1.worldbank.org/curated/en/294721561652896187/pdf/Guinea-Bissau-Service-Delivery-Indicators-Report-Health.pdf>

⁶⁹ *Ibidem*

⁷⁰ Ministério da Economia e Finanças, Direcção Geral do Plano, Instituto Nacional de Estatística, *Inquérito aos Indicadores Múltiplos (MICS) 2014, Relatório Final*, 2014

⁷¹ *Ibidem*

information that is heard on the radio is mostly political or has little to do with rights and gender related issues⁷².

Geographical isolation and access difficulties of communities have negative knock-on effects on community life in rural areas and islands. Therefore, if the weak road network impedes the efficient flow of goods, and consequently impedes trade, it directly affects people's ability to access basic services, including schools and hospitals. For communities living in regions closer to Senegal and Guinea, the difficulty of access to national services forces them to migrate and resort to buying goods and services from across the border, often illegally, putting certain categories of people at risk with the addition of economic devaluation of products, child labour, human trafficking, sexual exploitation and abuse, illegal migration, smuggling, prostitution, drug trafficking, etc. Consequently, the geographic isolation drives young people to migrate, taking with them the future community workforce to urban centres, neighbouring countries, or to Europe. In a more macro context, this outflow of goods and people from the country can result in a substantial loss of revenue for the Government in terms of human capital.

Above all, this affects development and gender equality in rural areas and islands, especially for women, girls, children, young people, elders, and people with disabilities. These groups, which within the community depend on men or in some way on others, are those who resist isolation in their own condition. In addition to having difficulty in accessing different economic opportunities and family work, isolation and the geographical and physical condition of the area itself affects the most basic and essential rights, because it prevents them from being encouraged to study and have access to health consultations, birth registration, access to information, and full citizenship.

1.3.3 Vulnerability to Shocks

Guinea-Bissau is a country exposed to frequent and recurrent shocks arising from the impact of political and social conflicts and violence, climate change, economic crisis and health emergencies. These shocks, regardless of their origin, often have an impact on all people already excluded (women, girls, children, young people, the elderly, people with disabilities and albinism, LGBTI) because they accentuate and exacerbate situations of marginalization and previous discrimination.

1.3.3.1 Political and social conflicts and violence

Guinea Bissau has been subject for several decades to political conflicts and major military interventions that have led to the political destabilization of the country, which is at the root of the fragility of the rule of law.

Recurrent *coups d'état* and periodic violence during these events have led the country to political and social conflicts, which have, as serious consequences, ungovernability, lack of economic development, and extreme poverty. Therefore, the repeated outbreaks of armed violence such as coups, civil wars, and massacres contribute to a culture of violence that has become the *modus operandi* of part of the population of Guinea-Bissau. Allied to this culture of violence is the cult of weapons and their proliferation⁷³. This has been aggravated by the spread of weapons' stocks during wars and the weak control exercised over them.

⁷² A. Soares Lopes, IMVF, *Os Media Na Guiné-Bissau*, Bissau, 2015. Available online at: https://www.imvf.org/wp-content/uploads/2017/12/mediaguinebissau_net.pdf

⁷³ Voz di Paz and Interpeace, *Roots of Conflicts in Guinea-Bissau: The voice of the people*, August 2010.

Even close to the borders, insecurity is felt mainly because of the uncontrolled smuggling of weapons. This is the case in the regions of Cacheu and Oio, both on the border with Senegal, where the Casamance conflict took place for almost four decades (1982-2014)⁷⁴. The highly dangerous cross-border violence creates conflict on both sides of the border, increasing the risk of violent clashes and increasing the vulnerability of the most marginalised.

In fact, this culture of violence mainly affects women, girls, and children, who are subject to domestic violence, but also affects young people, the elderly, and people with disabilities, who find themselves living in a society with many political and social tensions, which does not prioritize peace and community development. In this situation of vulnerability to violence, women, girls, and children are the people most at risk; above all, they do not find a space for their own development and social participation, perpetuating their condition of marginality.

1.3.3.2 Climate Change, Natural Disasters and Economic Shocks

Guinea-Bissau is one of the countries most affected by climate change, with a temperature increase of about 1°C over the last five decades⁷⁵. The main weather-related disasters in Guinea-Bissau are floods and droughts. An Early Warning System (EWS) does not yet exist in the country and the poor communities that live in risk areas are unprepared to respond to natural disasters or post-recovery situations.

People who are socially, economically, culturally, geographically or politically marginalised are often the most vulnerable to shocks and to the impact of environmental change due to the limitations of their previous ability to anticipate, adapt and absorb climate and disaster risks⁷⁶. Therefore, disasters also tend to exacerbate existing social inequalities and power dynamics, limiting people's ability to escape poverty and leaving the poor and most marginalised at greater risk of being 'left behind', and more vulnerable to current and future climate risks and disasters⁷⁷.

In the specific case of Guinea-Bissau, people living and working in areas at risk of natural hazards (including those affected by climate change), increase their exposure to climate risk and disasters, and face underlying vulnerabilities and inequalities that are exacerbated and intersecting. Women, girls, children, young people, the elderly, people with disabilities, people with albinism and LGBTI, who already normally face inequalities, see themselves even more discriminated against in the face of climate change and natural disasters.

These people are left behind because the State has difficulty in implementing disaster preparedness, response and recovery policies that include social protection measures and post-disaster economic investment. Moreover, they are not included in the political mechanism for representation that can help reduce inequalities. Women in distressed areas, for example, suffer the consequences and can do nothing in the face of increasing inequalities and denial of rights.

For this reason, climate change and disasters have a negative impact on those already living in a situation of exclusion, poverty and vulnerability. Also, the fragility and weaknesses of the sectors, that

⁷⁴ *Ibidem*

⁷⁵ CIMA, UNDRR (2019), *Perfil de Risco de Desastres de Guiné-Bissau, Revised Version*, Savona. Available online at: <http://riskprofilesundrr.org/documents/1522>

⁷⁶ ODI, M. Manuel, F. Grandi, S. Mane, A. Kirbyshire, E. Lovell 'Leave no one behind' index 2018, July 2018 Available online at: <https://www.odi.org/sites/odi.org.uk/files/resource-documents/12304.pdf>

⁷⁷ *Ibidem*

already have a low response capacity in normal situations, see an acceleration in the collapse of services (schools, health, banks, public offices, markets, etc.) caused by the shocks.

A disaster destroys or severely damages those economic activities that were not sustainable or not adapted to the climate (fragile livelihoods, non-mechanized and climate-dependent agriculture, etc.). It also destroys or severely damages unprepared infrastructures (roads and buildings, electricity, water points), and increases the negative life conditions of the poorest and most vulnerable communities. If a resilience-building or disaster risk reduction approach has not been implemented before the disaster, the consequences at the time of the shock will be worse for those who are already fragile and vulnerable, perpetuating poverty.

Floods are a recurring natural hazard in Guinea-Bissau, especially along its coast, and affect on average almost 200 people per year, most of them concentrated in the southwestern part of the country, in the province of Quinara⁷⁸. Livelihoods of households, based on seasonal agriculture, are heavily exposed to flooding. Direct losses particularly affect families in the provinces of Bafatá and Gabú but the risk is also rising in the southwestern part of the country. Flooding increases the isolation and poverty of affected communities, destroying or damaging roads and socio-economic infrastructures and preventing transport and communication within the disaster area, mainly in rural communities. Therefore, the farmers cannot dispose of their products and if they have not lost the crops, they will not be able to sell them, exacerbating pre-existing critical situations. Floods decrease the social and human development of communities: children cannot go to schools, people cannot go to health centres, women must work twice as hard to help their families, at home and in the fields etc.

Drought is also a recurring natural disaster which has hit Guinea-Bissau in the recent past. On average, 252,000 people, almost 14% of the population, are affected annually by drought, directly affecting crops and livestock of rural communities, which are the principal income of households. 14% of the cattle (62,000 heads) have been affected by drought but these figures could increase as the situation worsens. Currently, most of the cattle affected by drought are in eastern Guinea-Bissau⁷⁹. The principal crop losses are cashew nuts, cassava, maize, rice, and sorghum. The losses account for almost 10% of average crop production⁸⁰. The economic losses of agricultural production are concentrated in two regions of north-central Guinea-Bissau (Oio and Bafatá). Drought has serious implications on food security such as hunger and malnutrition, caused by losses in agriculture and livestock production, as well as aggravating the shortage of water resources.

Heavier periods of rainfall, along with higher tides from the rising sea level continue to hit the coast. The rise in sea level continues to affect Guinea-Bissau's coastal region and is a serious threat to 70% of the population who reside along the coast. Heavy rainfall events often occur in the country and cause flooding that have severe impacts on infrastructures, agriculture, and public health. Every year, around July and August, heavy rainfall affects some populations and destroys assets, but Guinea-Bissau has never been able to mobilize crisis response and humanitarian assistance because the impact does not justify it. The torrential rains mainly destroy houses and property that are not prepared for this kind of extreme situation.

⁷⁸ *Ibidem*

⁷⁹ *Ibidem*

⁸⁰ *Ibidem*

Likewise, rising temperatures and rainfall variability have been the cause of low-yields and soil degradation (15% of the land is affected by degradation), and the rising of sea water levels has led to the salinization of agricultural land⁸¹. The natural environment of Guinea-Bissau is vulnerable to increasing desertification and deforestation (-11.5% of forest in the last years) due to increasing domestic fuel demands, overfishing, and saltwater intrusion into agricultural areas⁸². Despite an overall decrease in rainfall, rain events are becoming increasingly intense and are frequently accompanied by strong winds, particularly during the months of August and September which result in substantial agricultural losses. Because of lower rainfall, there is increased salt-water infiltration into aquifers⁸³. The degradation of water resources due to climate change is increasingly affecting access to drinking water, especially for poor and vulnerable children and their families. Changing rainfall patterns and excessive exploitation of water points has increased salinization and reduced water levels. Increased salinization from the ocean has damaged rice production, caused coastal erosion, and flooded coastal aquifers. In the communities, women and healthy children are responsible for water collection. Only 9% of the rural population has access to electricity, 21% use basic sanitation facilities, and 67% have access to basic drinking-water sources⁸⁴. The decreasing availability of drinking water will force children and women to spend more physical effort and time collecting it, taking time away from other activities. In the case of children, for example, time will be taken away from school activities. In particular, in the case of girls, the risk of dropping out of school increases.

In Guinea-Bissau, wood and charcoal-based fuel stoves for cooking constitute the largest emission source thus becoming a priority for mitigation of climate change⁸⁵. On average, 60 000 hectares of land are cleared and/or burned every year in Guinea-Bissau, and most of the population still cooks on firewood and charcoal. Biomass energy resources encompasses wood, coal and agricultural / forest products and represent 90% of energy consumption in the country⁸⁶. At the level of subsistence communities, the collection and use of wood/coal for heating and cooking uses enormous resources in biomass and hand labour. Currently, the forests in the country suffer strong pressure due to increasing demand and population growth, especially in rural areas, which are heavily dependent on traditional energy (85-95% of population uses coal and wood for cooking).⁸⁷ Women and girls are primarily responsible for harvesting the firewood used by the family for food preparation, spending a lot of time and physical effort.

The economic dependence of the rural populations of Guinea-Bissau on agriculture, and on climate-based sources of income that have no place in the formal economy and market, seriously and repeatedly expose them to economic shocks. In fact, the non-diversified and small economy, based mainly on

⁸¹ UNDP, *Pre-MAPS Mission Guinea-Bissau, Report, Draft for UNCT Comments*, October, 2018

⁸² UNDP, *Human Development Report, 2019. Beyond income, beyond averages, beyond today: Inequalities in Human Development in the 21st Century* 2019. Available online at: <http://hdr.undp.org/en/2019-report>

⁸³ UNDP, GEF Project, *Strengthening Resilience And Adaptive Capacity To Climate Change In The Agrarian And Water Sectors*, January 2015. Available online at: https://www.adaptation-undp.org/sites/default/files/resources/brief_3977_gbissau.pdf

⁸⁴ UNDP, *Human Development Report, 2019. Beyond income, beyond averages, beyond today: Inequalities in Human Development in the 21st Century* 2019. Available online at: <http://hdr.undp.org/en/2019-report>

⁸⁵ Republic of Guinea-Bissau, *Third National Communication: Report to the United Nations Framework Convention on Climate Change*. Republic of Guinea-Bissau, Bissau 2018.

⁸⁶ *Ibidem*

⁸⁷ *Ibidem*

cashew nut cultivation and without an active private sector, is extremely vulnerable to economic shocks, both resulting from climate change and dependence on the international market⁸⁸. Economic crises therefore affect those people who are already excluded from the formal market and economic growth, who are poor and have an unstable source of income, especially in rural areas. Once again those are women, so economic shocks mainly affect women, young people, children, the elderly and people with disabilities.

Considering that women are more involved in or related to agricultural activities, they suffer the direct consequences of climate change, droughts, floods, and of the main natural disasters and economic shocks, losing even more rights and being left behind in development. In addition, women do not have access to refunds or social aid; in part these measures do not exist and in any case their husbands would be the beneficiaries. Women do not have access to land possession and have no rights in the face of losses. The impact of natural disasters and economic crisis also has a knock-on effect on women's lives and their children, causing not only food and nutritional insecurity, but can increase domestic violence and cases of abuse. Families who lose their crop and have no resources are more likely to marry their daughters early. Children are also prone to be particularly affected by shocks and crisis and remain excluded from developmental measures.

Torrential rains, for example, destroy already precarious communication routes and links between communities and health centres, putting at risk the already low adherence of women to maternal and child centres and schools.

People with disabilities, who are often dependent on others, cannot escape a flood on their own and cannot move around safely afterwards. People with physical disabilities cannot contribute to the recovery of family livelihood activities and cannot reach a health centre when they need to.

For people with albinism, disasters prevent access to medical care and especially eye monitoring. In times of drought, when temperatures are high, people with albinism do not find adequate protection (lotions, suitable fabrics) and risk extreme health consequences (e.g., skin cancer).

Generally, children, young people, the disabled, people with disabilities and albinism, LGBTI, and the elders who experience high inequality and discrimination before the disaster, then face the difficulties of the context with less capacities due to increasing poverty, disease, hunger, malnutrition, and decreasing access to schools and medical services. This extreme situation exposes them even more to known and perceived risks, such as human trafficking, sexual abuse and exploitation, forced labour, etc.

Climate change has an impact on population health, especially on children in rural areas and islands, where there are increasing diseases. Most emerging infectious diseases, and almost all recent pandemics, originated in wildlife, and there is evidence that increasing human pressure on the natural environment may increase disease emergence⁸⁹. Increased temperatures and humidity increase malaria transmission, flooding incites the spread of waterborne diseases, drought escalates the risk of meningitis, which can cause the emergence of infections and epidemics, and increased temperatures worsen air pollution and increase the threat of acute respiratory illnesses. People from poor

⁸⁸ UNDP, *Pre-MAPS Mission Guinea-Bissau, Report, Draft for UNCT Comments*, October 2018

⁸⁹ WHO, Q&A: COVID-19, April, 2020. Available online at: <https://www.who.int/emergencies/diseases/novel-coronavirus-2019/question-and-answers-hub>

communities, especially children, elders and people with disabilities or diseases, affected by these diseases, living in rural areas or islands, have no access to adequate health services.

1.3.3.3 Health emergencies

The fragile Guinean health system is highly vulnerable, and an epidemic is not manageable, quickly becoming a health emergency. In fact, cholera, tuberculosis, meningitis emergencies are recurrent. Infrastructural weakness and professional skills expose the entire population to the health crisis, especially those living in rural areas. Despite this, women, children, the elderly, and people with disabilities are the most vulnerable. Beyond the structural problems of access to services, vulnerability of these people is due above all to the strong dependence on others to access services and prevention and protection measures. In addition, the lack of previous resilience of these people makes them the main risk groups and, most of all, the people left behind.

The global health crisis caused by the Corona Virus Disease 2019 (COVID-19) pandemic further demonstrates that women, children, the elderly, and the disabled are always the people who are less able to access services, information and protective devices, and therefore have less chance of recovering than others.

1.3.3.3.1 COVID-19: Effects and Impact of the Pandemic

In 2020, the world and Guinea-Bissau were affected by the COVID-19 pandemic, an acute respiratory disease caused by the coronavirus of Severe Acute Respiratory Syndrome 2 (SARS-CoV-2)⁹⁰.

In Guinea-Bissau, since March, the pandemic and contagions have been contingent. The official COVID-19 count stands now close to 2,000 infections and over 25 death cases, spreading over the entire territory. Unfortunately, the country already has a disastrous health situation, with the second most fragile health system in the world⁹¹. There is no Intensive Therapy Unit (ICU) and respiratory support machines have been provided with the

COVID-19 is a highly contagious virus, which spreads silently and very easily among people. Some people have severe symptoms, some display mild symptoms, and others display no symptoms (asymptomatic). One in 6 people who contract the COVID-19 has serious health and breathing problems. The mortality rate is not very high, only 5%, and includes mainly elderly people or those with previous diseases.

The dramatic and dangerous nature of COVID-19 is that when many people who need long and perhaps intensive care are infected at the same time, the health and social systems collapse. The only current possibility to mitigate and contain the contagion is to maintain physical distance, reduce social activities, work and all those activities that require contact and presence, until the end of infected people.

Figure 4. COVID-19 INFO. Source [WHO](#)

support of the United Nations and international partners. Despite this, the capacity for their use by medical staff is limited and concentrated in the urban areas, currently in Bissau. Access to health services is deficient and in some rural areas it is almost non-existent⁹². The context of Guinea-Bissau already presents great structural weaknesses preventing it from having a successful management. Political conflicts prevent open cooperation between the actors involved, therefore a coordinated programming and intervention between the public sector international organisations, the NGOs and the

⁹⁰ *Ibidem*

⁹¹ UNDP, *COVID-19 UNDP's Integrated Response*, June 2020. Available online at:

https://www.undp.org/content/dam/undp/library/km-gap/undp-COVID-19_UNDP_Integrated_Response.pdf

⁹² *Ibidem*

civil society, has become very difficult, the delay in closing the airspace and borders and the lack of controls carried out on arriving passengers are all examples of these shortcomings. Public health institutions are not prepared to deal with the pandemic, and health personnel do not have enough personal protective equipment (PPE) and training to manage COVID-19 patients and to follow all standards. For example, in Guinea-Bissau there is no ICU and the prepared infrastructure, with the support of the partners, had to organize the arrival of machines to support breathing. The lack of up-to-date records and demographic data, prior to COVID-19, effectively prevents an analysis of people's contacts to map cases. The communication for COVID-19 is increasingly inducing rules for social behaviour in order to prevent contagion.

At the same time, existing socio-economic weaknesses in the context and in the population are indirectly affecting the inequalities of groups during this pandemic, increasing the gap for those already left behind and for the most vulnerable. Public authorities have forced the population to stay at home and not go out to work to prevent contagion, without providing alternatives for the purchase of food, or subsidies for purchases or other livelihood needs. In this case, the population, with a multidimensional poverty rate of 67.3%, will probably worsen their own condition of deprivation over the next months. According to the updated IMF forecasts made on 14 April 2020, due to the outbreak of COVID-19, state that GDP growth is expected to fall by -1.5% in 2020 and go back up to 3% in 2021, subject to the post-pandemic global economic recovery⁹³.

Children who don't have a regular education risk losing another year of schooling. Girls and women, victims of abuse and violence within the family nucleus, are spending their days at home where they are at the risk of being victims to daily violence. Although it is true that the virus does not affect young people or children, and causes few serious complications, and considering that the average age in Guinea-Bissau is 19, there are two aspects that must be considered:

- the level of malnutrition and the increase in acquired diseases in the young population. 17% of children under 5 years of age are underweight with chronic malnutrition. In rural areas, chronic malnutrition in children under 5 years of age is 30.1%, while in urban areas it is 20.6%⁹⁴;
- the socio-economic impact that the death of a family member will have on children or women.

Pandemics, epidemics and health disasters, as well as natural disasters, mainly affect fragile and vulnerable contexts and groups that have no previous preparedness and social inclusion, making it difficult to implement resilient recovery measures and perpetuating discrimination and inequalities.

1.3.4 Socio- Economic Status

Guinea-Bissau has consistently ranked in the bottom ten countries of the human development index (HDI) (in 2019 it went from position 177 to 178 in a pool of 189 countries)⁹⁵. This ranking shows an even more worrying situation with the IHDI's analysis of inequality, which reduces human development

⁹³ Groupe Société Générale, *Country Risk Of Guinea-Bissau : Economy*, May, 2020 Available online at: <https://import-export.societegenerale.fr/en/country/guinea-bissau/economy-country-risk>

⁹⁴ Ministério da Economia e Finanças, Direcção Geral do Plano, Instituto Nacional de Estatística, *Inquérito aos Indicadores Múltiplos (MICS) 2014, Relatório Final*, 2014

⁹⁵ UNDP, *Human Development Report, 2019. Beyond income, beyond averages, beyond today: Inequalities in Human Development in the 21th Century* 2019. Available online at: <http://hdr.undp.org/en/2019-report>

achievements through inequality in the distribution of health, education and income within countries, and provides a more complete and multidimensional view of inequality (Gini coefficient is 50.7). The IHDI corrected for the country's inequalities drops from 0.461 (HDI) to 0.288 (IHDI), thus worsening the overall picture of the country. Moreover, as indicated again in the HDI, the poor are most affected by inequalities. The human inequality coefficient for Guinea-Bissau is equal to 37.4% ⁹⁶.

1.3.4.1 Poverty and deprivation

In Guinea-Bissau, 67.3% of people live below the national poverty line and 33% are in extreme poverty (estimated 627,000 people based on the projection of population growth in 2020) and in rural areas the poverty (H in figure 5) is very critical, with an incidence of 87.1%

Area	MPI	H	A	Vulnerable	Severe Poverty	Population Share
National	0.372	67.3%	55.3%	19.2%	40.4%	100.0%
Urban	0.193	42.3%	45.7%	28.4%	14.6%	44.2%
Rural	0.514	87.1%	59.0%	11.8%	60.9%	55.8%

Figure 5. MPI Guinea-Bissau. Source : [OPHI](#).

versus 42.3% of poverty in urban areas. In any case, the income share held by 40% of the poorest members of the population is only 12.8% of the country's income, while 10% of the richest among the population have accumulated 42% of the country's total income share. Inequality is estimated at 32.3% in life expectancy at birth, 41.9% in education and 37.9% in income⁹⁷.

The Multidimensional Poverty Index (MPI) differs from a purely monetary concept of poverty and includes other social, environmental, and housing factors, which reflect the deprivation that poor household suffers from, and which prevent real development. MPI therefore shows that the multidimension of poverty that afflicts communities is given considering both the percentage of people in poverty (H) and the level of deprivation (A) that results from it. The national MPI in Guinea-Bissau is estimated at 37.2%⁹⁸. However, data disaggregated by areas indicate that the rural area has an MPI of 51.4% while the urban area has an MPI of 19.3%, thus highlighting a very large gap⁹⁹. These values are calculated considering the deprivation of three main sectors, education (33.9%), health (21.3%) and living conditions (44.7%), which in turn collect data for other sub-sectors¹⁰⁰.

Very low investment in socio-economic infrastructures increases the vulnerability and multidimensional poverty, especially for woman and girls. They suffer deprivation and vulnerability linked to many factors: the lack of social infrastructure, the economic condition of families, and prejudice and discrimination. In fact, only 25% of the national territory is covered by primary schools, but the distance of secondary

⁹⁶ UNDP, Human Development Report 2019, *Inequalities in Human Development in the 21st Century, Briefing note for countries on the 2019 Human Development Report, Guinea-Bissau*. 2019. Available online at: http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/GNB.pdf

⁹⁷ *Ibidem*

⁹⁸ Oxford Poverty and Human Development Initiative (OPHI), *Global MPI Country Briefing 2019: Guinea-Bissau (Sub-Saharan Africa)*, Country Briefing September 2019. Available online at: https://ophi.org.uk/wp-content/uploads/CB_GNB_2019_2.pdf

⁹⁹ UNDP, Human Development Report 2019, *Inequalities in Human Development in the 21st Century, Briefing note for countries on the 2019 Human Development Report, Guinea-Bissau*. 2019. Available online at: http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/GNB.pdf

¹⁰⁰ Oxford Poverty and Human Development Initiative (OPHI), *Global MPI Country Briefing 2019: Guinea-Bissau (Sub-Saharan Africa)*, Country Briefing September 2019. Available online at: https://ophi.org.uk/wp-content/uploads/CB_GNB_2019_2.pdf

schools (mainly concentrated in urban areas) from rural communities, the high cost of transport and social prejudices linked to gender, results in girls being the first to leave education, with 25.7% between 10 and 11 years old outside the education system¹⁰¹.

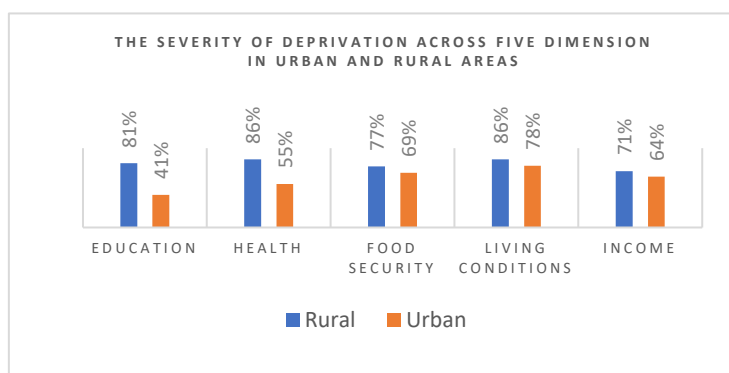


Figure 6. Five dimensions of deprivation. Source: A WFP study in Guinea-Bissau analyzes the breakdown of MPI data using an FAO methodology.

For the health sector, the country is divided into 11 regions, subdivided into 114 health districts (or areas) based on geographical criteria. About 50% of the population lives in urban areas, but 40% of the population still lives more than 5 km from the nearest primary health care institution¹⁰².

In the Bijagós, 75% of people considered the distance to be a problem, because they must travel by boat to reach the centres on the mainland. 62% of health facilities in the country are in rural areas and the majority

are categorized as Type C health centres which are in turn distributed across the different regions. As mentioned above, Guinea-Bissau has a total of eight hospitals of which five are Regional Hospitals located in the Region's main cities while the two reference hospitals are in the city of Bissau and in Biombo¹⁰³. 86.5% of health workers work in urban areas. Across all health facilities in Guinea-Bissau, 45% have a sustainable source of electricity (grid or solar panel), a reliable water source, and a modern toilet¹⁰⁴.

The disparity and multidimensionality of poverty and deprivation of the communities in rural areas is considerably higher than in urban areas, as reported in the Figure 6, especially in crucial sectors such as education and health. In that figure, where the sub-sectors are more detailed, the difference and gap in deprivations between urban and rural areas is very clear¹⁰⁵. The deprivations suffered by rural communities are therefore different, multiple and connected, especially for the components of living

¹⁰¹ Fundação Fé e Cooperação (FEC), *Relatório da situação da criança na Guiné-Bissau 2015/2016*, Bissau 2017

¹⁰² UNIOGIBS, Secção De Direitos Humanos (UNIOGBIS-SDH)-ACNUDH, *Relatório Sobre O Direito À Saúde Na Guiné-Bissau*, April, 2017, Available online at: https://www.ohchr.org/Documents/Countries/GW/RightHealthGuineaBissau_PT.pdf

¹⁰³ World Bank, *Guinea-Bissau: Service Delivery Indicators Report – Health*, June 2019 Available online at: <http://documents1.worldbank.org/curated/en/294721561652896187/pdf/Guinea-Bissau-Service-Delivery-Indicators-Report-Health.pdf>

¹⁰⁴ *Ibidem*

¹⁰⁵ Oxford Poverty and Human Development Initiative (OPHI), *Global MPI Country Briefing 2019: Guinea-Bissau (Sub-Saharan Africa)*, Country Briefing September 2019. Available online at: https://ophi.org.uk/wp-content/uploads/CB_GNB_2019_2.pdf

conditions¹⁰⁶. Figure 7 shows the percentage of people in poverty (H) and serious deprivation level (A) of Regions in Guinea-Bissau and the status of communities. There is a great disparity between the regions, but the number of poor people in the following regions is especially impressive: Quinara (78.55%), Oio (87.2%), Bafatá (87,5%) and Gabú (89.3%). What is worrying is the large percentage of households in these regions that are vulnerable to poverty and in severe poverty¹⁰⁷.

Region	MPI	H	A	Vulnerable	Severe Poverty	Population Share
Bafata	0.534	87.5%	61.1%	9.3%	64.0%	11.1%
Biombo	0.384	70.8%	54.3%	25.3%	42.4%	7.2%
Bolama	0.314	61.3%	51.2%	34.1%	31.7%	2.2%
Cacheu	0.335	68.2%	49.1%	27.8%	27.8%	10.0%
Gabu	0.536	89.3%	60.1%	7.0%	67.7%	11.3%
Oio	0.537	87.2%	61.5%	11.5%	63.9%	16.8%
Quinara	0.421	78.5%	53.6%	19.3%	46.7%	3.9%
SAB	0.155	35.6%	43.6%	27.3%	10.4%	30.9%
Tombali	0.451	83.5%	54.0%	13.6%	50.5%	6.6%

Figure 7. MPI by Regions in Guinea-Bissau. Source: [OPHI](#)

This analysis is enriched by the multidimensional analysis of child poverty using the Multiple Overlapping Disparities Analysis (MODA) methodology to include child deprivation (housing, water, sanitation, nutrition, health care, education development, and child protection/birth registration). Figure 8 shows how the adjusted poverty index most affects children aged between 0-17 years in rural areas, and how they are strongly excluded and discriminated against not only in access to services, but also in their own development¹⁰⁸. The incidence by gender is more severe in girls with almost 56% more deprivation than boys.

From the socio-economic data, it is evident that the communities in rural areas and islands are those with the highest multiple poverty conditions. Children are those who suffer the most deprivation from different levels and sectors and are exposed to situations of discrimination, abuse and violence.

Guinea-Bissau is a Least Developed Country (LDC) and Small Island Developing States (SIDS). Economic growth has been a stumbling block in recent years, but in 2017 it reached almost 5.9%.

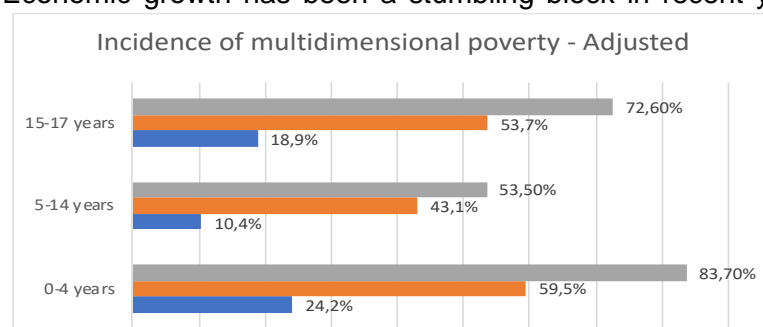


Figure 8. Incidence-adjusted of multidimensional poverty (M0) discriminated against by age group and area, considering 4-7 deprivations, in Guinea-Bissau. Source: MPI – UNICEF

Despite an increase in oil prices, the inflation rate should increase from 0.2% in 2019 to 0.8% in 2020 and it should reach 1.5% in 2021. As the price of cashew nuts fell (Guinea-Bissau's main export commodity), the country experienced a budget deficit of 2.8% in 2019. The debt-to-GDP ratio was at

¹⁰⁶ UNDP, Human Development Report 2019, *Inequalities in Human Development in the 21st Century, Briefing note for countries on the 2019 Human Development Report, Guinea-Bissau*. 2019. Available online at: http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/GNB.pdf

¹⁰⁷ Oxford Poverty and Human Development Initiative (OPHI), *Global MPI Country Briefing 2019: Guinea-Bissau (Sub-Saharan Africa)*, Country Briefing September 2019. Available online at: https://ophi.org.uk/wp-content/uploads/CB_GNB_2019_2.pdf

¹⁰⁸ National Direction of Planning of Guinea-Bissau, UNICEF, UNDP, *Rapport Annuel, Pauvrete Multidimensionnelle et Privations Multiples Des Enfants, En Guinee-Bissau*, November 2017.

69.2% in 2019¹⁰⁹. The country depends heavily on imports, dominated by machinery and construction materials (19%), fuel and refined products (18%), services (16%), and food and agricultural products (12%)¹¹⁰. Economy is still characterized by weak secondary and tertiary sectors, and an embryonic private sector that does not allow it to take advantage of the opportunities offered by the regional market¹¹¹. Guinea-Bissau's GDP per capita could have been 65-90% higher if not for its endemic fragility¹¹².

The livelihoods of the communities in Guinea-Bissau are centred on agriculture, which is the engine of the economy, but they depend mainly on cashew nuts, rice and subsistence farming. Cashew nuts represent almost 90% of the country's exports and the main source of income in rural areas¹¹³. Agriculture accounts for 47% of GDP and employs 69% of the population¹¹⁴.

Despite the relevance of this sector in the economy, most farmers, especially women, work in rudimentary conditions, without mechanical or technical tools. The farmers do not have constant access to water, so they practice an agriculture based on climate and rainfall, and they do not always have direct access to the market. For this critical situation, almost 20% of households in Guinea-Bissau face food insecurity (though this figure can be as high as 51% in some areas), while 64% are at high risk of falling into food insecurity because they were unable to allocate part of their income to non-food expenditure¹¹⁵. The vulnerability of families in rural areas is also highlighted by the significant share (61% on average) spent on food. Due to the crisis caused by COVID-19, the food security situation is going to deteriorate in 2020.

Women, who traditionally take care of the agricultural crops, wood harvesting and water collection, as well as domestic issues and childcare, are more overburdened (even physically), without having added social benefits.

Children are the most vulnerable group where food insecurity and nutrition are concerned, considering that 27.6% of children between 6-59 months suffer from chronic malnutrition¹¹⁶. In addition, 1.7% of children under 5 years of age suffers from acute malnutrition. Chronic malnutrition particularly affects rural areas, with a rate of 30.1%, more than urban areas (with a rate of 20.6%). According to the MICS survey of Guinea-Bissau, in 2014, 17% of children under five were underweight, particularly in Oio (20%), Bafatá (23.9%), and Gabú (19.4%)¹¹⁷. In relation to the prevalence of wasting (or thinness: low

¹⁰⁹ Groupe Société Générale, *Country Risk Of Guinea-Bissau : Economy*, May, 2020 Available online at: <https://import-export.societegenerale.fr/en/country/guinea-bissau/economy-country-risk>

¹¹⁰ African Development Bank Group, *Guinea-Bissau Economic Outlook, Macroeconomic performance and outlook*, April 2020, Available online at: <https://www.afdb.org/en/countries/west-africa/guinea-bissau/guinea-bissau-economic-outlook>

¹¹¹ African Development Bank/OECD/United Nations Development Programme (2017), "Guiné-Bissau", in *African Economic Outlook 2017: Entrepreneurship and Industrialization*, OECD Publishing, Paris, 2017

¹¹² *Ibidem*

¹¹³ World Bank, GUINÉ-BISSAU, *Memorando Económico do País, TERRA RANKA! UM NOVO COMEÇO 12 de Janeiro, 2015, Prática Global: Gestão Macroeconómica e Fiscal*, January 2015 Available online at: <http://documents.worldbank.org/curated/pt/843231468250507098/pdf/582960PORTUGES0CEM0final010Feb150PT.pdf>

¹¹⁴ *Ibidem*

¹¹⁵ WFP Guinea-Bissau, *Country Brief*, January 2020. Available online at: <https://docs.wfp.org/api/documents/WFP-0000113145/download/>

¹¹⁶ Ministério da Economia e Finanças, 2014. *Guiné-Bissau – Inquérito aos Indicadores Múltiplos (MICS5) 2014*, s.l.: Ministério da Economia e Finanças, Direcção-Geral do Plano/Instituto Nacional de Estatística (INE).

¹¹⁷ *Ibidem*

weight-for-height)¹¹⁸, the national rate was 6%, but in the regions of Gabú, Bafatá and Oio, they were above the national rate with, respectively, 7.6%, 7.2%, and 6.7%¹¹⁹. The national prevalence of growth was 27.6%, but the regions of Gabú, Bafatá, and Oio were above the national rate, respectively 35.3%, 34%, and 30.1%¹²⁰.

The nutrition of women with childbearing potential and during pregnancy affects the nutrition of the foetus and continues to represent a major gap. 11.3% of women between 15 and 49 years of age are underweight and 0.9% are malnourished, and the regions of Gabú (16.5%), Oio (16.3%), and Bafatá (14.3%) are the most affected¹²¹.

The economically active population (employed) in Guinea-Bissau is 70%, 78.4% of them have precarious employment, which is unsafe and poorly paid. 30% of the economically active population does not have a job (unemployed). Young, unemployed people, between 15 and 24 years old represent 4.1%¹²². The labour force participation rate (% ages 15 and older) is 73.0%, and of those 67.3% are women, with ages 15 and older)¹²³. Almost 68% of the population depend on agriculture as their main source of income and 23.2% is employed in services and in small informal activities with micro-enterprises or self-employment, in trade and transport. Only about 10% represent wage labour, half in small urban services, and half in the public sector¹²⁴.

Concerning employment, women are practically invisible. Women take care of children, farming, family work, the home, and their husbands, but they are one of the most vulnerable groups in the country. The women work in the private sector, in agriculture, in commerce, in public institutions, but most of them are not legalised, they have no social protection, they have no rights (social protection), or social assistance; as they are unemployed, they receive no benefits, they work on the streets as vendors, but deliver the money to their husband at the end of the day. In 2015, salaried women in the country represented almost 26% of formal employees. The ratio of woman versus man in employment is 36 women per 100 men¹²⁵.

Women in agriculture live in a disadvantaged condition, because men have the power in all decisions, about land and resources. In rural areas, every family has a portion of land to cultivate and to ensure at least one daily meal, cultivating crops and cereals. The women (the wives) are responsible for family crops, but they have no economic or ownership power over the land. The land belongs to the husband who has the responsibility of selling the products and choosing what to buy. The social and family pressure of the women in Guinea-Bissau society is enormous, but with few benefits.

¹¹⁸ WHO, *Global Database on Child Growth and Malnutrition*. Available online at:

<https://www.who.int/nutgrowthdb/about/introduction/en/index2.html>

¹¹⁹ Ministério da Economia e Finanças, 2014. *Guiné-Bissau – Inquérito aos Indicadores Múltiplos (MICS5) 2014*, s.l.: Ministério da Economia e Finanças, Direcção-Geral do Plano/Instituto Nacional de Estatística (INE).

¹²⁰ WHO, *Global Database on Child Growth and Malnutrition*. Available online at:

<https://www.who.int/nutgrowthdb/about/introduction/en/index2.html>

¹²¹ Ministério da Economia e Finanças, 2014. *Guiné-Bissau – Inquérito aos Indicadores Múltiplos (MICS5) 2014*, s.l.: Ministério da Economia e Finanças, Direcção-Geral do Plano/Instituto Nacional de Estatística (INE).

¹²² UNDP, *Human Development Report 2019, Inequalities in Human Development in the 21st Century*, Guinea-Bissau. 2019. Available online at: <http://hdr.undp.org/en/countries/profiles/GNB>

¹²³ *Ibidem*

¹²⁴ *Ibidem*

¹²⁵ African Development Bank, *Guinea-Bissau, Country Gender Profile*, 2015.

In addition to people not possessing ID documents, often in the course of an entire lifetime, to access socio-economic services (education, health, employment, social security, electricity, water and sanitation, housing, commerce), the condition of services and infrastructure is very poor due to bureaucracy that inhibits adherence in the rural and island communities. People identified as "those who are left behind" are discriminated against by the socio-economic sector because they are not qualified to be included. Therefore, they are excluded by mechanisms of economic and financial institutes and by structural gaps of local contexts and development policies.

More often than not, women have no access to a bank account, micro-credit agencies or other financial mechanisms to invest in socio-economic activities, both because they have no guarantees or identity papers, and because these economic infrastructures are hardly present outside Bissau. This excludes them from accessing credit, loans and other financial support initiatives from the banks. They are discriminated in many other specific situations, such as the payment of taxes, for example for the sale of honey in the open-air markets. In this case, women are the main targets for extortion by the officials who control these markets, forcing them to pay high and illegal quotas that do not end up in the State coffers¹²⁶. The fragility of women's positions in the Guinea-Bissau society exposes them to many abuses, presenting great challenges to reverse this situation.

The socio-economic sector is not inclusive and does not allow social mobility, especially at rural and island level. This situation leads, for example, to young people moving to urban centres far from the country. The economic growth of recent years does not reflect in an improvement in social development and rights. Women, girls, children, the elderly, people with disabilities and albinism, young people and LGBTIs are invisible within the local context, especially in rural and island areas, so they are prone to being absorbed by illegal trafficking or underdevelopment.

1.3.5 Governance

The weakness of governance institutions and the State's fragility have been the cause of the non-realization of people's basic rights and of the inequalities existing in the country.

The citizens of Guinea-Bissau are often excluded from political decisions affecting them. Despite this existing general discrimination, disadvantaged and marginalised people suffer more discrimination and social inequalities, having less chance than others to count as a voice in decisions affecting them. The marginalised people are less likely to be included in the data and evidence that the government uses to allocate resources and define policies. The excluded people have less chance to benefit from policies and programmes and to change their condition.

In Guinea-Bissau there is a clear gap in the production and updating of statistical data, for it to be a reference for all national and international actors. The last Population Census was conducted in 2009 with the support of the United Nations. Over the years INE has published updates based on the Census projections, but in 2020 a new one has not yet been carried out. The national registration system (on which the statistics should be also based) presents profound weaknesses, whether in birth registration and in civil registration or in the circulation of information between institutions at different levels of administration (local and national). Due to the centralisation of the administrative services, registration offices are prevalent in urban centres rather than in rural areas or in islands. Although UNDP has led

¹²⁶ This information was provided during the interviews for the preparation of the report by UNDP staff in Guinea-Bissau.

the efforts for voter registration and is exploring the possibility of linking voter registration to civil registry, and although UNICEF is supporting the establishment of birth registration points near maternity wards, there is no functioning civil registry¹²⁷. People who are being left behind, therefore, are also less likely to be able to register.

This institutional and sectoral gap in data and sharing of information management, due to the weak capacity of human and material resources and due to the centralisation of services, has therefore brought about the exclusion of the most marginalised people from statistics. This creates a barrier both for the Government of Guinea-Bissau and for cooperation partners in defining development programmes and interventions which also include those being left behind. Indeed, the lack of information and data concerning the territory and the situation of the citizens does not allow the Government to have enough knowledge to make decisions that influence the life of those being left behind. In addition, the government's authority and management capacity are also limited territorially and centralised at national level or in urban centres, creating a deep governmental vacuum that affects the marginalised.

Political instability and the inability to make informed (or evidence -based) decisions are also reflected in the weak fiscal planning capacity and implementation of an economic diversification policy supported by an efficient fiscal policy. The economic dependence on cashew nuts, due to the failure to achieve economic diversification, and the difficulty of implementing an appropriate tax reform that feeds more heterogeneously domestic revenues, exposes Guinea-Bissau to shocks and crisis. In fact, weakness in economic planning and public finance management do not ensure stability in public spending, so much so that the public deficit has continued to grow each year. As a result, the Government of Guinea-Bissau has often had to increase its public debt in order to meet expenditure (e.g., payment of civil servants' salaries, payment of loans, payment of public works to enterprises, etc.)¹²⁸.

Currently, the Guinean economy is showing the consequence of multisectoral fragilities being hit by the emergency created by COVID-19, which has also affected the cashew nuts harvest¹²⁹. The failure of the cashew agricultural campaign has caused a decrease in export revenues and tax collection for the State (as well as less income for families) which, also facing a greater need for expenses (due to the health emergency), is unprepared and dependent on the help of international partners. Despite this, Guinea-Bissau, due to political instability and strong corruption, may find itself isolated regarding international investment interests in the country. Competition from neighbouring countries is high, considering that the business environment is complicated, bureaucratic, and corrupted.

Therefore, the inefficient management of economic and fiscal policies may subsequently affect the condition of people who were already falling behind, increasing inequalities and discrimination (such as increasing domestic violence, early marriage, pregnancy, illegal migration, human trafficking, school dropouts and child labour, etc.). In addition, failures in economic interventions can influence the increase in the number of people who enter a vulnerable condition (such as public dependants who do not receive wages, such as employees in a company that has stopped working, people who have lost their own business, etc.). The negative influence that instability and political incapacity have on the economic

¹²⁷ Ministério da Economia e Finanças, 2014. *Guiné-Bissau – Inquérito aos Indicadores Múltiplos (MICS5) 2014*, s.l.: Ministério da Economia e Finanças, Direcção-Geral do Plano/Instituto Nacional de Estatística (INE).

¹²⁸ International Monetary Fund (IMF), *Guinea-Bissau, Technical Assistance Report—Enhancing Governance And The Anti-Corruption Framework—Next Steps*, Bissau, June 2020

¹²⁹ UNDP, *COVID-19 UNDP's Integrated Response*, June 2020. Available online at: https://www.undp.org/content/dam/undp/library/km-qap/undp-COVID-19_UNDP_Integrated_Response.pdf

situation therefore creates social tensions and conflicts among the poor, leaving the most discriminated against even further behind.

Therefore, the absence of adequate political and economic interventions aimed at groups or people being left behind perpetuates the disadvantages that certain groups and people face. It also erodes the social contract between the State and the people and makes it more difficult to encourage participation, identify challenges, enact solutions, and build trust. The loss of trust in State institutions and the absence of State authority encourages people who are left behind to migrate or to be involved or forced to participate in illegal activities (drug trafficking, human trafficking, illegal fishing, and illegal logging, etc.)¹³⁰.

Especially at local level, the absence of the State obliges the citizens to find other forms of management, to organize themselves without respecting norms or rigour, to be able to manage life in the communities. The political elite is not open to social dialogue with the citizens but is chiefly interested in obtaining political power, often disrespectfully of constitutional laws, and is not centred on defining solutions for the development of Guinea-Bissau.

In Guinea-Bissau, the spaces for dialogue are mainly created by NGOs, a civil society or other organisations of thematic focus groups, but the mechanisms for participation in politics are not formalized or consolidated. There are no established mechanisms for building programmes, projects or even political ideas concerning civil society. This is even less visible in rural and island communities, where even access to information is exclusive, and women, in particular, are unable to benefit from it.

The fragility and often the lack of social and political groups throughout the country that can represent or act as intermediaries between the most discriminated people and the state, and the absence of representation mechanisms that ensure the participation of all population groups in the decision-making process, contributes to maintaining the distance between the politicians and citizens, to the implementation of non-inclusive policies, and to maintaining the situation of inequality and exclusion.

In this context, it is mainly the women and young people (especially in rural and island areas) who are excluded from participating in political dialogue and from the impact of governance. In addition to these, other discriminated groups' voices are ignored (such as people with disabilities and with albinism, LGBTI and elders), who should, on the contrary, be involved in a participatory, inclusive, and constructive political dialogue. Children are also indirectly discriminated against and affected by this situation, because the inefficiency of the State in the current development of the country precludes the future of new generations.

The weak representation of the State at a local level leads the population to rely on the local and traditional systems of governance to solve disputes and to provide services. Traditional or community leaders sometimes lack the capacity and means to properly develop their own territory. Therefore, although traditional powers are essential to bridge State gaps, they do not ensure the participation of all in the process and activity and, considering the strongly patriarchal rural culture, rarely encourage the involvement of women. At a local level, although there is a greater social cohesion of the communities, there is less participation of the women who are likely to be excluded and discriminated against, when making decisions and other activities related to participation in local governance.

¹³⁰ UNDP Guinea-Bissau, *Conflict Analysis, Dimensions of Instability and Drivers for Transformations*, Bissau, 2019

Women are particularly discriminated against in relation to participation in politics and decision making¹³¹. Considering the gender gap in political representation, the Law on Gender Parity (No. 4/2018) has been approved to ensure 36% of seats for women in the National Popular Parliament (ANP), but it has never been respected¹³².

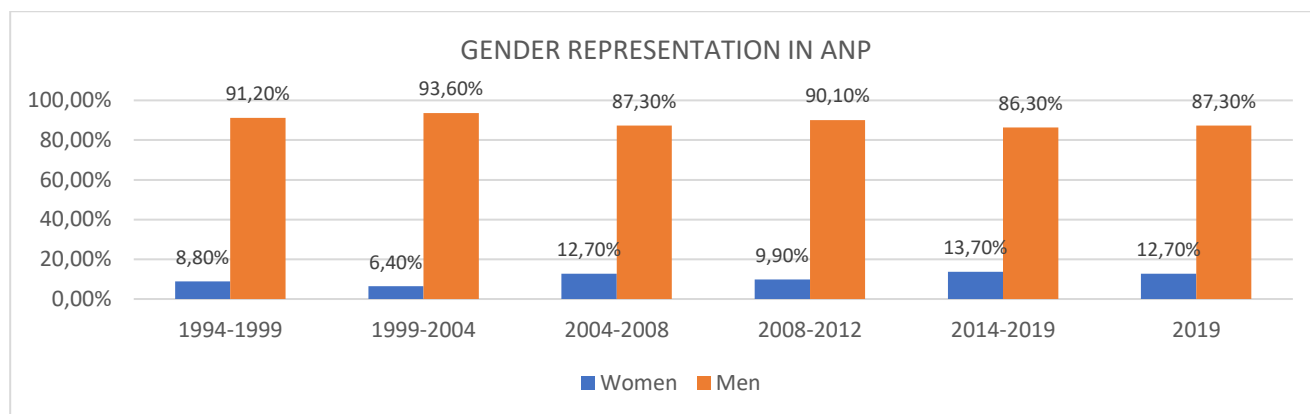


Figure 9. Gender Participation in ANP. Source: UNDP data.

It is difficult to break down the persistent barriers of inequality between men and women in the face of deeply rooted gender roles and stereotypes, and systemic discrimination against women. Especially because these barriers come from society and are reflected in the parties, without them committing themselves to a paradigm shift in their approach to gender gaps. Despite a broad and recognised representation of women as grassroots activists within political parties, women have not yet reached the decision-making spheres of political parties¹³³. Similarly, there are not many women in roles at a higher State level, there are no female judges at the Supreme Court of Justice or at the Superior Military Tribunal. In the Justice System, only 26.7% of judges are women, all concentrated in Bissau, and only 21.8% of prosecutors are women¹³⁴.

Exclusion of women at these high levels of decision making perpetuates discrimination based on gender; the issues and topics that affect women, aspects of their political and social life, rights and development, are therefore not treated with interest or are not really considered. Often this is also reflected in issues related to childhood.

The emergence of informal strategies and networks based on loyalty to access the State also restrict women's political involvement. Consequently, women tend to be more engaged in a civic way through the informal economy, in civil society and at community level, where they have more opportunities to informally influence decision making due to cultural norms that severely limit women's formal participation in leadership positions¹³⁵.

¹³¹ Cultural issues and the high level of illiteracy among women represent one of the main obstacles to political participation and activism.

¹³² UNIOGBIS, Human Rights Section, *Public Report on the right to participate in political and public affairs in Guinea-Bissau*, November 2019.

¹³³ UNDP Guinea-Bissau, *Conflict Analysis, Dimensions of Instability and Drivers for Transformations*, Bissau, 2019

¹³⁴ UNIOGBIS, Human Rights Section, *Public Report on the right to participate in political and public affairs in Guinea-Bissau*, November 2019.

¹³⁵ UNDP Guinea-Bissau, *Conflict Analysis, Dimensions of Instability and Drivers for Transformations*, Bissau, 2019

In the same way, young people have limited participation in the political scenario. The average age of the ruling class and parties is about 35, while that of the population of Guinea-Bissau is about 19. Young people do not feel represented and political measures do not try to include them in development nor to promote the inclusion of young people in bottom-up political decisions, through party training, political activism or strengthening spaces for discussion and social dialogue.

In addition, young people live in problematic conditions: they have a precarious education with many shortcomings, they cannot find a stable job and are often relegated to the informal sector, there are few professional courses and these are located in urban centres (especially those related to agriculture, commerce, carpentry or tailoring).

This condition of exclusion often leads young people (boys and girls) to be at risk for human trafficking. The weakness of State power in controlling borders does not prevent migration flows and illegal border traffic is very active and uncontrolled, encouraging young people to migrate. Many young people have sought better livelihood opportunities abroad (particularly from the regions of Gabú, Oio, and Bafatá), falling into the hands of traffickers and often losing their lives crossing the desert along the central Mediterranean route¹³⁶. In 2011, Guinea-Bissau adopted the law to Combat Human Trafficking (Law no. 12/2011) and implemented the National Action Plan to Prevent and Counteract the Trafficking of Persons (2015-2018) which was supported by an inter-ministerial Working Group including relevant ministries, intergovernmental organizations, and a non-governmental body called The National Committee to Prevent and Fight Against Human Trafficking. The lack of data, insufficient border control, and especially the lack of local control of civil registers and migratory flows, prevent the effective implementation of the measures. Guinea-Bissau is one of the countries in West Africa involved in drug trafficking, which is often combined with crimes related to human trafficking. Since 1993, the country has had updated legislation to combat drugs (Law no. 2-B/93 of 28 October 1993) and collaborates with international authorities to improve the response to this type of crimes¹³⁷.

1.3.5.1 Human Rights

The protection of human rights needs to be improved in Guinea-Bissau to ensure that people who are left behind are not discriminated against by the system. The Government must also ensure that reforms are made, adapted to the context, especially in justice and the legal framework. Therefore, fighting discrimination means changing the administration of justice, which is becoming increasingly geared towards the impunity of crimes, precluding access to the victims' right to justice.

In addition to the need to reform the justice system (adapted codes and more judges and lawyers trained in dealing with gender issues and to encourage the construction of decentralised courts throughout the country), it is important to instigate an intervention and request a serious compromise by the Government to destroy the corruption in the justice system that prevents victims from getting justice and trust in public institutions.

Women, girls, children and LGBTI are without a doubt those who pay the highest price for this situation, having to bear the burden of the impunity of crime in addition to gender and domestic sexual violence. There are no legal mechanisms or programmes for the protection of witnesses and court staff¹³⁸. The

¹³⁶ IOM, *Guinea-Bissau, Country Profile*, 2020 Available at: <https://www.iom.int/countries/guinea-bissau>

¹³⁷ Law N° 2-B/93 of 28 October 1993 https://uniogbis.unmissions.org/sites/default/files/decreto-lei_no_2.b93_de_28_de_outubro.pdf

¹³⁸ UNDP Guinea-Bissau, *Conflict Analysis, Dimensions of Instability and Drivers for Transformations*, Bissau, 2019

law prohibits rape, including rape within marriage, and administers sentences from two to twelve years' imprisonment, but the government has not effectively implemented the law¹³⁹. The law only allows the prosecution of rape when reported by the victim, which is rare because of the victims' fear of stigma and social retribution. However, regarding domestic violence, it is prohibited, and abuses remain widespread¹⁴⁰. Still more incisive social pressure interventions should be made regarding the reporting of domestic violence, rape, incest and other mistreatment of women. Cases of domestic violence and child maltreatment are generally resolved within the household, especially in rural areas. Limited access to justice institutions has also contributed to the preference of traditional courts as a means of solving social problems. The use of the formal justice system was poorly understood, costly and rarely used. Even in the traditional judicial system of Guinea-Bissau, which tries to cover the shortcomings of the legal system, the belief that women have less rights than men is perpetuated.

Female Genital Mutilation/Cutting (FGM/C), practised on girls under the age of five is prohibited by law. The penalty for this practice is up to five million CFA (8,490 US dollars) and five years in prison. Women and children are victims of sexual harassment as well, but there is still no law prohibiting it¹⁴¹.

Among the protection of children's rights, the greatest struggle for discrimination and social inclusion is in birth registration, from which citizenship is derived. Failure to register a birth results in denial of public services, including education¹⁴². Still, this aspect, as previously presented, is a very broad problem of governance. Another problem of violation of children's rights is early marriage. The minimum age for marriage in Guinea-Bissau is 16 years, but early and forced marriages have occurred among all ethnic groups, so more government intervention is needed (6% of all girls were married before the age of 15 and 24% before the age of 18). The sexual exploitation of children is related to early and forced marriages. Although the law prohibits sex with a person under 16 years of age, the victim comes up against social, economic and institutional barriers as well as a corrupt juridical institution.

Again, although the law does not discriminate against people with physical, sensory, intellectual, and mental disabilities, they face many difficulties in accessing services and protecting their rights. In fact, the government does not support people with disabilities by providing them access to adequate and accessible services, buildings, information, and communications. As far as the right to information and participation, people with disabilities are also discriminated against, because newspapers, books and television programmes often do not have appropriate material for people with hearing and visual problems. Often, those few people with disabilities who have managed to be trained in sign language, are still unable to access full information or participate in political debates, further precluding the possibility of participating actively in a party or in elections, as well as of voting.

As far as people from the LGBTI group are concerned, from the official and entity point of view of the country, Guinea-Bissau is considered one of the most tolerant African countries towards homosexual

¹³⁹ U.S. Department of State, Bureau Of Democracy, Human Rights, And Labor, *2019 Country Reports on Human Rights Practices: Guinea-Bissau*, 2019 Available online at: <https://www.state.gov/reports/2019-country-reports-on-human-rights-practices/guinea-bissau/>

¹⁴⁰ *Ibidem*

¹⁴¹ *Ibidem*

¹⁴² *Ibidem*

behaviour, with same-sex sex being legal since 1993 (Law no. 4/93)¹⁴³. In December 2008, the country was one of 66 nations that signed the "United Nations Statement on Human Rights, Sexual Orientation and Gender Identity", which supports the decriminalization of homosexual and transgender identity¹⁴⁴. Although same-sex marriage and adoption of children by such couples is not allowed, the fact remains that Guinean legislation is not reflected in the operational and effective dynamics of society, the former being light years away from the latter¹⁴⁵. Despite current legislation, the institutional and social scenario is not favourable, considering that LGBTI people must leave their area of origin to express sexual orientation; although some are human rights activists, they do not participate directly in politics and have difficulties in accessing the formal economy or working in a high public position¹⁴⁶. This discrimination reflects how in reality society considers homosexuality as a sexual deviation and a taboo subject

Government fragility and political centralization affect the concretization of a resilient State based on law and rights that aim to achieve human and economic development. The continuous political conflicts for the occupation of power positions has had a disastrous impact on the structural growth of the country.: hindering the restructuring of State institutions based on human rights and gender equality, and preventing any incisive investments for the diversification of the economy and the regularization of informal work, with consequent enhancement of the dignity of the worker in all sectors; while, at the same time, hampering profound legal and justice reforms for the protection of rights of every citizen, including the more fragile groups, and the implementation of judicial independence from corruption and influence, as well as the application of integrated disaster risk reduction interventions in relation to integrated changes for each sector; and, lastly, preventing the decisive and intense local development to reduce urban-rural symmetries.

1.3.6 Summary of the main key factors of being left behind in Guinea-Bissau

	People	Woman	Girls	Children	Young People	People with disability	People with albinism	Elderly	LGBTI
Dimensions of Exclusion	Discrimination	Gender Social Norms Human Rights	Gender Norms Age Human Rights	Gender Age Disability Albinism	Gender Age Human Rights	Gender Age Disability Human Rights	Gender Age Albinism Human Rights	Age Human Rights	Gender Sexual Orientation Human Rights
	Geography	Remote Areas Rural/Urban Regional Disparity Communication Infrastructures	Remote Areas Migration	Remote Areas Infrastructures	Remote Areas Migration Rural/Urban Regional Disparity Communication Infrastructures	Remote Areas Rural/Urban Regional Disparity Communication Infrastructures	Remote Areas Rural/Urban Regional Disparity Communication Infrastructures	Remote Areas Rural/Urban Regional Disparity Communication Infrastructures	Remote Areas Rural/Urban Regional Disparity Communication Infrastructures
	Vulnerability to shocks	Climate Change Disasters Violence	Climate Change Disasters Violence	Climate Change Disasters Violence	Climate Change Disasters Violence	Climate Change Disasters Violence	Climate Change Disasters Violence	Climate Change Disasters Violence	Climate Change Disasters Violence

¹⁴³ J. K. Moreira, IU de Lisboa, Escola de Sociologia e Políticas Públicas, INEP Bissau, *A Cultura di Matchundadi na Guiné-Bissau: Género, Violências e Instabilidade Política*, Guinéa Bissau, Novembro, 2017. Available online at: https://repositorio.iscte-iul.pt/bitstream/10071/17067/4/phd_joacine_katar_moreira.pdf

¹⁴⁴ *Ibidem*

¹⁴⁵ *Ibidem*

¹⁴⁶ *Ibidem*

		Social Conflicts Economic Crisis	Social Conflicts Economic Crisis	Social Conflicts Economic Crisis	Social Conflicts Economic Crisis	Social Conflicts Economic Crisis	Social Conflicts Economic Crisis	Social Conflicts Economic Crisis	Social Conflicts Economic Crisis
	Socio- economic Status	Income Livelihoods Education Health Poverty	Livelihoods Education Health Poverty	Education Health Poverty	Income Livelihoods Education Health Poverty	Income Livelihoods Education Health Poverty	Income Livelihoods Education Health Poverty	Income Livelihoods Health Poverty	Income Livelihoods Education Health Poverty
	Governance	Low political participation and representati on Rules of Law Policy Financial investments	No Protection Policy Financial investments	No Protection Policy Financial investments	Low political participation and representati on Rules of Law Policy Financial investments	Low political participation and representati on Rules of Law Policy Financial investments	Low political participation and representati on Rules of Law Policy Financial investments	Policy Financial investments	Low political participation and representati on Rules of Law Policy Financial investments

2 Causal and Capacity Gap Analyses

In Guinea-Bissau, “who is being left behind” is in a multidimensional poverty status, with a high level of vulnerability, poverty, and deprivation in terms of human rights and access to political participation and basic services, dependent on external aid, and unprotected and discriminated by law and socio-economic development. As a result, people, households, and groups see their rights violated without receiving justice and protection, they have fragile livelihoods without access to better economic opportunities or decent work, they are affected by disasters and the negative impact of climate change; furthermore, they have no mitigation measures, they have no voice, and no political participation to influence decision-makers. In relation to the geographical area, communities living in rural areas have the largest number of people and families living in this condition and women are the group with the highest discrimination.

This is followed by a brief causal analysis of the groups and a description of their causes and capabilities:

- Women (in poverty and multidimensional poverty, focusing on rural areas and islands);
- Adolescents/ girls 13-20 years old (in poverty and multidimensional poverty, focusing on rural areas and islands);
- Young men (in poverty and multidimensional poverty);
- Children 0-12 years old (in poverty and multidimensional poverty, focusing on rural areas);
- People with disability (in poverty and multidimensional poverty);
- People with albinism (in poverty and multidimensional poverty);
- Elderly (in poverty and multidimensional poverty);
- LGBTI (in poverty and multidimensional poverty).

It is very complex to assess in concrete terms who is falling behind with such a high index of poverty. But among the poor, there is always a group that suffers more. Hence, those who are left behind are certainly poor people, such as women, girls/adolescents, young men, people with disabilities and LGBTI. Another subgroup that deserves special attention and an alert is people with albinism, who are discriminated against and often prosecuted in an atrocious way (especially children). It has not been included as a specific group, but it will be treated as a priority. HIV positivity in Guinea-Bissau is a condition that can increase vulnerability but is not considered as a separate group.

Therefore, the groups indicated, that are not allowed to participate in development, are those who find themselves in a situation of discrimination either because of gender or sexual orientation or because of age or deficiency, but also because they are poor, vulnerable to poverty, deprived of basic services and living in precarious living conditions. This situation results in them being excluded from development, perpetuating poverty from generation to generation, and the deprivation and violation of their rights.

2.1 Causal Analysis

<p align="center">(WHO IS BEING LEFT BEHIND?) BRIEF CAUSAL ANALYSIS OF DISCRIMINATION AND INEQUALITY</p>
<p>WOMAN (in poverty and multidimensional poverty, focusing on rural areas and islands)</p>
<p>Women living in Guinea-Bissau, victims of discrimination based on tradition and patriarchal customs. These women live in poverty without the possibility of improving their condition. In rural areas, the situation is extremely worrying because they are practically deprived of their rights. Special attention in this group must be given to widowed women, because in the interviews they have a risky situation, not only due to cultural issues, but also due to a lack of legal protection. Women are more often than not completely unaware that they have any rights. The rights of these women, as citizens, are not protected, are not valued, are not disclosed, and are not considered.</p> <p><u>Root Causes</u></p> <ul style="list-style-type: none"> • Gender-based discrimination caused by the established patriarchal structural system; • Non-compliance with equality laws and non-application; • Not implemented and no active social organization; • Poor socio-economic context (poor country); • Lack of effective institutional presence, especially in rural areas; • Geographic isolation; • Political conflicts; • Low governance capacity for inclusive and human right approach in socio-economic development; • Cyclical disasters from climate change. <p><u>Underlying Causes</u></p> <ul style="list-style-type: none"> • Exclusion from the main civil rights (birth registration, marriage) and political rights (electoral card, elections etc.); • No involvement and no opportunities for social activism or participation; • Lack of education; • Lack of adequate reproductive health services; • Lack of communication, information or social dialogue; • No school attendance; • Lack of basic socio-economic services and development infrastructure (drinking water, sanitation, electricity, communication, roads, transport, etc.); • Lack of access to property and inheritance (land, house, income, production, etc.); • Affected by disasters (Drought, Floods, Soil degradation, Desertification); • Lack of justice in formal courts and unequal justice in traditional courts; • Fragile livelihoods (based on climate dependent agriculture); • Lack of capacity of public institutions to support communities and fragile groups. <p><u>Immediate causes</u></p> <ul style="list-style-type: none"> • Genital mutilation; • Low capacity for negotiation and family planning; • Forced marriages and early pregnancies; • Impunity of criminals and victim involvement; • Low capacity and skills; • Decrease in agricultural production and income. <p><u>Manifestations</u></p> <ul style="list-style-type: none"> • Illiteracy;

- Sexual and domestic violence;
- Rape and human trafficking;
- Disease and sexual infections;
- No access to formal work;
- Food insecurity and hunger;
- Increase in extreme poverty.

ADOLESCENTS/GIRLS (13-20 years old, in poverty and multidimensional poverty, focusing on rural areas and islands)

Adolescents and Girls, particularly those living in rural areas, are highly exposed to violations of their rights and are under the authority of male family members. From the analysis of the context, they need an accelerated and more inclusive intervention to help improve their situation and give them access to rights.

Root Causes

- Established gender-based discrimination caused by the patriarchal structural system;
- Non-compliance with equality laws and their non-application;
- Poor socio-economic context (poor country);
- Geographic isolation;
- Political conflicts;
- Low governance capacity for inclusive and human right approach in socio-economic development;
- Cyclical disasters from climate change

Underlying Causes

- Exclusion from the main civil rights (birth registration, marriage);
- Lack of education (distance);
- Lack of adequate reproductive health services;
- Lack of communication or information and social dialogue;
- Lack of basic socio-economic services and development infrastructures (drinking water, sanitation, electricity, communication, roads, transport, etc.);
- Lack of access to property and inheritance (land, house, income, production, etc.);
- Families affected by disaster (Drought, Floods, Soil degradation, Desertification);
- Lack of justice in formal courts and inequal justice in traditional courts;
- Lack of parental support;
- Lack of capacity of public institutions to support communities and fragile groups;
- No border control.

Immediate causes

- Genital mutilation;
- Low capacity for negotiation and family planning;
- Forced marriages and early pregnancies;
- Impunity of criminals and victim involvement;
- No psycho-social support
- No social and child protection services;
- Low capacity and skills;
- Decreased agriculture production and income;
- No school attendance;

Manifestations

- Illiteracy;
- Sexual and domestic violence;
- Kidnappings, rape and human trafficking;

- Forced labour;
- Food insecurity and hunger;
- Disease and sexual infections;
- Increase of extreme poverty.

YOUNG MEN (in poverty and multidimensional poverty)

This group of young men in multidimensional poverty, which mainly includes those between 15 and 29 years of age (who are not involved in research and work), is discriminated against in terms of job placement. They have no training, are often illiterate, migrate from rural to urban areas or abroad to improve their social condition, but without any skills other than physical strength. They are the group subject to migration abroad, as far as Europe.

Root Causes

- Non-compliance with equality laws and non-application;
- Poor socio-economic context (poor country);
- Geographic isolation;
- Political conflicts;
- Low governance capacity for inclusive and human right approach in socio-economic development;
- Cyclical disasters from climate change

Underlying Causes

- Exclusion from the main civil rights (birth registration, marriage) and political rights (electoral card, elections etc.);
- No political preparation for discussion and debates;
- Lack of education;
- Lack of health services;
- Lack of communication or information and social dialogue;
- Lack of basic socio-economic services and development infrastructures (drinking water, sanitation, electricity, communication, roads, transport, etc.);
- No economic opportunities;
- Affected by disaster (drought, floods, soil degradation, desertification);
- Lack of justice in formal courts and unequal justice in traditional courts;
- Lack of parental support;
- Lack of capacity of public institutions to support communities and fragile groups;
- No border control.

Immediate causes

- No participation in political fora, dialogue or discussion in political parties;
- Impunity of criminals and victim involvement;
- No social and protection services;
- No school attendance;
- Low capacity and skills for formal work;
- Migration (internal and external);
- Decreased income;

Manifestations

- Illiteracy;
- Kidnappings and human trafficking;
- Forced labour;
- Food insecurity and hunger;
- Disease and sexual infections;
- Depression and traumas;

- Increase of extreme poverty.

CHILDREN 0-12 years old (in poverty and multidimensional poverty, focusing on rural areas)

Children in multidimensional poverty are deprived of various services and rights that are essential to them, especially in rural areas.

Root Causes

- Gender-based discrimination caused by an established patriarchal structural system;
- Non-compliance with equality laws and non-application;
- Poor socio-economic context (poor country);
- Geographic isolation;
- Political conflicts;
- Low governance capacity for inclusive and human right approach in socio-economic development;
- Cyclical disasters from climate change.

Underlying Causes

- Exclusion from the main civil rights (birth registration, marriage);
- Lack of education (distance);
- Lack of adequate maternal and child health services or specific paediatric services;
- Lack of communication or information and social dialogue;
- Lack of basic socio-economic services and development infrastructure (drinking water, sanitation, electricity, communication, roads, transport, etc.)
- Family affected by disaster (drought, floods, soil degradation, desertification);
- Lack of justice in formal child courts and unequal justice in traditional courts;
- Lack of parental support;
- Lack of capacity of public institutions to support communities and fragile groups;
- No border control;

Immediate causes

- Genital mutilation;
- Low capacity for negotiation and family planning;
- Forced child marriages and early pregnancies;
- Impunity of criminals and victim involvement;
- No psychosocial child support;
- No social and child protection services;
- Insufficient knowledge about child rights;
- Decreased agriculture production and income;
- No school attendance;

Manifestations

- Illiteracy;
- Abuse and domestic violence;
- Kidnappings, rape, and child trafficking;
- Forced child labour;
- Food insecurity and hunger;
- Disease;
- Increase of extreme poverty.

PEOPLE WITH DISABILITIES (in poverty and multidimensional poverty)

Beyond the factors of discrimination and inequality due to gender and age, disability is another reason why people are more excluded from social life, especially those in extreme poverty. Discrimination does not change in the geographical area but is certainly more pronounced in rural areas and islands.

Root Causes

- Disability discrimination and insufficient understanding of problems (related to witchcraft);
- Non-compliance and non-application with equality laws;
- Poor socio-economic context (poor country);
- Geographic isolation and physical barriers;
- Political conflicts;
- Low governance capacity for inclusive and human right approach in socio-economic development;
- Cyclical disasters from climate change

Underlying Causes

- Insufficient access to services, infrastructures;
- No access to adequate and appropriate material for information and communication;
- Exclusion from the main civil rights (birth registration, marriage);
- Exclusion from political rights (vote, elections, political participation);
- Low access to adequate and specific education services.

Immediate causes

- Insufficient knowledge concerning disabled people's rights;
- No access to adequate and appropriate medical services for the disabled;
- No access to disability support, social protection or assistance;
- No access to the institutions of justice for complaints;
- No school attendance;
- No participation in political debates and context;
- No inclusion in the socio-economic sector.

Manifestations

- Illiteracy;
- No job or labour inclusion;
- Dependent on others, without autonomy;
- Food insecurity and hunger;
- Disease;
- Increase in extreme poverty;
- Abandonment and family discrimination;
- Sexual abuse and domestic violence;
- No dignity;
- Frustration and depression;
- Children with disabilities involved in magical rituals can die.

PEOPLE WITH ALBINISM (in poverty and multidimensional poverty)

Beyond the factors of discrimination and inequality due to gender and age, the albinism factor is another reason why people are more excluded from social life considering witchcraft, especially those in extreme poverty. Discrimination does not change in the geographical area but is certainly more pronounced in rural areas and islands.

Root Causes

- Discrimination and insufficient understanding of problems;
- Non-compliance with equality laws and non-application;
- Poor socio-economic context (poor country);
- Geographic isolation;
- Political conflicts;
- Low governance capacity for inclusive and human right approach in socio-economic development;

- Cyclical disasters from climate change

Underlying Causes

- Insufficient movement and access to services, infrastructures;
- No access to adequate and appropriate material for information and communication;
- Exclusion from the main civil rights (birth registration, marriage);
- Exclusion from political rights (vote, elections, political participation);
- Low access to adequate and specific education services.

Immediate causes

- Insufficient knowledge concerning human rights;
- No access to adequate and appropriate medical services for health problems related to albinism;
- No access to social support, social protection or assistance;
- No access to the institutions of justice for complaints;
- No school attendance;
- No participation in political debates and context;
- No inclusion in the socio-economic sector.

Manifestations

- Illiteracy;
- Dependent on others, without autonomy;
- Food insecurity and hunger;
- Disease and worsening of health problems (skin, vision, high cancer risk);
- Increase in extreme poverty;
- Abandonment and family discrimination;
- Sexual abuse and domestic violence;
- No dignity;
- Frustration and depression;
- Children with albinism involved in magical rituals can die.

ELDERLY (in poverty and multidimensional poverty)

Older people (men and women) are discriminated against mainly in legal and social terms, considering that there are no old-age pensions or adequate forms of social assistance. They are supported by the family and are dependent on others. The geographical area is not relevant because this condition is general. However, due to reduced access to services in rural areas and islands, their exclusion is greater.

Root Causes

- Discrimination and insufficient understanding of elderly's conditions;
- No specific social assistance policy for elderly in the country;
- Poor socio-economic context (poor country);
- Geographic isolation and physical barriers;
- Political conflicts;
- Low governance capacity for inclusive and human right approach in social interventions;
- Cyclical disasters from climate change.

Underlying Causes

- Insufficient movement and access to services, infrastructures;
- Exclusion from the main civil rights (civil registration);
- Exclusion from political rights (vote, elections, political participation);
- Low access to adequate and specific health services.

Immediate causes

- Insufficient knowledge concerning elderly's rights;

- No access to adequate and appropriate medical services for the elderly;
- No access to social support, social protection or assistance;
- No access to the institutions of justice for complaints;
- No participation in political debates and context;
- No inclusion in the social sector.

Manifestations

- Illiteracy;
- Dependent on others, without autonomy;
- Food insecurity and hunger;
- Disease;
- Increase in extreme poverty.
- Abandonment and family discrimination;
- No dignity;
- Frustration and depression.

LGBTI (in poverty and multidimensional poverty)

LGBTI are socially tolerated but have no protection and justice after discrimination. They are forced to change their area of origin in order not to be discriminated against and be able to find work.

Root Causes

- Sexual orientation-based discrimination;
- Non-compliance with equality laws and non-application;
- Poor situation of socio-economic context (poor country);
- Geographic isolation and physical barriers;
- Political conflicts;
- Low governance capacity for inclusive and human right approach in socio-economic development;
- Cyclical disasters from climate change.

Underlying Causes

- Exclusion from the main civil rights (birth registration, marriage);
- Exclusion from political rights (vote, elections, political participation);
- Lack of education;
- Insufficient protection of rights in dealing with the main forms of discrimination in various sectors;
- Obligation to move from their area of origin because of discrimination.

Immediate causes

- Insufficient knowledge of LGBTI rights;
- Weak social activism and organization;
- No access to adequate and appropriate medical services;
- No access to social protection and assistance;
- No access to the justice institutions for complaints;
- No school attendance;
- No participation in political debates and context;
- No inclusion in the socio-economic sector.

Manifestations

- Illiteracy;
- Forced prostitution, abuse and violence;
- Food insecurity and hunger;
- Disease (HIV, tuberculosis);
- Increase of extreme poverty;

- Abandonment and discrimination by family;
- Stigma and no dignity;
- Frustration and depression.

2.2 Role Pattern Analysis

The Role Pattern Analysis clarifies who has to do something about a situation identified by causal analysis. The following analysis will consider the situations of people being left behind without discrimination on grounds of gender or age. This is because in the analysis of causes it has been noted that there are common problems and the discrimination of one group is also found in others.

Thus, the analysis of the role pattern shows who is responsible for changing the situation of discriminated people.

The result of this analysis is the identification of a key right-duty relationship between individuals' rights holders and duty bearers, in relation to exclusion, discrimination and disequilibrium of the human rights of the most marginalised people of all possibilities of human development and socio-economic participation.

ROLE PATTERN ANALYSIS	
RIGHTS HOLDERS	CLAIM (Right)
People who are being left behind	Ensure participation in and contribution to Guinea-Bissau's political, economic, social and cultural development without discrimination and inequalities in human rights and gender.
DUTY-BEARERS	OBLIGATIONS
Local Traditional Authorities	<ul style="list-style-type: none"> - Raising awareness of human rights and gender issues in the community - Encouraging the most marginalised people to join the services and participate in development projects
Institutions of Public Administration at local level	<ul style="list-style-type: none"> - Delivering efficient services by giving priority to those who are left behind - Implement local projects ensuring that there is no discrimination and inequality
Regional Government	<ul style="list-style-type: none"> - Guiding policies, laws and programmes at regional level ensuring non-discrimination and equality - Monitoring the action of public and private institutions at local level, ensuring that people's rights are respected and there is no inequality and discrimination
Political Parties	<ul style="list-style-type: none"> - Ensure that the needs of the most marginalised social groups are included in policy proposals and discussions - Collect the needs of communities in a participatory and inclusive manner - Influence, so that programmes, laws, development projects, and budgets have an inclusive approach on human rights and gender
National Government	<ul style="list-style-type: none"> - Promoting policies, laws, national programmes based on respect for gender and human rights - Ensuring respect for the law and human rights protection at all levels - Define adequate public funding to reduce inequalities and discrimination
UN agencies	<ul style="list-style-type: none"> - Technically support the Government in defining and implementing laws, programmes and policies that are inclusive and respectful of human and gender rights and in defining funding lines.

STAKEHOLDERS ¹⁴⁷	INFLUENCE AND/OR ACTION
NGOs, Civil Society Organizations, Organizations based on faith etc.	<ul style="list-style-type: none"> - Support the government in implementing inclusive services and programmes, especially targeting the most excluded - Advocate with the authorities to propose appropriate remedies in found violation cases - Encourage dialogue between public authorities and communities on solutions for inclusion and equality
Private Sector	<ul style="list-style-type: none"> - Ensuring that human rights and gender, anti-discrimination, and equality are respected in their internal labour policy
Agencies of Cooperation, Donors and International Funds	<ul style="list-style-type: none"> - Provide more funds available for specific investments for inclusion and poverty reduction and a rights-based, gender-based approach

The described scenario of the country is certainly very complex and must be faced with intervention strategies at various levels (national, regional and local) acting simultaneously. Cross-cutting issues, which in other contexts have a milder value, are fundamental in Guinea-Bissau for the effective paradigm shift and concretization of a State based on law, democracy, and transparency.

A specification must be made on the role of NGOs and associations in the context of Guinea-Bissau. In Guinea-Bissau, CSOs and NGOs are a fundamental pillar of community development. Faced with the fragility of the Government, the community has had to organize itself (for example, by creating community schools that are not controlled by public institutions) and, above all, with the strong support of international and national NGOs, which have often had to replace the Government in supporting communities. NGOs work closely with communities and public institutions for local development.

Considering the difficulty in giving a clear and unique governmental direction, and the complexity of the context (which has several priorities at the same time, especially at the local level), NGOs find themselves at the risk of not having precise guidance, working on different aspects, but sometimes without targeted action between NGOs. Also, while bringing a great benefit to the communities, they find a limit in the deep structural deficiencies of the State, that limit the sustainability of each intervention. Moreover, communities, unable to understand the role of the State and that of NGOs, and facing the NGOs' capacity for immediate response, consider NGOs to be a substitute for the State, having high expectations for problem-solving.

This idea, in addition to weakening the already fragile State authority, confuses roles and does not allow State institutions to take responsibility on behalf of citizens. What is more, considering that the actions of NGOs depend on external funding and that, once the project is finished, there is a risk of changing areas or not receiving funds, good practices and small successes are created, but in a State that does not have the capacity to unite and coordinate. This paradigm must be slowly transformed to reach a State where NGOs intervene to support the government's action, in areas of continued problems concerning their presence, cooperating to implement specific actions. NGOs cannot be burdened with the governmental weight that belongs to the State.

¹⁴⁷ NGOs and the private sector do not have specific obligations like the other actors identified. However, they may have some influence and action in reducing inequalities and discrimination.

Beyond this, NGOs and CSOs in Guinea-Bissau are certainly key players with which the UN and the government must engage and cooperate for the harmonization of the country's development (especially of communities) and, above all, for the inclusion of those who are left behind in development.

2.3 Capacity Gap Analysis

The analysis of the capacity gaps is organised in two ways:

- one concerns the capacities of people who are being left behind as rights holders to reduce their own conditions of discrimination and inequality in Guinea-Bissau;
- the other relates to the capacities of the State and the UN to support and encourage actions and mechanisms to respect, protect, and fulfil their human rights obligations, and to decrease the discriminations and inequalities in the Country.

The guiding questions in this capacity gap analysis are:

- What capacities are lacking for the rights-holders to claim their rights?
- What capacities are lacking for the institutions or individuals to carry out their duties as duty-bearers?

ROLE	CAPACITY GAP ANALYSIS
RIGHTS HOLDERS	
People in the community who are being left behind	<ul style="list-style-type: none"> • Knowledge of human rights (civil and political, social, economic and cultural rights) and fundamental freedoms • Socio-economic, human rights and advocacy empowerment • Ability to identify human rights and discriminations and legal forms of justice • Ability to discuss and defend one's interests, job position, access to services, rights, etc. • Capacity to discuss local social issues, local development and new livelihood opportunities • Capacity to propose projects, actions and initiatives for building local resilience • Capacity of organization and democratic discussion for socio-economic development
DUTY-BEARERS	
Local Traditional Authorities	<ul style="list-style-type: none"> • Knowledge of human rights (civil and political, social, economic and cultural rights), with special attention to gender rights and fundamental freedoms and means to respect, protect and fulfil them • Transparent, objective, inclusive leadership capacity for the protection of everyone's rights. • Ability to mediate and negotiate with the State to develop the community locally • Capacity to advocate with State authorities for the protection of rights and distribution of services in an inclusive way to all community groups • Ability to lead and encourage participatory and inclusive discussions in the community to advocate with public institutions • Ability to take decisions and solve problems at local level in line with the law and formal justice of the State • Capacity to guide communities and individuals on legal routes in case of rights' violations and discrimination

Institutions of Public Administration	<ul style="list-style-type: none"> • Knowledge of human rights (civil and political, social, economic and cultural rights), with special attention to gender rights and fundamental freedoms and means to respect, protect and fulfil them • Human resources training in and knowledge of: laws, programmes and practices, transparency, protection of access to human rights, and gender inclusion • Able to meet the needs of communities by providing effective, clear, concrete responses, and by solving citizens' problems • Capacity to provide efficient services, distributing them in the territory and solving problems quickly • Ability to increase the presence, competence and credibility of institutions in communities • Efficient implementation of programmes and policies at the community level • Ability to reach out to and relocate more distant communities to provide services and ensure protection of rights • Capacity to monitor the building of resilience of communities affected by climate change • Ability to recognize identified situations of rights violations and referrals in the legal system of justice • Capacity to oversee and follow up on traditional judicial case resolutions so that they are in accordance with the law • Capacity to collect data and information at community level to feed the national baseline data base.
Regional Government	<ul style="list-style-type: none"> • Ability to ensure efficient local governance and decrease the distance between State and citizens. • Capacity to ensure effective and transparent implementation of programmes in communities • Leadership capacity and local authority for citizens in the context of respect for rights and distribution of services • Local management capacity of national government guidelines • Sufficient human resources, trained in administrative management and local resources • Ability to manage decentralized budgets and provide transparent accountability • Knowledge, respect and actions in favour of legality and respect for the rights of citizens • Capacity for strong linkage and interplay between communities and the national level • Ability to encourage social dialogue and willingness to accept proposals from the community for the protection of human right, local development • Ability to guide local institutions about the available local daily resources.
Political Parties	<ul style="list-style-type: none"> • Ability to encourage social discussion forums in the political sphere • Capacity to train new members in democratic political discussion and conflict resolution • Ability to be a catalyst for citizens' needs and spokespersons for their rights • Ability to support citizens in their knowledge and protection of human and civil rights • Ability to make human rights-based programmes and policy proposals based on consultation with civilians

	<ul style="list-style-type: none"> • Ensure that gender equality is respected, internally and in government actions • Ability to have a strong political class prepared for leadership of the country
National Government	<ul style="list-style-type: none"> • Commitment to the consolidation of a democratic and constitutional State • Managing political conflicts within the framework of the law, democratically, ensuring the autonomy of the State bodies • Strengthening the authority of the State as an institution, guarantor and public manager throughout the national territory and borders • Participatory national planning capacity, involving State institutions at different levels • Definition of bottom-up policies with involvement through participatory discussions and debates • Strengthening the culture of open political and social dialogue • Ability to implement and ensure a transparent and open communication systems • Promotion of gender and social inclusion-based approaches in the national system (institutions, policies, laws, etc.) • Authority guaranteeing freedom of opinion and respect for human rights • Promotion of gender balance in leadership positions and at all levels and rejection of gender discrimination • Security for citizens in justice and State authority to promote legality • Responsibility to provide citizens' access to services based on human rights (e.g., education, health, water, energy, social protection, etc.) • Consolidation of the data management system (demographic and sectoral) that remains continuous, efficient, transparent and reliable • Reform and adaptation of the context of the legal and penal framework and the justice system (also against corruption) • Responsibility for ensuring independent mechanisms to monitor and supervise access to administrative, judicial and political routes against human rights violations • Reform of the Public Administration System at the national and local level • Definition and implementation of a System of Continuous Training for Public Administration Staff • Transparent and lawful accountability to citizens • Capacity to implement and consolidate the diversification of the economy • Capacity to prepare a participatory, inclusive and gender sensitive budget • Efficient management of human, natural and economic resources • Ability to stimulate private sector investment and growth, to stimulate economic competition • Ability to ensure the regularization of the economy, gender and social inclusion, and decent work • Capacity to guide the integration of disaster risk reduction and adaptation to climate change into sectoral plans and policies • Recognized authority and guarantor of the harmonization and implementation of commitments under international human rights treaties • Ability to manage crisis/disasters efficiently and quickly, with guidance at all levels
UN agencies	<ul style="list-style-type: none"> • Ability to support the Government in the preparation of reports for SDG and in the previous integration process • National and international voice for the most vulnerable communities

	<ul style="list-style-type: none"> • Ability to activate mechanisms of political and social dynamism among vulnerable groups • Capacity to advocate for the government policy preparation and approval and other State systems • Ability to create a national dialogue with different partners to define a common strategy of action for Guinea-Bissau's development • Ability to create a national dialogue with different partners to define a common strategy of action (CSOs, Donors, Cooperation Agencies, etc.). • Strong coordination between UN Agencies in the LNOB approach • Ability to implement a strategy of capacity building with direct support in the public institutions.
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3 Action and Interventions for Leaving No One Behind

The specific and incisive action on behalf of those who are being left behind must be implemented at different levels the country, in order to try to create a unified action. The United Nations, which work with public institutions, have an important role in mediation, strengthening and empowering them and succeeding by means of the intervention of NGOs to reach out to the most fragile, rights-deprived

communities and groups, in socio-economic terms. At the same time, the small private sector in Guinea-Bissau can be involved in a broader dialogue with public institutions to raise awareness of discrimination and inequalities, and to create synergies for effective action to protect rights.

This study defines a profile of those who are being left behind, and the reasons for this exclusion and the areas which need to be improved. None of the actors present in Guinea-Bissau alone can fill this great gap and succeed in including these groups in national development or SDGs. Therefore, what is generally recommended is that the proposed actions have a participatory methodology, involving public institutions, NGOs and CSOs in a common approach, in an openness to dialogue, trying to overcome the unexpected barriers of the context, in favour of the development of people excluded from all benefits.

These communities and groups are in such a state of deprivation that they are almost in a perpetual emergency condition, barely surviving as opposed to living; inevitably, transmitting the poverty-stricken lifestyle to their children and creating generations of vulnerable people. Unlike a post-disaster recovery situation, it is almost impossible to apply the build back a better strategy because a better past has never existed. It necessitates a radical, albeit slow, change of course.

In 2019, the Pre- Mainstreaming, Acceleration and Policy Support (MAPS) report, drawn up following a joint UN agency mission to Guinea-Bissau, identified several recommendations and policy areas for action that could improve the achievement of the SDGs¹⁴⁸.

This LNOB analysis responds to the need presented in the Pre-MAPS report for operational definition of the 'leaving no one behind' principle for Guinea-Bissau. The LNOB analysis's methodology can be used by the UN Agencies in Guinea-Bissau to improve and better monitor SGD progress by including the identified discriminated and excluded persons.

In this way, this analysis contributes to the enrichment of the Pre-MAPS recommendations through different aspects.

1. The broad and detailed identification of people who are left behind or excluded allows the definition of interventions to implement the Pre-MAPS recommendations, considering the currently excluded people, who will then be included from the planning phase, as in monitoring;
2. More attention and understanding will be given to the poor and the people really discriminated against, considering the various dimensions of poverty and exclusion and how they intersect and influence each other. This will help to better define policies and actions to address these issues;
3. More attention will be given to interventions that produce equality and inclusion not always related to economic aspects.

In the light of the above and based on the Pre-MAPS recommendations, this LNOB analysis proposes actions to be integrated into the Pre-MAPS recommendations, current and future programmes, with the purpose of contributing to the increased inclusion of excluded people in the SDGs and the monitoring of the development of Guinea-Bissau.

Therefore, some entry points for priority actions and interventions have been identified as having a concrete effect on the inclusion of those who tend to be left behind. Among these, the recommendation

¹⁴⁸ UNDP, *Pre-MAPS Mission Guinea-Bissau, Report, Draft for UNCT Comments*, October 2018

to implement a Joint Social Protection programme seems to be the most appropriate to implement priority interventions that can make a change in the life and condition of excluded people defined in this LNOB analysis.

Therefore, the entry point, for an effective change, could be the implementation of a *Transformative Social Protection Programme* involving UN agencies at different levels (UNDP, UNICEF, United Nations Population Fund (UNFPA), International Labour Organization (ILO), International Organization for Migration (IOM), Food and Agriculture Organization (FAO), World Food Programme (WFP)), the Government (by means of non-political institutions, such as Directorates, INE, Social Security Institute, etc.) and also NGOs and civil society organisations.

This *Transformative Social Protection Programme* (medium-long term), made up of public and private policies, aims at preventing, reducing and eliminating economic and social vulnerability, cause of poverty and deprivation, and has the transformation of unequal gender dynamics as a goal¹⁴⁹. United Nations agencies, according to their area of competence, could implement social protection measures in the following four areas:

- Protection measures that provide relief from deprivation, such as targeted safety nets for people facing subsistence crises (e.g., food aid as emergency aid) and social assistance for the chronically poor (e.g., disability benefits, social pensions);
- Preventive measures that seek to avoid deprivation, including formal social insurance schemes (e.g., health insurance, unemployment benefits); informal risk-sharing mechanisms (e.g., savings clubs, burial societies); and diversification strategies for risk spreading;
- Promotion measures that aim to improve incomes and skills, while remaining rooted in social protection objectives (e.g., school, feeding or public works, which transfer food or money for regular short-term consumption and promote the formation of long-term activities);
- Transformative measures that seek to address vulnerabilities resulting from inequity and social exclusion (e.g., collective action for the rights of women, children, young people, people with disabilities, albinism, elderly, and LGBT¹⁵⁰).

One aspect that social protection must focused on is the achievement of fairness and rights. Vulnerable people need protection not only against obvious subsistence problems such as disease or drought, but also against exploitation, discrimination and abuse. These practices are not only social evils, but also have economic consequences. People excluded because of the wrong rules and laws consequently do not have the capacity to develop livelihoods that will enable them to improve. By challenging power hierarchies and unfair social relations, social protection can contribute to social transformation, inclusion, participation and opportunities which in turn reduce economic vulnerability¹⁵¹. One attraction of this approach is that social change is fiscally accessible. Measures that could improve social equity and empowerment for socially marginalised and marginalised groups do not imply a substantial transfer of resources to many people. Instead, much can be achieved by legislative change, by monitoring, and

¹⁴⁹ UNDP (2016), *Leaving No One Behind: A Social Protection Primer For Practitioners*. Available online at: <https://www.undp.org/content/undp/en/home/librarypage/poverty-reduction/-leaving-no-one-behind--a-social-protection-primer-for-practitio.html>

¹⁵⁰ Institute of Development Studies (IDS), *Transformative Social Protection*, 2006 Available online at: https://www.ids.ac.uk/download.php?file=files/IF1_3.pdf

¹⁵¹ *Ibidem*

the implementation of regulations to protect the rights of minorities and education to make workers aware of their rights or social action.

In Guinea-Bissau, the dialogue on a social protection programme is already advanced (e.g., UNICEF) but requires common interventions at several levels, in which the World Bank and the European Union would be compromised, as is happening in other countries with complex contexts at risk of high corruption. Governmental difficulties could initially be addressed by working directly with public institutions through direct assistance and capacity building at both national and local levels. Governance issues should also be addressed by actively embedding transparency and accountability mechanisms into the social protection programming and encouraging the participation of marginalised people in the design, administration, monitoring, and evaluation of the programme. Facilitating effective participation of left behind people in policy and programming processes from the start ensures that outcomes are more inclusive and transformational.

Considering that poverty and exclusion levels of some families has direct consequences on the life and development of children, and therefore on the future of the population, specific assistance is required for the provision of food and other necessary goods, which must, however, be accompanied by a deconstruction of social barriers of inequality with social protection measures.

In return, in addition to social assistance, and based on the LNOB analysis, there is also a clear need for a strong intervention of social protection with the purpose of changing the current discriminating structure at a legislative and political level for gender and human rights.

In this sense, since structural barriers prevent people benefiting from social assistance from developing independence and, to oppose risk exclusion, it is necessary to act in the social protection, implementing interventions, related to governance, aimed at destroying forms of gender discrimination, promoting human rights.

In this sense, some actions are a priority:

- Promoting a national dialogue with public institutions and different national cooperation partners to define the Transformative Social Protection Programme (also including legal and financial framework preparation);
- Strengthening technical assistance arrangements on national reforms, in particular, justice reform, by considering social protection mechanisms ensuring protection of rights and against gender discrimination and access to services for marginalised people;
- Updating the legal framework, identifying tax (financial) areas and governance bodies for multisectoral coordination;
- Supporting the alignment of social protection laws and policies with employment and employment policies, promoting marginalised inclusion;
- Promoting agreements between institutions to facilitate access to rights (e.g., civil register) and basic services for people marginalised (e.g., health, education, etc.);
- Encouraging bottom-up dialogue and social discussion to improve the development of the programme, including social protection approach and measures and LNOB principles;
- Encouraging public staff participation in the training for social assistance and social protection at different levels to raise awareness of the issues of people who are left behind;

- Stimulating a national dialogue on Unique Social Register (USR), starting with people who are left behind and marginalised, also using technology, as a starting point for an efficient data collection system;
- Supporting the development of climate change policies that integrate social assistance and social protection for affected populations, focusing on marginalised people;
- Improvement of the social security system.

In the development of the social protection program, the UNDP programme of Acceleration Labs could have a margin to experiment and find innovative and context-adaptable ideas to reach and include LNOB in the development, also influencing decision makers in Guinea-Bissau. At the same time, the involvement of NGOs and the private sector is important to reach the most marginalised people and to cover the national territory.

This programme must be based on three acceleration actions, through which the country's team working in the Acceleration Labs can find and implement innovative solutions for implementation:

1. Unified Social Registry could allow for coordination, reduce duplication of efforts (for example, of data collection), combat fraud (by keeping track of which beneficiaries are receiving which benefits), improve efficiencies (for example, common payment systems, monitoring and evaluation), and ease the transition of beneficiaries between schemes as circumstances change, thereby ensuring continuation of services as needed.
2. Improve inclusivity of systems to leave no one behind through the operationalization of social worker forces and active search. Efforts to enrol poor households, that for various reasons are not benefiting from programmes, could have important impacts on poverty levels as well as on human capital formation. One way to reach this group could be through an 'active search' model, such as that applied in Brazil or Chile, where social workers actively search for qualifying beneficiaries.
3. Improve the connection between social protection and labour markets, integrating training and skills development services as part of the social protection system. Maintaining a close connection between education and training, employers and employment policies create an effective bridge between the world of learning and work and securing decent employment. Social protection can help men and women transition towards productive employment and sustainable livelihoods. Building human capital and improving productivity should be an underlying theme of all social protection programmes¹⁵².

In this way, the inclusion of the following actions is recommended for the development of the country, even though it won't be easy for those being left behind.

3.1 Priority Areas of strategic interventions

Strategic Intervention	Brief Description
Building awareness and knowledge about human	Above all, LNOB groups lack the awareness that they have rights, so it is unlikely that they will claim them. Building awareness and knowledge of human, gender

¹⁵² UNDP, *SDG Accelerator and Bottleneck Assessment tool*, New York, 2017. Available online at: <https://www.undp.org/content/undp/en/home/librarypage/sustainable-development-goals/sdg-accelerator-and-bottleneck-assessment.html>

rights, gender equality and economic rights	and economic rights in citizens is therefore necessary as a first step. Awareness will also strengthen the understanding and recognition of violations of rights and local solutions to them.
Strengthening the consideration and voice of women in communities	Not only women, but all those who are discriminated against, need to make their voices heard, in order to advocate their own situation. The role of women must become central and fundamental to the growth of the country, through the improvement of knowledge on gender issues and empowerment at a local level. This can be done for example by training and empowering local women as leaders who can become a reference point and a stimulus for other women and girls.
Implementing strategic intervention with the aim of addressing regressive gender-norms in men	Policies and legislation revision, accompanied by community's discussions on gender-norms, training, activities, projects in which men can understand how important the inclusion of women is and who can be stimulated to increase social inclusion and cohesion. The LNOB analysis indicated that regressive gender-norms (held by men and community leaders) play an important role in perpetuating women, girls, and sexual and gender minorities exclusion. Women are cited as the most excluded group, although in many cases there is legislation in support of women and sexual and gender minorities. This finding indicates that a lot of work has to be done on addressing regressive gender behaviour perpetuated by men, and on addressing harmful gender norms in communities.
Creating enabling environments through laws, policies, practices and institutions based on human rights and gender attention	In this case it is important to develop and strengthen legislation, policies and practices to protect human rights holders and the most marginalised people, reviewing national laws in this perspective, defining national protection mechanisms and reference institutions, as well as the paths that people can follow to be protected.
Encouraging participatory and democratic platforms in communities, also open to public institutions, to discuss local problems, with a human rights-based approach	Communities and institutions need to talk; there is a huge gap between these two entities. The State has little authority over the territory because it is not present, so the communities have learned to move forward without its help, relying on traditional forms of justice to solve most problems (even criminal ones). By means of specific mechanisms of dialogue and discussion (forums, platforms, meetings) between both local and national institutions, democratic discussions would be stimulated, procedures clarified and responses to problems given to broaden their relationship and governance. This also allows those who in the past have had no voice to participate.
Improve the building resilience of communities	Often these communities are considered resilient, but they are just survivors who go on day after day hoping for change. Through the preparation of specific programmes (incentives for finalisation of studies, vocational training for young people and women, leadership building, SMART agriculture, micro-credit programmes, ensuring access to quality health and education services, etc.) capacity building should be encouraged so that people can have more options for their livelihood in the future and a life with less deprivation. Communities should also be involved in the protection of the environment, especially women who tend to be more concerned about this matter.
Ensuring that extremely poor and marginalised families receive direct assistance through food programmes, existing	Extremely poor people are also deprived of access to basic needs such as adequate nutrition, suffering not only from hunger but also from severe nutritional deficiencies. Direct assistance to address this deficiency must be given to LNOB groups, either by strengthening existing programmes or creating new ones.

social transfers, and activating aid mechanisms if they do not exist locally	
Improving inclusive political education in parties	Political parties are practically inaccessible to young people, women, people with disabilities or other discriminated groups. This closure of parties manifests itself in the ANP, with barriers concerning social and inclusion issues. Encouraging parties to respect gender percentages, by training and admitting women to political and socio-economic issues, can enrich and help to establish democratic debate and ensure that gender quotas are respected.
Supporting local micro-economy initiatives	An example would be to approach a farmer (or worker) and introduce them to existing programmes, supporting him/her in the access to credit or agricultural assistance, acquisition of documents and all necessary practices to improve and develop their activities. The initiative to support local initiative communities and informal vendors/farmers/workers would be included in existing socio-economic policies, such as credit access programmes, with a focus on gender and youth. This could be done individually or in groups, but gender balance and participation of young people must be guaranteed.
Strengthen the robust dissemination of information, communication in communities about rights, existing programmes, policies, basic services, including forms of protest and legal access.	People who are left behind, mainly in rural areas, are excluded from communications and have almost no access to information, either because they live in isolated areas, because of their low literacy level, or because the information is not appropriate (people with hearing and visual deficiencies). These categories of people need to be able to access services and know who to contact in the case of any violation of their rights; it is necessary to keep these vulnerable people informed, by means of a large-scale communication and information campaign, using the radio, adapted leaflets and all means possible to reach this goal.
Promoting a National Campaign based on LNOB principles	Based on the communication for development approach to behaviour change, the promotion of national and local campaigns to encourage the inclusion of the marginalised should be carried out. These campaigns are also based on the promotion of gender and human rights.
Support the specific statistical study on data disaggregation about who's being left behind	<p>With the support of the Oxford Poverty and Human Development Initiative (OPHI) and the MPI methodology, there is the need to carry out a statistical study that allows a more concrete identification of who is being left behind, through a breakdown of data by gender, age group and area of residence. This research should be led by a multi-sectoral team in which the INE would have a leadership role and would advocate training to build local capacity. In addition to UN agencies, NGOs and CSOs will also be involved in the multi-sectoral team. The study, which will certainly include an improvement of the statistical base, as well as giving the opportunity to collect and update other data on the territory, may be useful to test modern but practical geographical location methodologies (e.g., Geographic Information System - GIS).</p> <p>Often those who are being left behind are statistically invisible because they have entered under a different criterion and so a more specific statistic would offer a clearer picture. This would also allow the measurement of SDGs to be factually concrete and ensure that they are being included for people who are more fragile and deprived of rights and services.</p>

Encouraging a national agreement on the profile of those who are being left behind	It is important that all institutions involved in socio-economic development in Guinea-Bissau agree on the profile of those who are being left behind and that they define principles and strategic approaches to be respected in the implementation of national and local programmes and policies. Donors (EU, Bilateral and Multilateral Cooperation, World Bank, etc.) will also be involved to prepare the calls with LNOB sensitivity.
Activating and supporting a multi-sectoral participatory advocacy, monitoring an advisory committee on who is being left behind with community focal points.	A multi-sectoral group will be set up and activated, consisting of the United Nations, members of institutions from all sectors, NGOs and civil society, with the task of guiding and monitoring the inclusion of LNOB. This group will be able to provide suggestions on how to improve the approach for the implementation of programmes, advice and suggestions for more inclusive policies, observations on existing legal, institutional, and programmatic gaps, reporting on and discussing existing barriers or emblematic cases. Focal points will be identified at local level, the profile of which will be decided by the committee, but will have to be part of both public institutions and civil society or NGOs, in order to understand the situation of individual communities and to be able to help them back onto their feet from the bottom up.
Strengthening the capacity of regional governments to understand rights, gender, and the legal framework in Guinea-Bissau	The local governments are very fragile, both in terms of staff numbers and capacity, failing to support citizens at the district administrative level. Even if citizens were able to reach the regional level, they couldn't find an answer to their problems due to existing gaps. Therefore, training, capacity building, but also technical equipment must be provided so that decentralised public institutions can find an institutional identity and government authority and, above all, support the most vulnerable groups.
Strengthening capacity development and supporting civil society	In this regard, society's capacities must be strengthened to support those who are left behind and the most marginalised groups seeking to increase inclusion and respect for human rights. Strengthening civil society, including the support of NGOs, can help to define social standards based on respect for human rights and gender.
Include the LNOB approach in the future National Development Plan, supporting monitoring and implementation.	The National Development Plan is being updated and the current political crisis may delay the finalisation of this phase. However, it is necessary to support this update by including the LNOB approach, helping to define ad hoc programmes that consider urban and rural area differences and are based on a deep decrease in inequalities. Stimulating the same participatory process as in <i>Terra Ranka</i> .

3.2 Interventions at medium and long term

Strategic Interventions	Brief Description
Implement an efficient and transparent statistical system, including monitoring the	The data gap is a known factor of governance in Guinea-Bissau but, like political stability, is a sine qua non for governance. The lack of data prevents the definition of concrete programmes because estimates do not represent reality and there is no solid basis for everyone to refer to. Even with vulnerable groups, solid

SDGs with the LNOB principle	statistics help to monitor national targets and SDGs concerning their inclusion. Intervention in these terms is therefore necessary, working with the INE, to strengthen its capacities and negotiating with the government to instigate a push for implementation. In this case, the possibility of going beyond the national statistical system and capitalising on the data revolution (using large data, data generated by citizens, etc.) can also be exploited.
Stimulating decentralisation, bringing the institutions closer to the citizens and strengthening the presence and action of the State in the communities.	Effective political, administrative, and financial decentralisation is a prerequisite to confirm actions directed towards the marginalised population. The physical presence of the public institutions concentrated in Bissau, drives the citizen away and stimulates illegality, taking away all responsibility from the institutions. The authority and credibility of the State within the territory, need to be rebuilt, to ensure its capacity for local management. This will bring the institutions closer to local communities and the most marginalised and vulnerable groups, In the face of better-informed citizens, the institutions will become more accountable. Vulnerable groups will be less abandoned and will see a possible solution to their problems. The control of the territory and a reduction in the isolation of communities will thus be ensured by the action of public institutions at local level.
Strengthening the dialogue between national, regional and local levels between institutions, focusing on the common objective of including most marginalised groups.	Based on a de-centralization process, coordination mechanisms between institutions, both horizontally and vertically, must also be encouraged, maintaining policy coherence. This can be implemented through meetings, monitoring and planning committees, specific visits (in the case of regions), continuous and regular communication, so that there is a greater exchange of information, an alignment of central and regional actions, and the strengthening of mutual trust, also at the level of the State institutions themselves. In this way, moreover, the institutions are informed about everything and can assist the citizen at any level, creating a sort of interinstitutional control that reduces the risk of corruption. This harmony between institutions helps the citizen to obtain a clear and collective answer.
Improving social cohesion and confidence building between government and citizens, through bottom-up dialogue and democratic debate.	The work of rebuilding confidence should also be a priority, in addition to the presence of the State in the territory. The State, at all levels, must regain the trust of its citizens, showing a cohesive society with less inequalities. The vulnerable citizens groups must be able to participate in decisions, to make them feel considered. For this reason, implementing and encouraging local consultation actions, involving institutions and communities in the same space, giving voice to vulnerable groups, supporting the State in giving concrete answers, showing how to open democratic spaces for discussion on issues close to the citizen, will encourage social union and trust.
Supporting the diversification of agriculture, focusing on adaptation to climate change and building resilience to disasters, with a focus on the inclusion of gender and youth.	In recent decades, agriculture has become increasingly dependent on cashew culture, while in the past agricultural production used to be more varied, because the land was more fertile. Climate change affecting Guinea-Bissau has destroyed that balance of climate-based agricultural production, not always producing an adequate harvest. Due to this change, it is necessary to invest even more in the diversification of agriculture, both in terms of crop production, agricultural techniques, and the inclusion and regularisation of workers, allowing for better sustainability and less risk. Women and young people in particular must be given priority in this area, allowing them access to legal land.
Recovery Plan with LNOB approach (e.g., COVID-19)	Ensure that vulnerable groups are included in post-disaster recovery programmes (e.g., COVID-19) and that available resources are used to fill the gaps in the system that encourage vulnerability and exclusion. In this case, the

	<p>recovery plan may include the increase and quality of health services in the area, the digitization of services, the standardisation of procedures, but also support for small businesses and shops, investment in the green economy, which favours women and young people in obtaining legal employment.</p> <p>The projects contained in the recovery plan can also be used as a laboratory of innovation to accelerate the achievement of SDGs. For example, through the creation of a multi-sectorial group (including the government, the UN and the CSOs), looking for innovative solutions, such as the definition of a traceability system adapted to the context of Guinea-Bissau.</p>
Strengthening food diversification through production efficiency, strengthening the stages of the food processing chain, including gender-approach and youth	<p>Linked to the agricultural sector is food processing, on which we must invest heavily, reducing external dependence and imports. The food process chain must be strengthened, creating efficiency and professionals, giving space especially to women and young people. This must be accompanied by nutritional education in communities and families, so that the food produced is consumed in an adequate manner, especially for the healthy growth of children.</p>
Encouraging, through specific programmes and strategic actions, women's and girls' value in the society	<p>Women in Guinea-Bissau represent an estimated 52% of the population, but only a fraction of them are literate. Traditionally, women in Guinea-Bissau deal almost exclusively with children. But their low level of education may not stimulate children in early childhood, also having a negative impact on subsequent learning and psychophysical development. Programmes must therefore be defined (scholarship, incentives for families, interneers, the promise of a future job, concession of land, school snacks, books and materials, free medical advice for the whole family, etc.) that encourage families to get girls to study, keep them healthy, or get them to work regularly.</p>
Implement a joint National Social Protection Programme	<p>As introduced earlier, it is important to implement an efficient social protection programme with the collaboration of UN agencies, with a focus on the different sectors involved, to accompany and assist institutions in building the programme (learning by doing and continuous capacity building), so that there is a system to develop vulnerable groups in every sector and field.</p>

3.3 Best Practice and Initiative Suggestions: Acceleration Lab for LNOB and Other Actions.

The implementation and achievement of SDGs in Guinea-Bissau need to invest considerably in the application of the LNOB principle and ensure development benefits for the most marginalised people. In practice, this can be done by investing in specific and targeted innovative projects and interventions that address much broader problems or influence behavioural changes by introducing simple but appropriate incentive measures.

In the case of innovative interventions, the UNDP Acceleration Laboratory, which is currently also being implemented in Guinea-Bissau, can be a great field of experimentation and dynamism. In addition, the activities and projects of Accelerator Labs will help the inclusion of the most marginalised people in development, as well as SDG and national development objectives. The recommendations of the Pre-MAPS Mission report had already indicated the accelerators for each of the 6 strategic and programmatic lines related to the *Terra Ranka* development plan. The present LNOB analysis is a great contribution which helps to understand in detail which - and for what reasons - people are being left behind. This document can help define innovative and appropriate projects to accelerate inclusion.

The Guinea-Bissau Accelerator Labs Expert Team is currently being structured to work in the UNDP Accelerator Lab in order to find innovative ways to strengthen the implementation of the SDGs. The Accelerator Lab will interact with multi-sectoral actors, including governmental institutions¹⁵³. In this sense, the interconnectivity between those who are being left behind and those in more developed areas is important. The communities where there are development gaps and where people live in deprivation and vulnerability need to be strengthened through innovative projects born in the Acceleration Labs.

For example, maintaining accurate and up-to-date information on multidimensional poverty on a national scale is a huge challenge for governments, but it is crucial to better orientate public service delivery. In the context of Guinea-Bissau, this represents an enormous challenge and could be a field of development in which the Accelerator Lab would make a significant contribution. The Accelerator Lab could for example:

- Investigate the digitization of public administration in an innovative way, covering remote areas with technological support. The benefits of having the information online and shared with the government would be enormous. Digitization would make it possible to overcome geographical barriers, and to follow the needs of marginalised people, and easily define a form of regular support (goods, services, monetary).
- Investigate how to introduce and expand credit transfers over the phone. Cheap transfers can be made via mobile phone in several countries, reducing travel and covering more remote areas. The effectiveness of this system can be used by the non-vulnerable citizen to transfer money to State institutions (e.g., payment of fees) or also to support the interventions of the *Transformative Social Protection Programme* and other programmes. In this sense, telephone credit transfers could also be used to easily pay for monthly assistance to people with disabilities, women victims of violence, young unemployed or other people in difficulty. Therefore, a credit transfer by telephone could be used locally in shops or open-air markets. People would immediately receive the contribution and could use it to buy food, seeds, water, goods, pay for a medical examination, etc.
- Propose systems adapted and shared by various sectors to monitor the situation of the most marginalised people and the changing condition over time and interventions.
- Also, in relation to the *Transformative Social Protection Programme*, Accelerator Laboratories could be useful to develop inclusion projects for marginalised or discriminated people, such as people with disabilities, by means of technological or non-technological solutions, to overcome participation barriers in different sectors and to better benefit from their rights, adapting solutions to the types of disabilities and context.
- To identify projects, actions and activities applicable at the community level that can improve the awareness of the most excluded people about their own human rights and gender issues, to be introduced also in the dissemination of laws, policies and national justice and protection programmes. This can involve, for example, women and young people.
- In the commercial sector, it could help regularisation and decent work. Payment of trade and sales tax by telephone would help reduce the risk of corruption, including the improvement of government revenue, financial regularisation of payments, even in small shops. The telephone

¹⁵³ UNDP Core Partnership, German Cooperation, Qatar Fund, Accelerator Labs. The Fast and the Curious Our Story So Far 2019. Available online at: <https://indd.adobe.com/view/5b74be9b-9fd5-4fc4-9c34-604df1cad293>

could begin to be used to book medical examinations, vaccines, request remote access to documents, etc.

In relation to data processing, it will be important to find innovative solutions while respecting the principles, recommendations and good practices following the human rights-based approach to data, such as participation, data disaggregation, self-identification, transparency, privacy and accountability¹⁵⁴.

Another important aspect that should be explored, but not only by the Accelerator Labs, is to find, within the context of Guinea-Bissau communities and at national level (policies, legislation and programmes), mechanisms to encourage social change of behaviour, called "nudges"¹⁵⁵.

This type of incentive can influence at low cost the choices, decisions, and behaviours of the community in favour of the inclusion of the most marginalised people and rights.

In addition to the Accelerator Labs, in 2018 the OECD published a broader document of successful projects and interventions on how people left behind were included, which also includes the case study of Guinea-Bissau: Helping blind children and young people to become valued adults and citizens in Guinea-Bissau¹⁵⁶.

This document has examples of other projects (case studies) in different sectors that directly intervene in people's lives in aspects related also to rights and gender issues.

3.4 Immediate opportunities (taking the new COVID-19 into consideration)

The fragility of the context due to governmental immobility does not simplify development and recovery.

Despite this, the COVID-19 pandemic can represent an entry-point and opportunity for a paradigm change. In fact, disasters show what is wrong in national and sectorial systems and give the possibility to recover, according to the building back better (BBB) approach. The COVID-19 has accentuated the existing problems in Guinea-Bissau in socio-economic gaps, leaving behind the most vulnerable and poor. However, the partners' support and new mechanisms by recovery process may push the government and institutions towards change, opening up to dialogue.

An opportunity could be to immediately implement the Post-Disaster Needs Assessment (PDNA) in Guinea-Bissau and to trigger the process of national dialogue on recovery. The PDNA allows a participatory dialogue between Government, national and international partners and donors, identifying concrete solutions for resilient recovery.

In order to be more productive, the dialogue mechanisms must be specific and inclusive. The discussions in small multi-sectoral groups are encouraged, to ensure dialogue and the participation of stakeholders. The participation of a multitude of actors, including citizens, political, legal, economic, and

¹⁵⁴ United Nations Human Rights Officer of the High Commissioner, *A Human Rights-Based Approach To Data Leaving No One Behind In The 2030 Agenda For Sustainable Development*, New York 2018 Available online at: <https://www.ohchr.org/Documents/Issues/HRIndicators/GuidanceNoteonApproachtoData.pdf>

¹⁵⁵ R. H. Thaler, C. R. Sunstein, *Nudge: Improving Decisions About Health, Wealth, and Happiness*, 2009.

¹⁵⁶ OECD (2018), *Case Studies on Leaving No One Behind: A companion volume to the Development Co-operation Report 2018*, OECD Publishing, Paris 2018, Available online at: <https://www.oecd.org/dac/case-studies-on-leaving-no-one-behind-9789264309333-en.htm>

social institutions, the private sector and experts in the field, are very productive and represent the innovation element of the process. In each group there must be someone who stimulates discussion by including vulnerable groups and seeking innovation.

For COVID-19 response in Niger, for example, UNDP is working with the Economic Commission of Africa on the socio-economic impact and with the World Bank in the private sector support to recovery. In Madagascar, UNDP, UNICEF, WFP, and the World Bank are working with the Government to develop a social protection programme to support the groups most at risk¹⁵⁷.

Beyond that, some actions can be an immediate opportunity to initiate a series of experiments aimed at improving the systems. Below are some examples of what can be improved in Guinea-Bissau through the COVID-19 recovery plan:

- Improving coordination and collaboration with governmental institutions through Multisectoral Committees for emergency management and resilient recovery;
- Supporting the Government in a participatory national recovery plan that adopts a step-by-step approach to recovery, appropriate to the context;
- Influencing the allocation of financial resources in the budgets to finance recovery actions, aiming at supporting those who are being left behind;
- Sustaining the implementation of a digitalized social protection system to help vulnerable families in multidimensional poverty situations;
- Exploring the use of existing databases to set up a shared information system;
- Define mechanisms for data collection and control in remote areas (e.g., mobile phone use, mobile brigades, etc.);
- Encouraging and supporting the improvement of health facilities and services in the area and staff training (in preparation for a new COVID-19 epidemic outbreak)
- Encouraging a campaign for the promotion of positive behaviours for the prevention of COVID-19 and awareness for poor and vulnerable people;
- Encourage the expansion and upgrading of the mobile phone and internet networks to support other services;
- Encourage the entry and regularisation of young people and women into the formal economy by supporting social security measures, micro-credit projects, small business funds, integrating Accelerator Labs' ideas;
- Improve school organization and prevention of COVID-19 in schools by defining a program to strengthen the capacity of teachers, including unified and digitized school registers and freshman register models, number of pupils per class, and ensuring school attendance with snacks, distribution of books and scholarships for girls;

¹⁵⁷ UNDP, *COVID-19 UNDP's Integrated Response*, June 2020. Available online at: https://www.undp.org/content/dam/undp/library/km-gap/undp-COVID-19_UNDP_Integrated_Response.pdf

- Supporting the local and national institutions in the definition of mechanisms for psychological support and social assistance to critical situations also related to COVID-19 (e.g., increase in cases of abuse, lockdown stress etc.), also producing thematic radio drama, the establishment of a national support number, training of community assistance focal points, etc.;
- Encourage community support mechanisms, such as local women's aid groups, farmers' groups etc.;
- Support institutions to define investments for small businesses and farmers based on the circular economy, introducing waste management, environmental protection, reforestation.

4 Recommendations

4.1 Policy recommendations

The Strategic National Plan *Terra Ranka*, in line with Agenda 2030 and Agenda for Africa 2063, sets out a strategy for a sustainable development model in Guinea-Bissau leading up to 2025 by means of a plan to reformulate current policies. Unfortunately, the revision of policies is currently stationary due to the consequences of the political impasse that the country is going through. Therefore, *Terra Ranka*, which represents the heart of the country's growth ideas in all sectors, has not yet been activated. This

has caused a gap in the direction of development workers in Guinea-Bissau. The most frequent risk is that there are too many organizations functioning in a disorderly manner, often not following a governmental line of action and without State supervision. Another risk is that vulnerable people will not receive support from the government and will therefore continue to perpetuate their condition.

The political instability of the country is expressed above all by this gap in the policies in Guinea-Bissau, both in the lack of implementation of the existing policies and in the lack of a social policy directed to the inclusion of the most marginalised people from the point of view of services and rights. This is evident when the government does not protect or facilitate the inclusion of those who are left behind, as in the following examples: there is no policy to ensure the integration of people with deficiencies into the society; there is no social pension for the most vulnerable or the elderly; national gender policy has not yet been approved; both the policy and the law on land ownership, which seriously discriminates against women, have not yet been updated; a policy on climate change and disaster risks, which would be able to ensure compensation for the families affected, has not been approved.

Discrimination in the exercise of rights is manifested by the lack of an adequate policy framework to protect the marginalised people, which leads to the exclusion of the poorest people from economic and fiscal policy.

In the light of these gaps, the following policy recommendations are therefore proposed:

Rethinking the national policy framework and strategies in the direction of social transformation, using an approach based on the principle of Leave No One Behind. In a medium-long term period, the United Nations can support public institutions and the Government to define actions for the integration and implementation of the LNOB principle in current policies. At the same time, they can analyse the policy framework and support the Government to fill its gaps to reach the most discriminated people, according to the factors highlighted in this analysis.

Establishing a universal social policy to leave no one behind in all policies and at all levels. Considering the context, it is important to support the Government and public institutions to define a universal approach to social policy, complemented by special or targeted measures to address the distinct obstacles faced by disadvantaged, marginalised or otherwise excluded social groups. The Government should be helped to design these measures so as to minimise discrimination, fully integrating them into broader social protection systems. Policies to address discrimination, as well as those providing preferential access to certain services, allow for the participation of excluded people and communities in decision-making processes.

Promoting decentralisation and inclusion of institutions. The public institution, especially at the local level, plays a key role in perpetuating exclusion or promoting inclusion. Institutions at the local level should have a greater proximity to citizens and should dynamize inclusion mechanisms with communities, and also improving the collaboration with local traditional authorities. For example, promoting civil registration and legal identity also with mobile brigades, or working more to protect the rights of the poorest people in remote areas, supporting local associations and traditional authorities, and also enabling the creation of social movements, could help political institutions to become more transparent and inclusive. Decentralisation can help public administrative institutions to be less dependent on political rotation and ensure continuity even with a frequent change of government.

Reinforcing the national development plan and policies with the integration of the territorial development approach which mainstreams spatial equity. Due to the importance of regional disparities and the inequalities between people in rural and urban areas, the geographic dimensions play a key role in excluding large sections of the population. Therefore, it is important that the development strategy has to consider the spatial realities and make the decision to rebalance territories.

Improving the national data collection system for supporting policies so that it can be used as a reference in monitoring and measuring inequalities. Identifying inequalities and discrimination requires the generation of evidence and data collection and disaggregation that go beyond gender, geography and age, to include all grounds of discrimination prohibited under international law, ensuring that all forms of discrimination and other root causes of inequalities are identified and addressed. The human rights-based approach to data helps to ensure that the use of data and statistics consistent with international human rights norms and principles, includes participation, self-identification, transparency, privacy, and accountability.

Defining monitoring and accountability mechanisms (also based on institutional coordination) to ensure that policies have a positive impact on the lives of the most marginalised people. The difficulties of being able to monitor both the implementation and the impact that these policies are having on the lives of the most discriminated people, require the definition of a strong monitoring system and mechanisms to hold institutions accountable, which should be jointly defined in the definition and review of the policy, integrating the principle of leaving no one behind. Political processes of accountability can be strengthened by the establishment of invited spaces for participation by the State, such as citizen assemblies, or the organic development of created spaces of collective citizen action that can lead to the greater political capacity of citizens for demanding accountability.

Ensuring that policies have enough resources to be implemented and that are mobilised for those left behind. It is important that the choices made in politics have already budget or funding measures so that they can be applied. Financing and mobilisation mechanisms for policies should be indicated. An operational and programmatic approach, based on the LNOB principle, will also be implemented into the financial programming. Resources are distributed in a decentralised manner, focusing on the most disadvantaged areas and sectors.

The United Nations can take up an effective-results orientated dialogue with the Government, while at the same time taking advantage of the situation created by the COVID-19, and encourage national, local and sectoral discussions to finalize and approve policies that are missing or update obsolete ones, in the perspective of the LNOB principle.

In order to support policy making, based on participatory methodology, local and national platforms can be implemented with specific quotas being equally distributed to represent all groups of discriminated people, in order to support the process of planning from the bottom up. It should also be important to analyse previous experience in order not to repeat the mistakes in the implementation. The discussions have to focus on LNOB integration and the approach towards policy preparation. Communities, the private sector, and public institutions must be involved at regional and local level through local discussion platforms. The results of the discussions will be consolidated centrally. All policies must have an operational framework and recommendations for legal alignment.

Despite the Government's difficulties, this participatory process will serve as training and learning for the parties involved. Communities will discuss issues related to gender, rights, economic opportunities,

those who are being excluded, proposing solutions to solve their relative problems. This progressive ferment will produce a kind of gentle push or social pressure, which will encourage the empowerment of politics, albeit not immediately.

The technical support of the United Nations, in the learning process and in the preparation of a policy framework, will help to push decision-makers to a higher level. Constant accompaniment at all stages of the preparation of the policy framework, from the conception, reviewing, consultation, planning, writing and approval, will also strengthen the governmental capacity of institutions in Guinea-Bissau.

Above all, this continuous dialogue between the United Nations and the Government, concerning those who are being left behind and the preparation of policies based on human rights and the gender perspective, could be a motor for a change of attitude.

4.2 Recommendations for UNCT for the next UNSDCF

The political instability in Guinea-Bissau creates strong barriers that influence discriminatory social behaviour in contrast to international human rights standards (such as gender equality, youth employment inclusion, people with disabilities and LGBT rights, etc.). The UNCT can support the Government with its advisory role to define a strategy and inclusive development in Guinea-Bissau, at all levels.

The LNOB will be reflected in the UNSDCF, which will define the cooperation strategy between the Government and UN Agencies. In the UNSDCF preparation process, the UNCT should ensure that agencies accompany government sectors in defining cooperation actions that include the most vulnerable and poor people for a change. At the same time, the UNCT should have the flexibility to adapt the UNSDCF when needed to respond to emerging needs, including those related to the LNOB.

UNCT can support the Government, providing tools and expertise available for integrated policy support in order to address the complex problems facing the Country in different settings, while monitoring SDG progress.

The UNCT can identify focal points in each agency (reporting to the UNCT) that ensure the integration of the LNOB principle into the UNSDCF and monitor implementation with partner government institutions. It is recommended that sectors of the Government are also involved in this group for the inclusion of LNOB principle, in order to better accompany the implementation of the UNSDCF.

The UNCT focal points should technically support the respective public institutions of the other party to accompany the integration of the LNOB principle. The accompaniment should be constant and regular to support the UNSDCF and to ensure the inclusion of those who are being left behind. The UNCT should promote intersectionality and coordination between sectors.

4.3 Recommendations for the UNDP

UNDP's role is to support the UNCT in providing an integrated and multidimensional approach to SDG of leaving no one behind, using local and national platforms and other tools, to achieve the goals of Agenda 2030. UNDP has long supported Guinea-Bissau to reduce inequalities, including gender

inequalities, taking a multidimensional approach to poverty reduction and to improve the lives of marginalised people and communities.

Currently, the context in Guinea-Bissau has fundamentally changed due COVID-19 crisis, exacerbating the already profound social differences and inequalities. Therefore, in the CPD preparation, UNDP has taken into account the discrimination and inequalities in relation to the five analysed dimensions, in light of possible disaster scenarios to be managed in the post-COVID-19 phase.

The impact of COVID-19 has demonstrated at an early stage that it is necessary to invest in innovation capacity, digital solutions, social protection systems, response to the increase in gender-based violence, emergency job creation, and economic recovery. Digital development in Guinea-Bissau is a necessity to strengthen many sectors such as health care, financing, and other services.

Therefore, before defining the CPD, UNDP and UN agencies should help the Government to conduct a participatory study to understand the multidimensional impacts of the crisis and to find triggers to resilient recovery and sustainability, building resilience in gender and rights-based solutions developed with the public and private sectors. The main donors in the country should also be involved.

Beyond this, the preparation of the *Transformative Social Protection Programme*, focusing on marginalised groups, the concretization of decentralization, the definition of guiding principles underpinning programmes and policies, the development of strategies for the economic empowerment of women and the development of tax policies and funding mechanisms aligned with SDGs can be the main topics to be discussed and developed specifically in the post-COVID-19 phase with the Government of Guinea-Bissau.

This situation of COVID-19 crisis could also lead to the development of governmental mechanisms of political stability based on national compromise (e.g., Government of National Collaboration for Recovery) that UNDP can influence and support.

The specific recommendations cited below, on the role that UNDP can play in supporting a rule of law where people are not left behind, is organized according to the factors considered in this analysis.

Discrimination and inequalities

- UNDP can facilitate a rights-based approach to programming that is conducive to meaningful participation, civic engagement and supporting the role of people, communities and CSOs to shape public decisions and hold government to account for their own rights.
- UNDP can strengthen the capacities of communities and civil society, focusing on marginalised people and the issues of human rights and gender, and expanding and protecting spaces for people's participation;
- UNDP can facilitate the pledge to leave no one behind in SDG strategies, plans and budgets, through equity-focused and rights-based approaches;
- UNDP can promote equity-focused and rights-based laws, policies, public information campaigns, and frameworks to address stigma and discrimination;
- UNDP can support the Government to identify additional actions that can be taken to accelerate progress and inclusion of people that are leaving behind.

- UNDP should support the Government to stimulate discussion at a national level on the implementation of a concrete *Transformative Social Protection Programme*, involving other UN agencies, donors, NGOs, and especially marginalised groups.
- In addition, a quantitative study, therefore statistically developed, would complete this qualitative analysis on the condition of including the most marginalised people, enriching the programming basis of both UNDP and the Government (as a monitoring system).

Geography

- UNDP can also recommend a decentralization of UN agencies' offices outside Bissau, in other isolated (Bijagós) and more vulnerable regions (Gabú, Oio, Cacheu) and to encourage more missions, visits and analysis in remote rural areas, also with members of the institutions, to raise awareness.
- UNDP can encourage the decentralization process in Guinea-Bissau. It is also important to improve the relationship with the local and regional administrations, and also to decrease the isolation of rural communities.
- UNDP can support the government to define mechanisms to reduce the isolation of remote areas, not only by providing services, but also by increasing the presence and communication between the State and communities.

Vulnerability to shocks

- UNDP can promote a PDNA in Guinea-Bissau taking advantage of the COVID-19 situation, stimulating the Government to request the PDNA for an in-depth post-disaster analysis that can give rise to the opportunity to realize a concrete LNOB analysis. The PDNA is a process that also includes the active participation of the Government, CSOs and NGOs with the collaboration of experts of the World Bank and European Union. The results of PDNA will also allow the collection of good practices on a local level, as well as the creation of a baseline.
- UNDP can also promote the Disaster Recovery Framework (DRF) and support the Government in negotiating international funds for recovery. After the PDNA, it will be possible to define, with the Government and the parties involved, the DRF, which, based on *Terra Ranka* and local development plans, will provide a new and innovative programmatic contribution for resilient recovery and for the identification of real funds to be used.
- UNDP can support the Government in defining a strategy for climate change adaptation and disaster risk reduction (including marginalised and most affected people) and institutionalize post-disaster assessment procedures by providing guidelines, tools and other instruments used by UNDP.

Socio-economic status

Currently, multidimensional data and measurements of poverty have been allied to address the threat posed by the COVID-19 pandemic. Formulating an effective response to this global crisis requires an

understanding of the overlapping hardships of people in developing countries, which can lead to increased vulnerability to COVID-19¹⁵⁸.

- UNDP can request technical assistance with Oxford Poverty and Human Development Initiative (OPHI) to prepare National and Regional MPI in Guinea-Bissau, which can stimulate the organisation of the statistical system and strengthen the capacity of the institutions, as well as providing up-to-date data on multidimensional poverty.
- UNDP can encourage the Government in promoting structural transformation of the economy and boost productive employment. A comprehensive development strategy should be based on inclusive development conditioned on structural transformation and granting growth with productive employment (promote decent jobs in good working conditions, with good remuneration and stability).
- UNDP can also support the Government in defining specific social and economic development programmes for marginalised people, combined with the strengthening of the awareness of rights and access of services.
- UNDP can empower local and remote communities, focusing on the most marginalised people identified in this analysis, so that they are more aware of their leadership and increase the demand and access to basic services.

Governance

- UNDP can support the Government in reversing entrenched prejudice and reforming systems and institutions that perpetuate exclusion.
- UNDP can offer technical expertise to the Governance in order to support the governance mechanisms at all levels (local, national, regional, and global) that need to be more open, inclusive, and accountable to marginalised groups. Local communities must be closely involved in developing local targets and indicators and take an active role in monitoring and holding local authorities accountable for SDG implementation.
- UNDP can support the Government in the revision of policies and practices in areas such as trade, tax, climate, migration, arms transfers and illicit drugs considering their interrelation on inequality and achieving LNOB objectives.
- UNDP can support public institutions to promote interrelation and coordinated work between institutions to integrate the LNOB principle.
- UNDP should strengthen the day-to-day monitoring of the institutions in order to increase their confidence and ability to compromise with the LNOB principle. Maintaining and consolidating the Government's confidence in the UNDP also involves a capacity building approach. Good results have been achieved in programmes where direct assistance and daily accompaniment to the institutions has been constant (e.g., Justice System Review Programme), so this should be the work methodology for Public Institutions and UN Agencies.

¹⁵⁸ OPHI, *Multidimensional Poverty and COVID-19 Risk Factors: A Rapid Overview of Interlinked Deprivations across 5.7 Billion People*, April 2020. Available online at: https://ophi.org.uk/wp-content/uploads/B53_Covid-19_vs3-2_2020_online.pdf

- UNDP should equally support Government and public institutions at different levels by integrating the LNOB principle into the SDGs and in identifying and contextualizing SDG indicators, which can be used to measure poverty, inequality, discrimination, and other dimensions relevant to the LNOB principle. Guinea-Bissau would be incapable of preparing the VNR report and the SDG report for Guinea-Bissau. UNDP can support the initial monitoring of the SDGs and possibly consider a VNR elaboration for the High-Level Political Forum (HLPF), taking a participatory approach and involving marginalised groups.
- UNDP can also support the Government (in particular the Ministry of Justice, and INE) and the National Popular Parliament in setting up a comprehensive debate on a social protection system and in improving the statistical system to provide secure data to monitor SDGs and strengthen the civil registration system. Up-to-date data from a single official and accredited source is a necessity in order to build any kind of intervention in Guinea-Bissau. It is important that UNDP supports institutions in the statistical organisation, taking advantage of other projects or situations (e.g., COVID-19, *Transformative Social Protection Programme*, etc.).
- UNDP can support governance mechanisms at all levels (local, national, regional and global) which need to be more open, inclusive and accountable to marginalised groups. Local communities should be closely involved in developing local targets and indicators and take an active role in monitoring and holding local authorities accountable for SDG implementation. The integration of the LNOB approach to SDGs must be done in a participatory way with public institutions and in conjunction with the definition of the Country Programme Document, so that there is a coordinated and inclusive process.

Only coordinated work, with the qualitative involvement of UN agencies, but also CSOs, and in particular local donors such as EU, World Bank, and Governmental Agencies for International Cooperation, will be able to create social pressure and influence a restructuring of the State system in Guinea-Bissau.

5 Conclusion

With the principle of Leave No One Behind (LNOB), Guinea-Bissau has committed itself to trying to develop a new path for development, which shifts the focus from economic growth to the need to focus action on consolidating rights and including the most marginalised people at risk of poverty and discrimination.

The United Nations and UNDP accompany and support the Government of Guinea-Bissau, public institutions, the civil society, communities, and individuals on this new path, consistent with the commitment not to leave anyone behind.

This document is based on the analysis of the barriers that have blocked the integrated development of Guinea-Bissau, seeking to propose recommendations as a guideline for the next steps. In addition, this analysis is also intended to be an encouragement for leaders and policy makers to instigate a real paradigm shift in Guinea-Bissau, demonstrating that the basis of development is equality and the absence of discrimination of any kind.

It is hoped that the framework presented so far can be used as a basic tool for dialogue between like-minded actors and will put into motion the kind of continuous exchange, iterative learning and broad collaboration that will be necessary to leave no one behind.

As a result of this support, the UNDP is applying the commitment as a principle throughout its programming. The UN development system works together, through the UN national team, to support national partners to integrate, accelerate and deliver SDGs. In line with this support, the UN is well positioned to promote and enable action, to examine, strengthen, and implement the changes required by the promise not to leave anyone behind.

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