

# **UN Common Country Analysis (CCA)**

**October, 2020**



**UNITED NATIONS  
GUINEA-BISSAU**



## CONTENTS

LIST OF ACRONYMS AND ABBREVIATIONS.....	i
EXECUTIVE SUMMARY.....	1
Background.....	1
Leaving no one behind .....	2
Vulnerability profile.....	2
Underlying drivers .....	3
Emerging risks .....	4
Financial Landscape.....	5
Peacebuilding Priorities and UN Support.....	5
1: INTRODUCTION AND METHODOLOGY .....	7
1.1 Background.....	7
1.2 Purpose of the Common Country Assessment.....	8
1.3. Methodology .....	9
1.4 Limitations .....	9
2: TAKING STOCK OF PROGRESS TOWARDS FULFILMENT OF THE SDGs .....	11
2.1 National Priorities.....	11
2.2 Guinea-Bissau's Performance on the 17 SDGs.....	12
3: MULTI-DIMENSIONAL RISKS AND FINANCIAL FLOWS IMPACTING SDG PERFORMANCE .....	13
3.1 Analysis of Risk Areas that Could Impact Guinea-Bissau's Development Trajectory.....	13
3.1.1 Democratic space .....	13
3.1.2 Political stability .....	14
3.1.3 Social cohesion, gender equality and non-discrimination .....	16
3.1.4 Regional and global influences.....	17
3.1.5 Internal security .....	18
3.1.6 Justice and rule of law .....	19
3.1.7 Economic stability .....	21
3.1.8 COVID-19 Socio-Economic Outlook.....	24
3.1.9 Infrastructure and access to social services.....	31
3.1.10 Displacement and migrations .....	31
3.1.11 Public health.....	34
3.1.12 Food security, agriculture and land .....	38
3.1.13 Environment and climate .....	45
3.2 Financial Landscape.....	53
4: ANALYSIS OF UNDERLYING CAUSES AND FACTORS INFLUENCING SDGs PROGRESS.....	57
4.1 Political Economy Analysis .....	57
4.1.1 Credible commitment .....	57
4.1.2 Asymmetry problem.....	60
4.1.3 Delegation challenge.....	61
4.1.4 Path dependency challenge .....	62
4.2 Social Exclusion Analysis.....	62
4.3 Environment Analysis .....	64

4.3.1	Affected population of climate change.....	65
4.3.2	Specific impacts of climate change on the most vulnerable .....	66
4.3.3	Affected areas and climate change manifestation .....	67
4.3.4	Climate change sectors .....	68
4.3.5	Climate change risk and vulnerability .....	68
4.3.6	Legal, institutional and governance frameworks of Environment.....	68
4.4	Governance and Institutional Analysis.....	70
4.4.1	Public administration .....	70
4.4.2	Security sector reform (SSR) .....	71
4.4.3	Drug trafficking and transnational organized crime .....	72
4.4.4	Vertical structure, decentralization and local authorities .....	73
4.4.5	Institutional analysis for the 2030 Agenda .....	74
4.4.6	Human rights .....	74
4.4.7	Non-State actors: civil society organizations, private sector and media .....	75
5:	KEY PEACEBUILDING AND CROSS CUTTING CHALLENGES AND OPPORTUNITIES’ .....	79
5.1	Gender Empowerment and Income Opportunities .....	81
5.2	Data ecosystem to support decision making .....	82
6:	CROSS-BORDER, REGIONAL AND SUBREGIONAL PROSPECTS.....	83
6.1	Drug Trafficking .....	83
6.2	Human Trafficking .....	84
6.3	Corruption .....	84
6.4	Money Laundering .....	85
6.5	Cross-border Crimes .....	85
6.6	Migration Governance .....	86
Annex #1:	The Six Pillars of the National Development Plan and their Alignment with the SDGs and Agenda 2063.....	88
Annex 2:	Guinea-Bissau’s Performance vis-à-vis the 17 SDGs .....	89
	Identification and analysis of those left behind or at risk of being left behind (LNOB Analysis) .....	108
	Socio-economic status.....	108
	Discrimination .....	112
	Vulnerability to shocks .....	118
	Governance .....	118
Annex #3:	Climate Change Impacts in Guinea-Bissau .....	121
Figure #1:	Food Security Trends at Regional Level.....	122
BIBLIOGRAPHY	.....	123

## LIST OF ACRONYMS AND ABBREVIATIONS

AfDB	African Development Bank
ANC	Ante-Natal Clinic
BCEAO	<i>Banque Centrale des Etats de l'Afrique de l'Ouest</i> (Central Bank of West African States)
BEmoNC	<i>Basic</i> Emergency Obstetric Neonatal Care.
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CEmONC	Comprehensive Emergency Obstetric Neonatal Care.
CONUB	Cuidados obstetricos Neonatais de Urgência de Base
CONUC	Cuidados obstetricos Neonatais de Urgência Completos
ECOWAS	Economic Community of West African States
CPLP	<i>Comunidade dos Países de Língua Portuguesa</i> (Community of Portuguese-speaking Countries)
CPN	Consultation Pre Natale
CSE	Comprehensive Sexuality Education
CSO	Civil Society Organization
DGFF	<i>Direção-geral das Florestas e Fauna</i> (Directorate-General for Forests and Fauna)
DNT	<i>Doenças Não Transmissíveis</i> (Non-transmissible Diseases)
EB	<i>Ensino Básico</i> (Primary Education)
ECOSOC-UN	United Nations Economic and Social Council
EDF	European Development Fund
EmONC	Emergency Obstetric Neonatal Care
EU	European Union
FAO	United Nations Food and Agriculture Organization
FDI	Foreign Direct Investment
FGM	Female Genital Mutilation
GDP	Gross Domestic Product
HDI	Human Development Index
HIPC	Highly-Indebted Poor Countries
HIPCI	Highly-Indebted Poor Countries Initiative
HIV-AIDS	Human immunodeficiency virus-Acquired Immunodeficiency Syndrome
HR	Human Resources
IBAP	<i>Instituto da Biodiversidade e Áreas Protegidas</i> (Institute for Biodiversity and Protected Areas)
IDPS	International Dialogue on Peacebuilding and State Strengthening
IGE	<i>Inspeção Geral do Ensino</i> (Education General Inspectorate)
IHPC	Índice Harmonizado dos Preços ao Consumidor (Harmonized Consumer Price Index)
ILAP	<i>Inquérito Ligeiro para Avaliação da Pobreza</i> (Light Survey for Poverty Assessment)
ILO	International Labour Organization

IOM	International Organization for Migration
IMdM / HiH	Initiative Main dans la Main/ Hand in Hand Initiative
IMF	International Monetary Fund
INASA	<i>Instituto Nacional de Saúde Pública</i> (National Institute of Public Health)
INPA	<i>Instituto Nacional de Pesquisa Agraria</i> (National Institute of Agronomic Researches)
IRI-ESI	Integrated Regional Survey on Employment and the Informal Sector
LGDH	<i>Liga dos Direitos Humanos da Guiné-Bissau</i> (Guinea-Bissau Human Rights League)
MDG	Millennium Development Goal
MDSR	Maternal Deaths Surveillance and Response
MEF	Ministério das Finanças (Ministry of Finance)
MEN	<i>Ministério de Educação Nacional</i> (National Education Ministry)
MICS	Multiple Indicator Cluster Survey
MISP	Minimum Initial Service Package for reproductive health.
NGO	Non-Governmental Organization
OF	Obstetric fistula
OGE	<i>Orçamento Geral de Estado</i> (State General Budget)
PAIGC	<i>Partido Africano para a Independência da Guiné e Cabo Verde</i> (African Party for the Independence of Guinea and Cape Verde)
PEO	<i>Plano Estratégico Operacional Terra Ranka</i> (Terra Ranka Operational Strategic Plan)
PHEIC	Public Health Emergency of International Concern
PHEOC	Public Health Emergency Operation Centre
PLWA	<i>People Living With AIDS</i>
PNDS	<i>Plano Nacional de Desenvolvimento Sanitário</i> (National Health Development Plan)
PNIASAN II	<i>Plan National d'Investissement Agricole 2ème génération</i>
PNIEG	<i>Política Nacional para a Promoção da Igualdade e Equidade de Género</i> (National Policy for the Promotion of Gender Equality and Equity)
PPP	Purchasing Power Parity
PPP	Public-Private Partnerships
PSG	<i>Objetivos de Consolidação da Paz e de Reforço do Estado</i> (Peacebuilding and State Strengthening Goals)
PURSEA	<i>Projeto de Urgence para o Melhorament dos Sectores da Agua e Electricidade</i> (Emergency Project for the Improvement of Electricity and Water Sectors)
RGPH	<i>Recenseamento Geral da População e Habitação</i> (General Population and Housing Census)
SAB	<i>Sector Autónomo de Bissau</i> (Bissau Autonomous Sector)
SAN	<i>Segurança Alimentar e Nutricional</i> (Food and Nutritional Security)
SEN	<i>Sistema Estatístico Nacional</i> (National Statistics System )
SDG	Sustainable Development Goal
SISSAN	<i>Sistema de Seguimento da Segurança Alimentar e Nutricional</i> (Food and Nutrition Security Tracking System)

SMART	Standard Monitoring and Assessment of Relief and Transitions
SNAP	<i>Sistema Nacional de Áreas Protegidas</i> (National System of Protected Areas)
SNS	<i>Sistema Nacional de Saúde</i> (National Health System)
SRMNCAH	Sexual, Reproductive, Maternal, Neonatal, Child and Adolescent Health
SSRMNIA	Sante sexuelle, Reproductive, Maternelle, Neonatale, Infantile et des Adolescents
STI	Sexually Transmitted Infections
TFP	Technical and Financial Partners
UEMOA	<i>Union Économique et Monétaire de l'Afrique de l'Ouest</i> (West African Economic and Monetary Union)
UHC	Universal Health Coverage
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UN-HABITAT	United Nations Human Settlements Programme
UNICEF	United Nations Children's Fund
UNIOGBIS	United Nations Integrated Office for Peacebuilding in Guinea-Bissau
UNODC	United Nations Office on Drugs and Crime
UNS	United Nations System
UNSDCF	United Nations Sustainable Development Cooperation Framework
UN-Women	United Nations Entity for Gender Equality and Women's Empowerment
UPR	Universal Periodic Review
WFP	World Food Programme
VMMR	<i>Vigilância das Mortes Maternas e Resposta</i> (Maternal Death Surveillance and Response)
WASH	Water Sanitation and Hygiene
WHO	World Health Organization

### Background

In preparation for the next cycle of the United Nations Sustainable Development Cooperation Framework (UNSDCF) of 2022-2026, the United Nations Development System (UNDS) in Guinea Bissau has undertaken an independent and collective assessment of the development landscape. The Common Country Analysis (CCA) presents the key challenges, their root causes, and implications for the long-term development of the country. The CCA is the first key step to develop the UNSDF, the main vehicle for articulating the Government's expectations of the UNDS contribution to achieve its national development priorities and Sustainable Development Goals (SDGs). The joint assessment seeks to guide the United Nations Country Team (UNCT) in effectively engaging with stakeholders throughout the development and implementation of the UNSDCF. The CCA intends to be a living document, reflecting the evolving and dynamic nature of the development context through periodic updates.

The CCA frames development priorities within the context of the national development plan and sustainable development goals. It adopts the concept of leave-no-one-behind to generate evidence on the groups and places left behind, the underlying drivers of risks and vulnerabilities and needs including those that are related to social, economic and environment. The CCA disaggregates the data generated across income, gender, age, disability, tribe, language, immigration status and geography. The document applies also, a human rights-based approach as well as gender and women empowerment, resilience, sustainability and accountability to analyse the effectiveness and impacts of development interventions.

In drafting the CCA, the UNCT drew upon primary and secondary data from the Government of Guinea-Bissau, development Partners (United Nations Agencies, Funds and Programmes; World Bank; International Monetary Fund, African Development Bank and other multilateral and bilateral partners), Civil Society Organizations and the Private Sector. An Inter-Agency Task Team was organized around the different thematic groups, which constituted by the specialist from the UN Mission (UNIOGBIS), UNRCO, resident and non-resident agencies. Preliminary findings of the CCA draft report were presented to national stakeholders for review and comment of the key findings.

The CCA takes as its starting point, that the manifestation of the development challenges of Guinea Bissau are complex, multidimensional, and interrelated requiring an integrated approach, if interventions are to be transformative, inclusive and sustainable. It takes stock of the national development priorities against the achievement of the 17 SDGs. The *Terra Ranka*, the national development plan for 2015-2025 and its operational plan of 2015-2025 were presented including its priorities of peace and governance, biodiversity and natural capital, infrastructure, human development, business environment and growth sectors.

Progress remains limited in the achievement of the SDGs. There are crippling gaps in the quality of data to track progress across the different goals, targets and indicators. While Guinea Bissau has made relative progress in SDG goal 13 and 15, it falls far behind in the achievement of SDG 3, 4, 5, 6, 7, 8, 9 and 10 and 14. Moderate improvements of some targets have been recorded for SDG 1, 2 and 16 while for SDG 11, the country regressed. While the population living in extreme poverty has increased, data remains insufficiently disaggregated across gender, age, disability and place. Despite progress in reducing the percentage of undernourished, the absolute numbers suffering from the burden of malnutrition have increased. The country's health system faces persistent challenges related to low public spending, poor infrastructure, inadequate supply of health workers. The joint assessment of International Health Regulation (IHR) capacities in the country shows that, on a scale of 1 to 5, the country falls between 1 and 2. While progress has been made in terms of access, quality of education in the country remains worrisome: teachers do not have mastery of what they teach. Gender based violence remains a major challenge, made worse by the lack of data. About half of women of

reproductive aged 15-49 who underwent female genital mutilation. Over 26% of the national territory has been earmarked as protected area, far exceeding the requirements of the Aichi international target.

### **Leaving no one behind**

Exclusion, discrimination and inequality remain complex and mixed in Guinea Bissau. Using the LNOB framework, the CCA examines multiple dimensions of poverty and deprivations and their implications on inequality. It identifies who is poor, where they are found, how and why they are poor. The poorest 40 percent of Guinea-Bissau population only share 12.8 percent of the country's income, while the richest 10 percent share 42 percent of the national income. Over 67 percent of the population suffers from multiple deprivations and an additional 19 % are vulnerable to multiple disadvantages besides income. The multiple deprived populations are spread more in rural areas where 70 percent of the population are poor and vary across the regions with Oio and Gabu comprising the most respectively. The incidence of multidimensional poverty also varies across age and gender with 61 percent of children below four identified as multidimensionally poor in Guinea Bissau. While the law insists on the equality of the sexes, in practice, women do not have secured land tenure, particularly in rural areas, pushing them even deeper into poverty. While the general unemployment rate is 6.1 percent, the youth unemployment rate (15-24 ages) is 11.6 percent. Gender-based discrimination remains a significant barrier in the way of access to basic healthcare services including sexual and reproductive health. There are no legislations protecting LGBT individuals against discrimination. Government administrative and services institutions are centralized in Bissau and other big cities, disadvantaging rural populations and peoples living in small towns. Basic infrastructure including roads, electricity and health centers are concentrated in Bissau and other urban centers. Housing conditions in urban areas are also poor, with large numbers of informal settlements, lacking basic access to water, hygiene and proper sanitation facilities.

### **Vulnerability profile**

The CCA further profiles the key risks shaping the development trajectory of Guinea Bissau. The risks factors identified span across political, security, institutional, social, economy and environment aspects. The lack of civic dialogue between the population and the political elite and independent State mechanisms to protect human rights continue to prevent the emergence of modern democratic culture. An important element in Guinea-Bissau's conflict dynamics, is that political elites support dialogue efforts solely to the extent that they enable power and resources sharing among themselves, which has eroded the notion of putting the interests of citizens and the country first. After four months of stalemate, the heads of state and government of the Economic Community of West African States (ECOWAS) issued a communique in April 2020, recognizing the current head of state as legitimate. The communique also asked the President to appoint a new Government by 22 May 2020 and organize a referendum on a new Constitution. With repeated cycles of political instability, commitment to long-term development planning horizon remains a challenge. The role of the military in politics continues to be an enduring source of tension and risks with implications on security sector governance. The rule of law and justice remain weak: legal frameworks are outdated and access to services is poor, undermining the achievement of sustainable peace and security. Successive attempts to implement key reforms in the areas of public administration, access to justice, security sector, taxation and revenues, political system and decentralization have been met with resistance.

The economy remains undiversified and concentrated on the exploitation of natural resources. The quality of growth is very poor and non-inclusive, with agriculture acting as the biggest driver, followed by services and industry. The economy remains an enclave, entirely dependent on a single cash crop, cashew the main source of income and employment for most of the country's poor, and accounts for 85 to 90 percent of total exports, making it highly volatile and vulnerable to international price fluctuations. In fact, the degree of export dependence on the crop even exceeds the export dependence of most members of OPEC on oil exports. Cashew is not processed and is sold as a raw product.

Industrial activities are virtually limited to small scale agro-processing of cashew nuts. Manufacturing value added as a percentage of GDP has stagnated at 10 percent, with annual growth rate dropping from 9 percent in 2015 to 2.5 percent in 2019, confirming the persistence of the country's enclave development trajectory. Natural capital represents over 47 percent of per capita wealth, the largest proportion in West Africa. In fact, the overall share of rents as a percentage of GDP averages 16 percent, against 9 percent for the sub-Saharan Africa. Tax revenues remain dismally low, even in periods of high economic growth and political stability. While tax/GDP ratio has increased from 4.2 percent in 2002 to 10.3 percent in 2017, it however falls short of the regional average of 19 percent. Since adoption of Terra Ranka in 2015, economic growth has averaged 5 percent (excluding 2020). However, consensus around the transformative development agenda has frequently been undermined by over six changes of governments, caused by tensions between the Presidency and the Prime Minister. The parliament has yet to adopt the vision. As a result of perennial institutional instability, GDP per capita has averaged 1.6 percent over the past two decades, falling far below its potential.

While agriculture is the most organized sector of the economy, it still lacks a clear vision and a coherent strategy for growth and development. The monoculture agriculture strategy, based on the export of a single cash crop, undermines local food security and sovereignty. Cashew nuts operate simultaneously as both a cash and subsistence crop, creating tensions between commercial and subsistence farming interests with implications on sustainability. The introduction of cashew nuts as a post-colonial innovation continues to impact smallholder food production, like cereals and rice. Once self-sufficient in rice production, the main staple food, the country now imports about 50 percent of its rice needs. The low mechanized cashew displaces labor from the production of cereals. Given the credit facilities offered by traders, smallholder farmers barter pre-harvest cashew nuts for imported rice, locking themselves further in the low productive activity, thereby becoming vulnerable to food insecurity.

The health system remains weak and public spending on healthcare is very low. Available data shows that the country spends only 6.9 percent of government revenues on healthcare services, far below the 15 percent target in the Abuja Declaration 2001, even when compared with similar West African countries. Most of the funds are used on salaries, while donors finance nearly 90 percent of the recurrent costs, including medicines and other critical health inputs. Health workforce is very limited and working conditions of staff are poor. Infrastructure for delivering health services remains limited, leaving the population vulnerable to a wide range of diseases across age, gender, income and geography. Provisional data from MICS 2019, shows that 16.1 percent of under-5 children suffer from moderate or severe weight insufficiency (weight for age, measured both acute and chronic malnutrition) in 2019, against 17 percent in 2014. The situation is worse in rural areas, with 17.8 percent in 2019, against 11.3 percent in urban areas. The Gabú, Oio and Bafatá regions are the most affected, with 22.5 percent, 20.8 percent and 17.2 percent respectively. Maternal mortality rate is estimated at 900 per 100,000 live births, according to MICS, 2014. Neonatal mortality rate (NMR), which is 35.8 per 1,000 live births (MICS – 2014), is strongly associated with lack of child spacing and indicating an absence of access to reproductive health services.

### **Underlying drivers**

Guinea-Bissau, as a small island developing economy remains one of the most vulnerable countries in the world to climate variability and change. The country's geo-physical vulnerability is exacerbated by political instability, high levels of poverty, and the heavy reliance on rain-fed farming, and flood and drought prone agricultural land. The impacts are not equally distributed. Women, young people, children and rural populations, especially those living along the coasts, are particularly vulnerable to shocks and climate change adverse events. Urban agglomerations are vulnerable as the costs of recovering from a climate-driven disaster will tend to be higher. Even when compared to other African coastal cities, Bissau for example, is more vulnerable, given its limited capacity to attract the needed investment in infrastructure. Inland, desertification and land degradation are key environmental hazards of global dimensions, which are being exacerbated by climate change.

The CCA presents emerging threats of regional and global relevance. While Guinea Bissau has made progress, trafficking of illicit drugs and organized crime remain a major security and development challenge. In 2019, over 1947kg of cocaine were seized, the greatest apprehension ever. The interplay of politics and economy lubricates this clandestine trade through well-organized elites' networks in politics, economy and society. Drug trafficking continues to coexist with other transnational organized crimes like money laundering, human trafficking and illicit financial outflows all of them facilitated by corruption. The deliberate underreporting and falsification of the value, volume of goods and services traded internationally remains the single most important component of illicit financial outflows from developing countries. According to the Global Financial Integrity report, Guinea Bissau, in 2015, lost over \$19 million through fraudulent trade practices. Although official data is limited, evidence and witness reports from governmental and non-governmental stakeholders shows that Guinea-Bissau is heavily affected by trafficking in persons, including child trafficking for forced labour and sexual exploitation.

The politics of economic development in Guinea Bissau remains complex, with overlapping political and economic forces, that promote or hinder inclusion and sustainability. In fact, good development policies remain unsupported by good politics. Faced with a clear choice between promoting policies for inclusive and sustainable development, and staying in power, political leaders, in practice, are likely to demand for the later. Skewed incentives generated by the rules (both formal and informal) of the 'political game' continue to create binding constraints to economic growth, shared prosperity, and environmental sustainability. Organized interests, powerful groups and elites take strategic advantage of the institutional weaknesses to create private goods at the expense of delivering critical public goods to the broader populations. The institutional factors interact with regional and international political economy dynamics. The misalignment of policy and politics creates gaps in responsibility and accountability for inclusive development outcomes between citizens, politicians and bureaucrats in Guinea Bissau.

### Emerging risks

COVID-19 continues to exert a heavy humanitarian toll on Guinea-Bissau. As of 30 November 2020, the cumulative number of cases recorded were 2425 and the number of deaths were 44. In comparative terms, the total number of cases per million is 1170, far exceeding the average of WHO Africa region of 73 per million. In fact, number of deaths per million is five times that of the region. As of June 2020, over 176 health workers had been infected, averaging 10% of the workforce. All staff in the intensive care unit (ICU) have contracted the SARS-COV-2 virus.

It is difficult to project accurately the impacts, given the evolving nature of the coronavirus. Uncertainty remains high around the outlook with both downside and upside risks: The scale and trajectory of the pandemic in Africa remains unclear. Emergence of a second wave in Europe and the United States and concerns about a potential second wave of infections in African countries are fueling further uncertainty about the persistence and spread of the coronavirus.

Guinea Bissau's ability to respond continues to be shaped by the strength of its health care system, the resilience of its economy, the space for fiscal and monetary interventions as well as the measures for social protection. So far, impacts remain complex and multidimensional with varied components linked together in a bidirectional manner as shown on fig 1. The direct and indirect effects of COVID 19 will be most felt at the interplay of poverty, inequality and social cohesion. Impact will vary across social groups, sectors and time. While the Government has partially lifted the nation-wide lockdowns, instituted in March, when the first case was reported, the impacts have been devastating, rippling across economy and society.

Initial containment and mitigation measures put in place and spill over from the global recession, however, continued to weigh adversely on economic activities. The economy has collapsed in the first two quarters of 2020. While growth in the UEMOA region dropped from 6.1% in 2019 to 2.4%, in Guinea Bissau, it contracted the greatest, averaging -1.9%, down from 5% in 2019. Recent projections

by the Ministry of Finance have revised growth further downward to -2.9%. The drag on growth is led by the secondary sector (-4.1%), tertiary (-2.7%) and primary (0.1%). The economic crisis from COVID 19 has also widened pre-existing gaps and social inequities. While schools have reopened in October, limited infrastructure for distance-learning, especially during the lockdowns, has further worsened learning outcomes. Stoppage of businesses and decreased economic activities have resulted in spike in unemployment and income losses for many households. Agriculture and services including tourism, the most labour-intensive sectors, are all in deep recessions. While Guinea Bissau is at moderate risks of external debt distress, the overall burden of publicly guaranteed debt by the government is projected to grow rapidly to about 80% of GDP in 2025, driven largely in part by the domestic debt.

### **Financial Landscape**

The financial landscape of Guinea-Bissau is complex and evolving. There is a growing mix of sources to finance development priorities. While the overall financing envelop has expanded, in nominal terms, over the past decade, international public finance remains the major source of financing through overseas development assistance and external debts. Domestic revenue mobilization remains a very dynamic and significant source of resources for national development planning and implementation, with taxation and licensing representing a very dependable stream of fiscal revenues. Domestic private financing of development priorities remains limited albeit growing. Private international finance remains a growing and dependable source of financing. Remittances represent the largest and fastest growing component, with its overall weight in the economy comparable to ODA and tax revenues. The international public finance remains the most important source of grants to Guinea Bissau. While overseas development assistance (ODA) has grown in nominal terms over the past decade, it remains volatile as a source of dependable financing. ODA per capita has fallen from \$102 in 2016 to about \$80 in 2018. COVID 19 will further worsen the trends.

### **Peacebuilding Priorities and UN Support.**

In the context of the post-UNOGBIS transition, the CCA presents peacebuilding priorities to be carried forward by the UN system and UNOWAS Good Offices in Guinea Bissau. The UN also prioritizes capacity support for the Guinea Bissau to make sure that the needed changes can be made possible and identifies the potential role the UN can play in supporting the government and the people of Guinea Bissau. These include the strengthening of:

- Political dialogue and reform of the political system
- Democratic, accountable institutions and capacity of state organs
- Systems to combat drug trafficking and other transnational organized crime
- Judicial capacity and national human rights protection systems
- Gender mainstreaming in all actions in ways that reaches the most vulnerable and leaves no one behind
- Enabling environment for economic growth and socio-economic development, inclusion and diversification of the economy as well as increase domestic mobilization of revenues to finance national development priorities
- Civilian control and oversight of the defense and security forces including security sector reforms
- Alignment and coherence of international assistance with peacebuilding priorities through joint programming
- Support the government to strengthen democratic accountability institutions – capacity of state organs and skills development.
- Support the expansion of socio-economic opportunities to address current challenges especially, to address issues of inequality, women, youth and leaving no one behind.

- The UN commits to develop and support the local skills and capacity development for local people in order to ensure that the needed skills are available to support and sustain development efforts. Among others provide training for judges, lawyers and legal professionals to assist the government to strengthen the judiciary.
- UN to support mainstreaming of gender equality through provision of training opportunities for women and girls to ensure that no one is left behind.

## 1: INTRODUCTION AND METHODOLOGY

### 1.1 Background

Guinea Bissau is a Small Island Developing State (SIDS). With a population of about 1.9 million, and size of 36125 sq.km, it is one of the least populous and smallest countries in Africa. It is bordered to the north by Senegal and in the South and East by Guinea. The maritime territory covers 105000 sq.km with a coastline of over 350km. The Bijogos, a large archipelago in the west of the country, consists of over 100 small islands. The west African country is endowed with natural resources including forest, fisheries, minerals, water and arable land as well as rich biological diversity. Forest covers almost two million hectares and 71 percent of the national territory. The highest point in the country is 300m. The low coastal plains are permeated with by Guinean mangroves. Guinea Bissau is member of the Economic Community of West African States (ECOWAS), and West African Monetary Union (UEMOA) as well as the Community of Portuguese Speaking countries (CPLP).

The people of Guinea Bissau have a rich cultural heritage too. The country is ethnically diverse with the Fula and Mandinka-speakers concentrated in the north and northeast, the Balanta and Papel, living in the southern coastal regions, and the Manjaco and Mancanha, occupying the central and northern coastal areas. Over 1 percent of the population are of mixed Portuguese and African decent including Cape Verdean minority. Civil society has reflected a long tradition of interethnic cooperation. Day to day life in the country remain relatively peaceful and people frequently cooperate and marry across ethnic divides. Only 14 percent of the population speaks Portuguese, while almost half the population (44 percent) speaks Crioulo, a Portuguese-based creole language, and the remainder speak a variety of native African languages. The main religions are African traditional religions and Islam with a Christian minority.

The population structure is dynamic with potential for transition. The population is mainly youthful with yearly growth rate of 2.4 percent, and fertility rate of 4.4 births per woman. Women make about 51.6 percent of the population. The youthful population of working age (15-35) make up about 50 percent of the overall population while the population 0 to 14 comprise of 43 percent of the population. The population is expected to quadruple by 2100 and working age population double by 2040. Life expectancy at birth is 58 years slightly lower than the African average of 61 years. The urban areas host 43 percent of the population, majority of them (43, 1082) living in Bissau, (39,793) in Gabu (36, 766) in Bafata and (17, 364) in Canchungo. While most of the population still live in rural areas, the growth rate in the urban areas more than double the rate of increase of rural population.

Guinea Bissau is a Least Developed Country (LDC). The economy is dominated by agriculture and the production and export of raw cashew nuts, which also constitutes the main source of income for more than two thirds of households and virtually all small family farms. Since the colonial period, Guinea Bissau, has always operated two complex interlinked economies: on the one hand, an informal system of agronomic self-reliance, artisanal fishing, intervillage exchange through barter trade; and, on the other hand, a formal system of international trade based on the mass production of primary resources like cashews, rice, peanuts and fish, including construction materials etc. . However, despite the linkage, low agronomic productivity and artisanal production, combine with weather related problems has tend to keep incomes at near subsistence level for majority of Bissau-Guineans.

There has been little durable progress as regards to economic growth since independence. Development plans have assumed a number of different forms, but none of them has been able to generate sustainable gains in per capita income or create a viable manufacturing base or provide Bissau-Guineans with a niche in the global value chains that could generate meaningful external capital flows. While there have been some successes, the gains have been limited to Bissau and other urban areas as well as concentrated to small numbers of local growers and traders of cashews.

On the administrative level, Guinea Bissau comprises of eight administrative regions, populated by a diversity of ethno-linguistic groups. Bissau, the capital, is an autonomous Sector. The regions are

subdivided into a total of 37 sectors which are further subdivided into smaller groups called sections which are further subdivided into populated places like towns or villages. The administrative regions include in the east, Bafatá, Gabu, in the north, Biombo, Cacheu and Oio, as well as Bola, Quinara and Tombali in the south.

Guinea Bissau is a unitary republic with dual executive system. The country is governed by the Constitution of 1996 which advocates the institution of liberal democracy. The national assembly is made up 102 parliamentarians, elected for a four-year term. The Head of State is elected also for a four-year term. The last presidential elections took place in December 2019, and the legislative elections in March 2019. The President appoints the Prime Minister who presides over a council of ministers. The main political parties are Partido Africano para a Independência da Guiné e Cabo Verde (PAIGC; 47 seats) ; Partido da Renovação Social (PRS; 21 seats) ; the Movimento para a Alternância Democrática–Grupo 15(MADEMG15; 27 seats) ; the Assembleia do Povo UnidoPartido Democrático da GuinéBissau (APUPDGB; five seats) ; Partido da Nova Democracia (PND; one seat) ; União para a Mudança (UM, one seat).

The country is a fragile state with long history of political and institutional instability dating back to its independence from Portugal in 1973. Since independence, four successful coups have been recorded in Guinea-Bissau, with another 16 coups attempted, plotted, or alleged. In addition to military coups, frequent government turnover is another manifestation of the country's political instability and fragility.

The manifestation of the development challenges of Guinea Bissau are complex, multidimensional, and interrelated requiring an integrated approach, if interventions are to be transformative, inclusive and sustainable.

## **1.2 Purpose of the Common Country Assessment**

The aims of the CCA is to provide the baseline insights for the development of the new United Nations Sustainable Development Framework (UNSDF) for the years 2022-2026. The CCA articulates the context, opportunities and challenges facing Guinea Bissau, encompassing sustainable development, human rights, gender equality, peace and security, and humanitarian perspectives. It incorporates the regional and global dimensions of the development challenges. The CCA has been largely informed by the situational analyses that the members of the UNCT have undertaken collectively.

The CCA provides information and analysis to help the UN strategically and programmatically position itself in engaging with stakeholders in support of development of the UNSDF. The CCA will inform the UN Vision 2030, which will articulate the comparative advantages of the UN system in Guinea Bissau. The CCA identifies sources of data to support development of the overall theory of change and program logic of the UNSDF, including the assumptions, risks, indicators, targets and baselines of the UNSDF results framework.

The assessment and analysis of the CCA is largely focused on the national development plan and 2030 Agenda including the following:

- A situational analysis and assessment of the social, economic, political, policy and legislative environment for achieving the SDGs, national commitments and priorities and obligations under international conventions ratified by the country;
- An analysis of assessment of risks (for different groups and geographic areas), challenges, opportunities, potential trade-offs, national capacities and capacity gaps, policy enablers and limitations, while considering the UN system's comparative advantage;
- An assessment that seeks to present a clear picture of a national situation from the perspective of the principle of leaving no one behind;
- An analysis of underlying and root causes of multidimensional poverty, inequalities and discrimination, and the reasons why particular groups are left behind;

- An analysis of the capacities of duty-bearers to fulfil their obligations and of rights-holders to make their claims;
- Gender and geographical analysis at the macro-, meso- and micro- levels;
- An assessment of financial landscape in the country in terms of the achievement of the SDGs, focusing primarily on domestic finance;
- Political economy analysis was undertaken, focusing on underlying and root causes, and identifying potential triggers of conflict and underdevelopment

### 1.3. Methodology

The methodology used for the elaboration of this Common Country Analysis (CCA) consisted of literature review using primary and secondary data from the Government of Guinea-Bissau, development partners (United Nations Agencies, Funds and Programmes; World Bank; International Monetary Fund, African Development Bank and other multilateral and bilateral partners), Civil Society Organizations and the Private Sector. The information from reports produced by international and regional actors, as well as national stakeholders on a variety of topics, including human rights and gender issues were examined. Additional sources were also used in order to provide adequate information for the CCA.

Data and information were also collected on the status of various international agreements, treaties and conventions signed and/or ratified by Guinea-Bissau. Subsequently, qualitative and quantitative analyses were carried out using all the data and information collected, including information from the National Statistics Institute (INE), INE Delegated Bodies, as well as the Directorate General of Planning, which is responsible for compiling data to monitor progress on the implementation of the Sustainable Development Goals (SDGs).

The Inter-Agency Task Team was organized around the different thematic groups, which constituted by the specialist from the UN Mission (UNIOGBIS), UNRCO, resident and non-resident agencies. This Regional Support Team elaborated the CCA draft report. Further, regular briefing was provided to the DSRSG/RC and UNCT on the progress and challenges of work and consequently the UNCT provided recommendations.

The preliminary findings of the CCA draft report were presented to the national counterparts, National Women Associations, National Youth Associations, Associations of Handicaps, National Planners and Academia, through dedicated workshops for each group providing them with an opportunity to review the key findings and provided their comments and recommendations which helped to inform the updated CCA draft report.

The concept of leave no one behind framed the articulation of the country context dealing with opportunities and challenges encompassing sustainable, human rights, gender equality, peace and security and human perspectives of leaving no one behind and reaching the furthest behind first and defining the needs vulnerability. A *“Leave no one behind”* analysis was also undertaken, to deepen understanding of to the most vulnerable and disadvantaged population groups at risk of being left behind. Where possible, disaggregated data by gender, age, financial situation, region, place of residence, ethnicity, religion and language, as well as disability, HIV/AIDS and other status were collected to further analyse vulnerability drivers. However, in most cases it was very difficult to obtain high levels of disaggregated data, and this which was a major limitation to the CCA’s data collection and analysis processes.

### 1.4 Limitations

The greatest limitation has been the many gaps in data to support comprehensive analysis of sectoral information as well as adequate and balanced analysis across income, regions, groups, and gender.

The second limitation has been the evolving nature of context. The CCA was formulated based on the old national development, 2025 'Terra Ranka'. By the time, the CCA was completed, the new government had finalized its new national development plan, Strategy for Development, Employment and Industrial Promotion 2020-2024 ('Hora Tchiga'). The new development plan is aligned with the Terra Ranka. The CCA also evolve in parallel with work on the one-year extension of UNPAF 2016-2020

The third drawback is COVID 19 pandemic, a low probability but very high impact, transformative public health crisis of international concern. The CCA formulation coincided with the first wave of the corona virus infection, whose exact impacts on the development landscape continues to evolve with uncertainty and unpredictability.

## 2: TAKING STOCK OF PROGRESS TOWARDS FULFILMENT OF THE SDGs

### 2.1 National Priorities

The national development plan, also known as '*Terra Ranka*' Strategic and Operational Plan (PEO, translated as 'Fresh Start'), for 2015-2025 was developed in 2014 by the Government in collaboration with the Civil Society Organizations and international development Partners. A successful roundtable was held in Brussels in March 2015 and the Government obtained pledges of more than \$1.5 billion U.S. dollars from several technical and financial partners, but the pledges have not yet materialized. While broadly endorsed by the National Assembly and subsequent governments, its implementation has been hindered by the perennial institutional instability, political tensions and underlying political economy challenges. This poses a high risk to achievement of '*Terra Ranka*' objectives and to sustain poverty reduction efforts and increased prosperity for all Bissau-Guinean, particularly the most vulnerable and marginalized.

The ultimate goal of the national development plan is that by 2025 Guinea-Bissau will be on its way to becoming a prosperous and inclusive society that fosters rising living standards for all based on the sustainable development of the country's exceptional land and marine biodiversity. All citizens will be united, and the youth will thrive in a context of peace and economic opportunity.

To that end, 53 programmes under six (6) pillars represent the national priorities, notably:

**I – Peace and Governance:** This pillar aims to strengthen the reforms of state and democratic institutions, including the justice, defense and security forces, and parliament enabling the administration with the capacity to lead an in-depth transformation of the country. Reinforcing the tools for Results Based Planning, programming and steering public policies, building the skills and means for collecting taxes, and ensuring transparent and efficient execution of public expenditure (accounting for results and resources).

**II - Biodiversity and Natural Capital:** This pillar defines the rules regulating the sustainable use and management of natural resources and enhances the territory's resilience against climate change aiming to enhance environment and natural conservation as a critical sector for sustainable economic development, with direct and positive impacts on the well-being of the entire population. To this end, this pillar has been divided into six (6) programmes: i) Institutional reforms and legal framework for environmental management and sustainable development; ii) Strengthening of natural capital management capacities; iii) Knowledge and supervision of natural resources; iv) Protected Areas Management (SNAP implementation); v) Preservation of ecosystems not linked to the management of protected areas and agricultural ecosystems; and vi) Development and implementation of a climate plan.

**III – Infrastructure and Urban Development:** This pillar is articulated around four (4) axis: i) transport, ii) power and water, iii) telecommunication, and iv) land planning and urban development. The immediate aim is to renovate and build the principal urban centers in such a way as to endow them with infrastructure and functional systems and set them up as business hubs. In this framework, the development of the Bolama-Bijagos archipelago and of the five-principal urban centers will be a priority.

**IV. Human development:** This is a strategic pillar focusing on Human Development, with the aim of enhancing human potential and creating all the conditions for the well-being and sustainable development of its population. Thus, this pillar has been subdivided under the '*Terra Ranka*' into four main areas, i) Education and employment; ii) Health; iii) Social protection, gender promotion, and fight against poverty; and iv) Culture, Youth and Sports

**V. Business Environment:** This pillar aims at creating an attractive business environment framework that fosters private investments needed for the country's sustainable development. It envisages the

following actions: a) to create an enabling and coherent national legal framework; b) to implement a business environment reform and; c) to create integrated economic platforms to accelerate private investment.

**VI. Growth Sectors:** this pillar considers **three sectors as growth drivers: i) agriculture and agribusiness; ii) fishing and aquaculture; and iii) tourism.**

## **2.2 Guinea-Bissau's Performance on the 17 SDGs**

Guinea-Bissau lacks data to monitor progress effectively and efficiently against all the Sustainable Development Goals (SDGs). To track progress and ensure the achievement of the Goals by the set deadline of 2030, a data revolution is needed. This includes the elaboration and improvement of the national strategy for the development of statistics, as well as the capture and use of data through new means, including geospatial data, big data, citizens-generated data, among others.

The six pillars of the National Development Plan, '*Terra Ranka*' Operational Strategic Plan, and their alignment with the SDGs and Agenda 2063 are presented in Annex # 1

A snapshot of the country's performance on the SDGs is presented in Annex 2.

### 3: MULTI-DIMENSIONAL RISKS AND FINANCIAL FLOWS IMPACTING SDG PERFORMANCE

#### 3.1 Analysis of Risk Areas that Could Impact Guinea-Bissau's Development Trajectory

##### 3.1.1 Democratic space

After gaining independence in 1973, Guinea-Bissau was ruled by a one-party system under the African Party for the Independence of Guinea and Cape Verde (PAIGC), in which the armed forces played an inordinately strong role.

Thereafter, a process of democratic transition began in 1991, when a Constitutional review abolished the one-party system and denied the military the option of occupying political posts. The number of political parties increased. By 1994, an evolution to full democracy began, when the first democratic elections took place. It remained incomplete though, fraught with recurring cycles of political crises and resulting instability, a weak abidance to the rule of law, repeated encroachments by the military into the nominally civilian-led institutions, and serious human rights violations, despite the constitutional provisions establishing the rule of law and the separation of powers among the Executive, Legislative, and Judiciary and guaranteeing the latter's independence. There are three major recurring challenges.

Firstly, political parties in Guinea-Bissau are fragile and prone to internal disputes over power and control that often spill over into the political arena and governance system. Most political parties lack coherent policies, internal cohesion and a disciplined network of cadres. Secondly, competing interpretations of the Constitution and the delineation of the powers of the Executive have left the system open to manipulation and repeated violations of the Constitution, compounded by the elite's vision of power as a zero-sum game, with a winner-takes-all approach to politics and governance. The resulting power struggle has prevented most successive governments from completing their terms and has led to an overall paralysis of the State institutions and non-implementation of key governance reforms. The only exception is the presidency of Mr. Mario Vaz, the only President that completed his presidency term in the office, and helped to facilitate peaceful, fair and transparent legislative and presidential elections, and who when he lost his presidential bid did not contest the result. That remains an exception worth noting in the context of Guinea-Bissau. Despite this highly unsatisfactory situation, some space has remained for often highly politicized civil society organizations, including women and youth associations, to raise their voices. Civil society was engaged throughout the 2019 legislative and presidential elections. While some human rights defenders reported a shrinking civic space in the prolonged post-electoral crisis owing to a climate of intimidations and threats, civil society organizations continued to organize during the COVID-19 pandemic, issuing three press statements denouncing the excessive use of force by security elements in the enforcement of the restrictions on movement and monitoring possible human rights abuses. Thirdly, although the constitution foresees local elections, these were not held so far, increasing the distance between a Bissau-focused state entity and the population in the remaining eight regions of the country.

As a general observation, incomplete state-building and the failures in building an effective democracy and good governance have had particularly negative impacts on the political participation of youth and women - despite the promulgation of the law on gender parity in 2018 - and has deepened the rural-urban divides. The lack of civic dialogue between the population and the political elite and the lack of independent State mechanisms to protect human rights have prevented the emergence of modern democracy. This remains a major impediment to Guinea-Bissau's sustainable development process.

### 3.1.2 Political stability

The return to constitutional order in 2014 created momentum around a national vision for development and peacebuilding, as well as renewed hope for political stability. But this window of opportunity was missed, and the country plunged into a series of crises that led to the intervention of ECOWAS resulting in the 2016 Conakry Agreement, which facilitated several political settlements, including the formation of a consensus government under Aristide Gomes, the resumption of the work of the National Assembly and completion of free, fair and transparent election cycles within legally mandated periods, with massive support from the UN and international community.

The Conakry Agreement had called for far-reaching institutional reforms culminating in the signing of a Stability Pact that were envisioned as necessary steps to address the sources of instability in the country. However, the consensus Government did not achieve its main mission, limiting itself to the organization of the legislative and presidential elections. Meanwhile, the other elements envisaged in the Conakry Agreement were relegated to the background or postponed until the electoral cycles were completed. As a result, the country has had no effective reform-oriented government, while seven Prime Ministers have been in function since that date. Furthermore, since August 2015 the Parliament has only met erratically, no budget has been approved (since January 2016) and there has been no progress on the adoption and implementation of key legislation reforms in sensitive areas including security, defense, justice, and public administration.

The holding of fair, transparent, peaceful and equitable presidential elections in two rounds in November and December 2019, with high voter participation, gave rise to the reasonable expectation that the country had finally overcome its long-standing paralysis and was about to engage in a sorely needed reform package agenda, in close collaboration with international partners, foremost among them the United Nations.

These hopes for a political consensus around a reform agenda, and for addressing development demands were momentarily dashed, when the pending challenge by the apparent loser of the elections (Aristides Gomes) before the Supreme Court of Justice did not move forward prompting the apparent winner (Umaro Sissoco Embaló) to declare himself head of State, with the assistance of the defense and security forces. After 4 months of stalemate, the heads of state and government of the Economic Community of West African States (ECOWAS) issued a communique on 22 April 2020, recognizing the current head of state as legitimate. The communique also asked him to appoint a new Government by 22 May 2020 and to organize a referendum on a new Constitution within six months.

The institutions borne of the 2019 elections will also need to be addressed among a host of major challenges. An honest productive dialogue with national counterparts will need to be conducted at this critical juncture when the UN reconfiguration process is underway.

An important element in Guinea-Bissau's conflict dynamics, identified in the Conflict analysis, is that political elites support dialogue efforts solely to the extent that they enable power and resources sharing among themselves, which has eroded the notion of people and the country first. Furthermore, without local administration elections, rural constituencies lack effective engagement mechanisms that could bring the State closer to the people and enable greater self-determination.

Among the political elite, the main dividing point has been the extent of the President's powers and the interdependence of powers within the current political system, pitting against each other those advocating for a presidential system of government and those who favor maintaining the status quo through a semi-presidential system.

The impact of drug trafficking on Guinea-Bissauan politics also needs to be highlighted, as mentioned in several UN Security Council resolutions and presidential statements<sup>1</sup>. The drugs economy is an important contributor to the country political instability, with a part of the elite in positions of power

---

1 Shaw, Mark (2020) "Breaking the vicious cycle. Cocaine politics in Guinea-Bissau". Global Initiative Against Transnational Organised Crime

that seems to be linked to international trafficking<sup>2</sup>, if not adequately addressed the problem is likely to become more acute.

Another set of explanations is that the absence of inclusive and constructive political dialogue processes stems from a lack of political will combined with lack of capacities, skills, and the failure to establish consultative mechanisms that enable participation of different constituencies on national dialogues, reconciliation process, restorative justice and policy formulation. These gaps have been at the root cause of the State of Guinea-Bissau from its inception and aggravated by the inversion of value system, creation of a culture of enrichment through involvement in politics and deepening of corruption and impunity.

According to the research carried out by the NGO Voz di Paz (2010) on the root causes of conflict in Guinea-Bissau, the conflicting relationships among the country's political elite are related to a deficit of dialogue. Voz di Paz proposes a cultural reason - a culture of matchundade ("patriarchy"). The patriarchal system that thrives in Guinea-Bissau views power as a zero-sum game, where there can only be winners and losers. Thus, negotiating to reach a compromise is perceived as giving in and losing face. Such an approach makes building trust between political actors exceedingly difficult.

Be it as it may, the recurring cycles of political instability are perpetuating long-standing State capture habits. Remarkably, the population has remained peaceful and aloof from such disturbances, carrying on with their everyday life obligations, while remaining largely disaffected towards its leadership and excluded from participation in decision-making processes.

The international donor community has overtime reduced its aid programs and might further turn its attention to other pressing situations away from Guinea-Bissau after UNIOGBIS' departure. This may leave the successor UN agencies structure without adequate (voluntary) contributions to continue their programmatic and operational work in support of post-Mission peace-building priorities, thus deepening the country's isolation, vulnerability and increase its exposure to outside security threats such as foreign extremist groups, in addition to growing influence by drug cartels. This would have security consequences for the wider region and beyond.

One of the most important drivers of conflict is impunity and corruption, which fester on and perpetuate political instability. While the law foresees criminal penalties of one month to 10 years in prison for corruption by officials, its application remains sorely wanting. Corruption in Guinea-Bissau is among the highest levels in the world. In Transparency International's Corruption Perceptions Index for 2019, it was ranked 168 out of 180 countries. Corruption erodes the rule of law, the capacities and even legitimacy of State structures in Guinea-Bissau. The Bissau-Guinean Human Rights League has called for the fight against impunity in the country to focus on investigating and prosecuting not only political but also economic crimes as violations of socio-economic human rights. Corruption diverts resources from the economy that could be used in areas such as health, education, social protection and justice, that is, on the provision of public goods and services to the population. This predatory dynamic disproportionately affects the segments of the population most left behind, namely women and girls, especially those in rural and remote areas.

Members of the military and civilian administration reportedly trafficked in drugs and assisted international drug cartels, by providing access to the country and its transportation infrastructure. The failure to interdict or investigate suspected narcotics traffickers contributed to the perception of government and military involvement in narcotics trafficking. They are also reportedly involved in trafficking in illegally cut timber and illegal fishing on the high seas of the country. By law high-level public officials are required to disclose their personal finances before the Court of Audits, and these disclosures are to be made public. The court has no authority to enforce compliance, and penalties are not specified for noncompliance. By year's end no public officials had disclosed their personal finances.

---

<sup>2</sup> Shaw, Mark (2015) "Drug trafficking in Guinea-Bissau, 1998–2014: the evolution of an elite protection network" *Journal of Modern Africa Studies*, 53:3. Cambridge: Cambridge University Press.

Corruption is also the result of the non-implementation of administrative frameworks, deeply entrenched nepotism, with people being absorbed into public service without the necessary qualifications or owing to political connections in the absence of transparent processes to ensure accountability within the public administration. The funding of political parties is also tainted with the stigma of corruption, further discrediting the State in the eyes of the population. Corruption enables the same networks to remain in power to appropriate and redistribute among themselves.

Regarding the impact of COVID-19, several containment and mitigation measures have been taken by both the current Governments. Borders were closed in mid-of March and a State of Emergency was declared on 28 March, in force until 26 May. At the time of writing of this report, the number of detected cases has passed the 1000-threshold. The prolonged loss of livelihoods and a failure of harvesting the cashew nut campaign because of measures related to the fight against the pandemic could be triggers of social unrest and political instability.

### **3.1.3 Social cohesion, gender equality and non-discrimination**

Despite a high ethnic diversity, Guinea-Bissau has a relatively good level of social connection and capital with a good interethnic tolerance. However, stigma and discriminatory attitudes hampers social cohesion and limits the fairness of treatment for many, especially women and other vulnerable groups. Although the constitution prohibits discrimination based on sex, customary laws, social, traditional and religious practices negatively affect the quality of life for girls and women, persons with disabilities and LGBTI individuals generating and sustaining disparities because of gender diversities. Despite having strong ties with their communities and being willing to get involved in civic activities, Bissau-Guinean youth are also often sidelined and cannot actively contribute to public life. Often, they do not trust institutions as they perceive to be deprived from the possibility of accessing quality education and economic opportunities. This affects their confidence, autonomy, and their capacities of leading their communities through dialogues and participation. All these norms and dynamics pose several challenges in terms of social cohesion.

Currently, the COVID-19 pandemic may be a multiplier of already existing discrimination, gender inequalities and stigma and it is expected to impact men and women in different ways, because of their different socio-economic roles and existing gender inequalities. Overall, the economic slow-down resulting from the State of Emergency's measures is strongly affecting and impacting those working in the informal sector as well as those working in vulnerable employment sectors. Women in the informal sectors, who reportedly constitute 52.3% of informal workforce in Guinea Bissau, are most at risk because of the daily wage status, including domestic workers, migrant women and girls, and because of the complete lack of social protection. It is also estimated that the number of women that are food insecure in their households and that are victims of gender-based violence has increased. This happens in a context where the systemically weak judicial system limits the protection of human rights and access to justice for the general population, especially for those affected by violations of basic rights committed by security forces in times of an imposed state of emergency due to the COVID-19 pandemic.

Older persons are among the risk groups for the COVID-19, and longer life expectancy make women a higher proportion of this age group in Guinea Bissau. However, they might have more difficulties accessing information about preventive measures, as a result of illiteracy - 61.5% of elderly women are illiterate in Guinea Bissau, aggravating their exposure to COVID-19 risk.

People with pre-existing barriers to access health services are further at risk of being marginalized because they can be discriminated on bases of age, disability, gender, sexual orientation, among others. As a high social stigma is associated with the disease, this can also undermine further social cohesion and prompt possible social exclusion of certain groups, especially the most vulnerable like older persons, people with disabilities and migrants, among others.

The high rates of misinformation, disinformation and fake news, which is proliferating during the COVID-19 pandemic, is also having an impact in terms of undermining trust in institutions, exposing cleavages, fueling polarization, inciting divisive and harmful narratives, including stigma, and undermining overall social cohesion.

Other concerns included shortage of financial resources, which may lead to an increase in human trafficking, drug trafficking, child malnutrition and an increase in harmful practices against women and girls (e.g. early marriages, genital mutilation among others).

### **3.1.4 Regional and global influences**

Guinea-Bissau is impacted by strong regional and sub-regional forces, having maintained strong connections since the thirteenth and fourteenth centuries to Trans-Saharan trade networks controlled by regional elites (Green, 2016). Portuguese colonial occupation left deep marks on Guinea-Bissau, including what would later become the post-colonial state. Portuguese colonial power only achieved control of the territory in the late 19th century. Until then, numerous military campaigns were met with extreme resistance and revolts followed by massacres. Over the centuries, Guinea-Bissau was slowly integrated into a system culminating in the establishment of direct colonialism until independence in 1973.

The Cold War and rise of nationalist movements set the tone for the Cape Verde and Guinea-Bissau liberation movement of the 1950s and 1960s. These nationalists drew on regional, continental and international connections to forge alliances at several levels and to integrate themselves in the dynamics of liberation movements, which were expanding throughout the African continent. The PAIGC had strong ties with the pan-African movement, particularly with its West-African neighbours. The support that the PAIGC, led by Amílcar Cabral, obtained from neighbouring Senegal and Guinea, was the result of this strategy. The resistance to colonial power and the relations established with other liberation movements in Angola, Mozambique and São Tomé and Príncipe (and Cape Verde, through the liberation movement of Guinea-Bissau and Cape Verde) forged a sense of Lusophone community of resistance. These historical ties and solidarity have certainly left positive milestones, and today, Guinea-Bissau is integrated into diverse communities, such as its multiple memberships in ECOWAS, AU and Community of Portuguese Language Countries (CPLP).

Historical and geopolitical factors have strongly influenced the way Guinea-Bissau is integrated into the global order and contributed to making Guinea-Bissau an externally oriented economy: a state subject to a range of external interests and influences that would affect its internal stability. Guinea-Bissau, which has inherited an extractive economic model from the Portuguese colonial system, and remained an agrarian society with an economy, based entirely on its natural capital, increased its production and export of raw cashew nuts, which became the main driver of the formal economy in Guinea-Bissau and constitutes the main source of income for over two thirds of households.<sup>3</sup>

With a vast archipelago and little State presence, porous borders and a privileged connection to Europe through Portugal, in addition to its regional links with West African neighbours, Guinea Bissau had the enabling conditions to become an attractive hub for transnational organized crime and drug trafficking, namely the trans-shipment of cocaine from Latin America. There is considerable evidence that part of the elite in positions of power have been linked to international trafficking<sup>4</sup>. Politicians and military leaders have succeeded in bringing large numbers of people into illegal businesses.

In the context of rethinking external assistance in the 2000s, Guinea-Bissau became a member of the international dialogue for the consolidation of peace and strengthening of the State (IDPS), launched under the aegis of the UN after the Busan declaration in December 2011. This period also saw a shift in regional approaches to conflict resolution: from a conflict management approach to dealing with

---

<sup>3</sup> World Bank (2018) "Seizing the Moment: Managing public finance for development". Guinea-Bissau Public Expenditure Review.

<sup>4</sup> Shaw, Mark (2015) "Drug trafficking in Guinea-Bissau, 1998–2014: the evolution of an elite protection network" *Journal of Modern Africa Studies*, 53:3. Cambridge: Cambridge University Press.

several threats to regional stability. ECOWAS entered a ‘conflict resolution’ phase from the late 1990s to the early 2000s, following the adoption of the 1999 Protocol relating to the Mechanism for Conflict Prevention, Management, Resolution, Peace keeping and Security. This resulted in the establishment of key peace and security organs such as the Authority of Heads of State, the Mediation and Security Council, the Council of the Wise, and the Early Warning System, among others. In 2001, ECOWAS adopted the Supplementary Protocol on Democracy and Good Governance, which contained the important “Constitutional Convergence Principle” highlighting zero tolerance for power obtained or maintained through unconstitutional means. Equally important was its Article 1(E), which mandates that armed forces be apolitical and under the command of a legally constituted civilian authority. This paved the way for a more consistent role of the sub-regional body in support of Guinea-Bissau.

It should be recognized that this intervention was unprecedented and has helped to create conditions for a political solution. The regional framework on conflict resolution provided the tools of keeping Guinea-Bissau on the international (and regional) agenda and the approval of measures aimed at supporting mediation efforts, which included the UN, EU and ECOWAS sanctions regime and the deployment of the ECOMIB force are reference cases.

ECOWAS undertook a series of mediations to overcome the political crisis, with joint support from the AU, the CPLP, the EU and the UN (represented by UNIOGBIS).

The mediation process resulted in a six-point roadmap for the resolution of the political and institutional crisis, signed in Bissau in September 2016 followed by a 10-point agreement signed in Conakry in October 2016 to facilitate the implementation of the roadmap.

The Conakry Agreement became the reference framework for overcoming the successive political and institutional crises affecting the country. The Conakry Agreement was signed by the Speaker of the National Assembly, the Government, the leaders of political parties represented in Parliament, and the coordinator of the “Group of 15” PAIGC dissident MPs. The signatories agreed to, inter alia, (i) chose, by consent, a Prime Minister trusted by the President of the Republic to remain in office until the next legislative elections; (ii) form an inclusive government that would implement a programme developed by a national dialogue roundtable; and (iii) develop and adopt a Stability Pact, signed by key political and social forces, through - a national dialogue roundtable for the implementation of key reforms including of the Constitution, the electoral law, the law governing political parties and the defense and security sectors. An agreement was also reached on the principle of an effective reintegration of the 15 dissident MPs into the PAIGC, without conditions, but in accordance with the internal rules of the party. Additionally, the Agreement foresees the establishment of an ECOWAS monitoring and follow-up mechanism and the support of the “Guinea-Bissau P5” (AU, ECOWAS, CPLP, EU and UN).

The Conakry agreement centered attention on the need for a coordinated approach, as well as the need to implement key reforms, that address root causes of conflict. The success of ECOWAS mediation is also linked with its capacity to approve measures to ensure respect for the Conakry agreement. This has highlighted that the right balance between political dialogue and accountability measures can yield positive results and have a positive impact in the conflict dynamics. These were however not sufficient to strengthen internal mechanisms to manage political conflict and overcome the need to depend on ECOWAS to solve them. If continued support is given to this approach, adopting a long-term strategy to strengthen national institutions, the gains achieved by ECOWAS can be consolidated, bringing the country closer to long lasting peace and stability.

### **3.1.5 Internal security**

In recent years Guinea Bissau has been facing tensions between various communities, because of thefts of properties, disputes over agricultural land and displacement due to climate change resulting from flooding and salination of coastal agricultural lands<sup>5</sup>.

---

<sup>5</sup> Voz di Paz Report, Interpeace, (2010)

According to the Conflict Analysis report in Guinea-Bissau “the post-conflict time span since 2000 has been marked by continuing tensions between civilian and military leadership, impeding reforms in public administration, the security sector and hence preventing much-needed economic development.” According to the 2017 World Bank Survey on Public Expenditure Review, the sector absorbs “37% of total civil servants, 35% of the payroll, and 15% of the national budget. A major concern is that about 25% of active civil servants are over the official retirement age of 60”. For example, between 2015 and 2017, the country spent an average of 2.5% of its GDP on security. The need to implement measures proposed by international partners (ECOWAS, UN and the EU) proposing a reform of security personnel in accordance with current legislation, retirement and pensions, which would have a very positive impact on the country's economy, leading to an estimated rise of about 3.5% of GDP within five years.

### **3.1.6 Justice and rule of law**

#### *3.1.6.1 Policing and internal security*

As of 2018 a total of 3953 police/policing personnel<sup>6</sup> are deployed in Guinea-Bissau, with an overall policing to population ratio of 0.205 %, which is considered too low. Policing agencies, particularly the National Guard, remain heavily influenced by a military, rather than community policing, culture. Positive steps were taken in the post to remediate this issue, including by demilitarizing police ranks within the Public Order Police (POP). However, the civilianization and professionalization of Guinea-Bissau's police is far from complete. In 2011, the Mission and national authorities completed a registration of police and law enforcement officers, but further progress halted after the 2012 coup. Beyond the objective criteria of age and literacy/education, vetting out elements with criminal records and/or a history of human rights abuses will be significantly more challenging, both politically and technically.

The presence of policing services in the regions remains low with services concentrated heavily in the capital. While rural police stations remain understaffed and equipped with obsolete equipment, due to a severe lack of infrastructure, mobility, communications technology and political will. For example, approximately 67. 41% of the Public Order Police are based in Bissau (1024 officers out of 1519), as are all the judiciary police staff. Women are underrepresented in law enforcement, for example in 2019, out of a total of 160 judiciary police officers, 19 were women (11.87%). As such, initiatives to improve the presence of law enforcement personnel throughout the country, including for community policing, remains an important priority. Furthermore, the national capacity for professionalization through training and capacity building is extremely limited. Guinea-Bissau has no national police training academy and, as such, is unable to conduct basic training for cadets, and continuous, specialized and promotion training for the police.

#### *3.1.6.2 Justice, correctional institutions and access to justice*

The lack of justice has persisted in Guinea-Bissau since independence. During the single-party regime, the judiciary was not an independent power given the revolutionary ideology which politicized the administration of justice. Despite formal recognition of the independence of the courts and the judiciary by the Constitution (Articles 59, 119, 123), the influence of the military establishment and culture remains, and the position of the Prosecutor General remains vulnerable to political pressure and dismissal at any time, given that there is no minimum term stipulated in the Constitution. Furthermore, legal literacy among the general population is very low. The lack of a quality education leaves the population at the mercy of the powerful elite, who apply arbitrary and unlawful rules and processes.

---

<sup>6</sup> This includes the Public Order Police (POP), akin to a national police service, with 1519 personnel under the Ministry of Internal Administration; the National Guard, which serves the functions of a gendarmerie (along with customs and border patrol), with 1901 personnel also under the Ministry of Internal Administration; State Information Services, comprised of protection and intelligence agents, with 364 officers under the direction of the Prime Minister; and the Judiciary Police, which holds the authority for investigating which holds the authority for investigating major crimes (and hosts the multi-agency Transnational Crime Unit), with 169 officers under the Ministry of Justice.

The establishment of effective and efficient criminal justice institutions throughout Guinea-Bissau is a central enabler, for the stability of the country. In this context, the country faces significant challenges in terms of the capacity and integrity of its justice and correctional institutions.

The following key challenges have been identified: a) there are only 91 judges (plus 11 military judges) and 142 prosecutors (plus 11 military prosecutors) throughout the country out of a much higher estimated requirement of judges and prosecutors; b) whilst the Supreme Court and a Court of Appeal are in place in Bissau, only four out seven District Courts and five out of six Regional Courts are operational; c) there are major problems in terms of access to, and the quality of, justice; d) the independence of the judiciary is limited; e) there are only three prisons in the country with a total capacity of 136 detainees<sup>7</sup>; f) the level of training of magistrates, court and prison personnel is inadequate; g) there are only 276 lawyers in the country -out of an estimated requirement of approximately 400- all of whom are located in the capital; and h) the operational effectiveness of existing courts and prisons is impeded by the lack of adequate infrastructure and equipment; (i) women are significantly underrepresented as actors in the justice system.<sup>8</sup>

The legal framework of the country is generally outdated. The criminal procedure codes need to be updated, as part of ongoing revision efforts. There is also a need to ensure that regulations pertaining to military justice are compliant with international criminal justice and human rights norms and standards. Guinea-Bissau has adopted comprehensive National Minimum Rules for the Treatment of Prisoners in 2011, it however has not incorporated the revised 2015 United Nations Minimum Standard Rules for the Treatment of Prisoners (Mandela Rules) into domestic law and is lacking secondary legislation defining prison procedures and regulations. Furthermore, existing court and prison facilities require extensive rehabilitation and at least 23 sectorial and 4 regional courts, and one prison would need to be built and equipped. National authorities have explicitly recognized that the level of training of judges, prosecutors and judicial staff should be improved. In this context, a training school for magistrates and judicial staff (CENFOJ) was established in 2012. However, continued and specialized training remains limited due to lack of financial resources. For example, in many regions, many judges have no law degrees much as is a legal requirement for one to be a magistrate.

At the regional level, and, apart from Bissau, there are four provincial courts in Bissorã, Bafatá, Gabú and Buba covering the whole country. The functioning of the courts, particularly those located in the interior of the country, is affected by the absence of appointed staff or by absenteeism, and a glaring lack of infrastructure and equipment. There is no functioning judicial inspection mechanism in the country. This is a key institution to ensure the effectiveness and efficiency of the justice system through regular inspections in the jurisdictions. Such inspections result in reports that are used as the primary accountability mechanism to ensure the adequate functioning of the courts and office of the prosecutor. There are two judicial inspection bodies in place (one for the courts and another for the prosecution services), but they lack the most basic financial and material means to implement their responsibilities.

Overall, these institutional shortcomings have resulted in widespread disaffection and mistrust among the population towards the justice system, perceived as ineffective and defending the interests of the

---

<sup>7</sup> The Prison of Bissau, Autonomous Sector of Bissau, has capacity for 54 detainees in eight cells, the Prison of Bafatá, Bafata Region has capacity for 56 individuals in nine cells, and the Prison of Mansôa, Oio Region, has the capacity for 26 detainees in seven cells. As of 8 May 2020, there were 64 detainees in the Judicial Police Detention Center, of which 2 women and 26 convicted, 29 in pre-trial detention and 9 arrestees; 18 detainees in Mansôa, including two women and all 18 are convicted; as well as 33 detainees in Bafatá, including two in pre-trial detention. There are currently no juvenile detainees. Considering Guinea-Bissau's population of approximately 1.8 million, the total number of 129 detained prisoners is very low. To note that Bandim (Bissau) is also used as a correctional facility. Of note that in the regions often convicted detainees kept being held in POP or National Guard Cells in sometimes inhumane conditions due to space constraints and lack of means and mechanisms of referral to the prisons.

<sup>8</sup> According to the Bar Association, in 2019, out of a total of 118 registered barristers in the country, 12 were women (10.2% of the total of registered barristers in the country). Information provided by the Centres of Access to Justice (CAJ), indicates that of a total of 31 CAJ officers, seven are women officers providing legal advice (22.5%). The rate is only 9.7% for women CAJ officers working outside Bissau (three women CAJ officers). There are no female judges at the Supreme Court of Justice or at the Superior Military Tribunal. In the civilian justice system, in 2019, 26.7% of judges were women (23 out of 86 judges) and 21.8% of prosecutors are women (19 out of 87 prosecutors).

elite. Serious crimes by people in power go largely unpunished. The 2015-2020 Strategic and Operational Plan PEO notes that the judicial system lacks credibility, efficiency and inclusiveness and the Government's intent to restructure the justice system with a view to "reinforce its independence, transparency, efficiency, accessibility and impact". This would include specific actions including: 1) legal reform, particularly with regard to judicial independence, the tenure of prosecutors and the financial independence of the courts; 2) the establishment of an Ombudsperson Office; 3) prison reform, including training programmes for detainees; 4) the refurbishment of courts and prisons infrastructures; 5) the establishment of modern management systems, including for data and statistics; 6) building the capacity of personnel and the progressive improvement of gender balance; 7) the creation of a coordination mechanism for justice institutions; and 8) a public information campaign on access to justice. The implementation of this plan is of critical importance.

One of the previous Governments had embarked on a justice reform process. The Ministry of Justice, with UNDP support, created the Access to Justice Centres, which are playing a major role in processing cases, by providing legal advice and conflict mediation. The move reflects the urgent need to improve the formal legal system mainly to bring it closer to the population (nationwide). In order to strengthen the rule of law in strategic terms, the national authorities drew up a National Program for the Reform of Justice (2015-2019), focusing on in-depth transformation of the justice sector. Among others, the program recognized the legal value of alternative dispute resolution measures to facilitate people's access to justice.

The military justice system of Guinea-Bissau is a critical institution to ensure the criminal accountability of military personnel and the fight against impunity. Given the recent history of the country, and the role of its armed forces in the politics of the country, these are central issues for achieving sustainable peace and security. The military justice system of Guinea-Bissau comprises of a Supreme Military Tribunal and a regional military court, both located in Bissau. It should be noted that there should be three more military regional courts. Furthermore, there are serious concerns about the independence of military justice institutions, to the extent that the President of the Military Tribunal officially reports to the Ministry of Defense but, in practice, also reports to the Office of the Chief of Staff of the armed forces. The current incumbent is listed by the Guinea-Bissau Sanctions Committee, established pursuant to Security Council Resolution 2048 (2012). This situation is further compounded by the absence of adequate infrastructure and equipment for the proper operations of these institutions. Existing laws, rules and regulations pertaining to the administration of military justice also need to be updated.

Prison administration personnel are generally ill-trained and lack capacity for the basic management of prison facilities (e.g. data management) and understanding the legal framework (e.g. illegal and prolonged detention). There are two prisons in Guinea-Bissau (Mansoa and Bafata) and a Judicial Police detention center in Bissau, under the authority of the Ministry of Justice. Conditions at Mansoa prison and Bissau detention centre do not comply with minimum standards. The Prison Service lacks funds to provide basic, life-sustaining services, including the provision of food, safe water, sanitation and basic health services. Categories of inmates are not adequately separated in all facilities, including by gender, age and sentencing status.

### **3.1.7 Economic stability**

#### *3.1.7.1 Characteristics of the Economy*

Economic growth is mainly driven by the primary sector (agriculture, livestock, fisheries and forestry), which accounted for about 36% of GDP over the last five years. This sector is dominated by the production of cashew nuts a cash crop, whose annual production is estimated at 200,000 tons. The sector's production also includes rice, cereals (corn, sorghum), tubers (sweet potatoes, cassava, yams), vegetables and others (beans, peanuts, etc.), and a wide panoply of fruit staples.

The production system is strongly dependent on rainfall. The sector is dominated by family farms estimated at 96,700 compared to 1,200 agricultural companies engaged in large scale commercial and

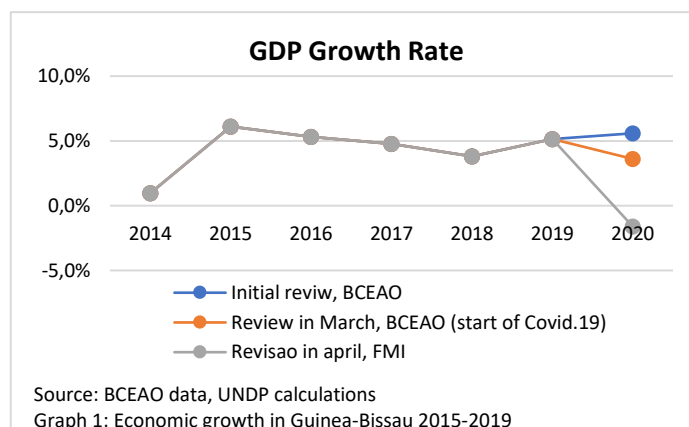
modern agriculture. Agricultural production is very limited, making the country dependent on imports to cover the needs of local consumption, mainly rice. The average agricultural cereal production over the last five years is estimated at 281,139 tons. According to some initial forecast, agricultural production was expected to reach 443,852 tons in 2019/2020, that is, an increase of 3.1% compared to 2018/2019. But the Covid-19 event will likely prevent this achievement.

In addition to agriculture, livestock, which is of great economic and social importance contributed about 3.4 % of GDP in the last five years. The livestock census going back to 2009 registered 2.7 million units consisting of cattle (1.3 million), goats (694,000), swine (344,000), sheep (305,000), donkeys (34,770) and horses (4,356). The livestock activity represents 72% of the rural population economic and social activities. Fishing and timber production also contributed about 2.3% and 0.6% of GDP respectively in 2018.

The secondary sector is dominated by small industrial units in the country, particularly in cashew nuts processing and the food industry. It also includes civil construction, production and distribution of electricity and water, as well as the extractive industries (especially of bauxite). In 2018 and 2019, the sector contributed on average of 17. 2% to the GDP.

The tertiary sector is characterized by the predominance of commercial activities, restaurants and hotels (18.4 % of GDP in 2019). The sector is largely composed of informal activities with massive presence of women. Services with high added value, in particular information technology, communication and financial services, are not well developed in Guinea-Bissau. There are five banks in the country which focus little on long-term investment. The severe lack of infrastructure and related access to energy and internet for the vast majority of the population poses a severe problem for the country to keep up with the digital transformation happening in all areas of development, including in the private sector, around the world. If not addressed, the risk of a digital divide that further leaves the country and its citizens behind is worrisome.

The resumption of growth with an average rate of 5% between 2015 and 2019, is partly due to the return of the constitutional order in 2014, but also to the increased production of cashew nuts triggered by international demand. Also contributing to this growth is the Extended Credit Facility agreement (ECF) 2015-2019, with the International Monetary Fund (IMF), which enabled an increased in sound project investment and public finances



### 3.1.7.2 Adverse terms of trade

The country operates an open economy, with international trade comprising 57% of GDP. Openness is a result of vulnerability rather than policy stance. Trade balance as share of GDP has remained negative over the last decade, averaging 10% compared with 2% for Africa. Foreign exchange earned from raw cashew nuts including remittances are unable to cover the import basket dominated by rice, fuels and other merchandize. Guinea-Bissau confronts two sources of vulnerability: extreme dependency on cashew nuts, with falling real international prices; and dependence on rice and fuel imports, whose real prices have been moving relatively upward. In fact, while prices of the main staple rice, have gone upwards on average, domestic production has stagnated, further worsening the trade balance. While 60% of rice is produced locally, the balance of 40% of rice consumed is imported. Fluctuations in rice and fuel prices are a major source of inflationary pressures with disproportionate impact on poverty and gender. Higher cashew prices relative to rice correlates strongly with improved current account balance. Meanwhile, the tight relationship between cashew production and rice imports, constrains farmers in a low income and low opportunity trap. In general, farmers sell their cashew nuts once a

year and use the proceeds to meet their rice needs. Often farmers barter cashew for rice at a rate of 3kg of cashew for 1 kg of rice. Barter fortifies the bargaining power of cashew traders, who also trade imported rice, over that of vulnerable farmers but also reduces the scope of trading in other profitable items including agricultural inputs or consumer goods.

While Guinea Bissau produces about 20% of world's cashew nuts, its dependency on India as the main export market, remains a source of vulnerability. The country is a price taker, with limited bargaining power, in the cashew value chain, dependent on the export of raw nuts. Raw cashew nuts fetch far less revenue compare with processed nuts. If Guinea Bissau processed its cashew nuts this would improve its market value and hence its bargaining power.

### *3.1.7.3 Low productivity*

Besides vulnerability to international commodity prices, the economy is also constrained by low productivity and limited industrialization. While Guinea Bissau is benefiting from a demographic dividend, labor productivity's contribution to per capita GDP growth remains low. Productivity growth in the agriculture sector, the engine of the economy remains low as compared with the region. Gross capital formation as share of GDP remains very low, averaging 11. 3% in 2018 compared with 21.8 in the region. When education, capital and labour are taken into consideration, total factor productivity remains very low, even when compared with other countries in the region<sup>9</sup>. Growth in labour productivity strongly correlates with GDP per capita growth. Both have been very small, about 0.2% and 0.7% respectively between 2000 and 2014<sup>10</sup>. The commerce sector in Guinea-Bissau tends to be small-scale, mostly informal, with little potential for productivity gains.

Overcoming the low productivity constraint is key to diversify the economy, with focus on exports of value-added products. Manufacturing value addition has dropped from 12% in 2008 to 10% in 2018<sup>11</sup>. Guinea Bissau is the fifth exporter of raw cashew nuts and yet it barely processes its cashew kernels. While government has made efforts to prioritize processing, installed capacity remains very limited due to lack of investment and low productivity. Climbing up the global value chain through processed cashew kernel would boost competitiveness of the economy, create jobs for rural population. While the domestic market for processed nuts is very small and limited, growth in the international market, is projected to be 6-8% a year.<sup>12</sup> The price difference between raw and processed kernel can reach up to 14 folds. World Bank estimates that processing 30,000 tons of nuts a year could create around 10,000 jobs, mostly in rural areas.

### *3.1.7.4 Low Investment*

Export of raw cashew nuts remains the main foreign exchange earner, but its impact on savings and investment is mixed. While cashew prices are the major driver of household consumption and per capita GDP, real price movements in the international markets have limited impact on domestic savings, investment and public consumption. Besides 2011, when real prices went up together with domestic savings, correlation between the two continue to remain weak. Gross national savings as a share of GDP stagnate at 8.8%, compare with 20% average in Africa, one of the lowest in the world.

The low savings and low investment are further compounded by limited financial intermediation. Banks in Guinea Bissau intermediate only 60% of their deposits compared with 74% in Africa. In 2019, domestic credits to the private sector as share of GDP average 12.96% compared with 45% in Africa. Cashew trade crowd in finance, as most credit portfolio remains concentrated to the sector, a source of systemic risks to banks. In 2012, on the back of poor cashew campaign season, non-performing loans jumped from 3.2% to 21%.

---

<sup>9</sup> IMF (2014): Sustaining Long-Run Growth and Macroeconomic Stability in Low-Income Countries—The Role of Structural Transformation and Diversification—Background Notes.

<sup>10</sup> IMF(2016). Macroeconomic Fiscal Management Notes: Guinea Bissau and the Cashew Economy.

<sup>11</sup> <https://data.worldbank.org/indicator/NV.IND.MANF.ZS?locations=GW-ZG>

<sup>12</sup> World Bank (2015) Guinea-Bissau Country Economic Memorandum: Terra Ranca! A Fresh Start

Public investment depends essentially on variable ODA inflows (grants and concessional loans). External capital financing amounted to CFAF 48.5 billion in 2018, that is 96% of total capital expenditure. The level of foreign debt of the country remains at moderate levels (20,8 % and 23,9 % of GDP in 2018 and 2019 respectively). However, the country does not have access to large flows of external non-concessional borrowing, which would allow it to meet the public investment program. Private investment, such as foreign direct investment (FDI), is still marginal in the country, mainly due to the unfavourable business climate. The limited FDI attracted are in sectors like fishing where the competitive advantage outweighs the country's negative risks factor. There are no greenfield projects that have attracted FDIs. According to the 2019 Investment World Report published by the United Nations Conference on Trade and Development (UNCTAD), FDI flows received by Guinea-Bissau increased slightly from US\$16 million in 2017 to US\$17 million in 2018. FDI stock increased slightly, to US\$199 million in 2018, or 13.6% of GDP.

#### *3.1.7.5 Fiscal Deficit*

Guinea-Bissau continues to experience a structural fiscal deficit. According to the IMF<sup>13</sup> the deficit was estimated at 4.8% and 4.9% of GDP in 2018 and 2019 respectively. Domestic revenue mobilized from taxes remains very low, averaging 11% of GDP compare with 18.9% for Africa. The tax base is narrow and fiscal policy inefficient, dominated by regressive taxes on trade whose burden falls on the poor disproportionately. Government taxes on international trade as a percentage of revenue remains very high 18% compared with 10% for Africa. Direct taxes on income and profits remain very low averaging 14% of overall revenue mobilized compared with 25% for Africa.

Fishing licenses remain a significant source of revenue, accounting for 10-15% of government revenues. Over 50 fishing vehicles from the EU are authorized to fish in the Guinean Bissau water, and pay over 15 million euros yearly to the state. The government has also indicated interest to enter a similar agreement with vehicles from China who according to the government has 70 vehicles in the Guinean waters<sup>14</sup>

Overuse of easy to collect indirect taxes may distort trade, and the lack of effective systems to collect them incentivize leakages. An increase in indirect taxes on trade of cashew, correlates with smuggling. A World Bank study estimates that the indirect taxes may reduce farmgate prices paid to farmers by up to 20%, encouraging smuggling to neighboring countries,<sup>15</sup> farmers bear about 80% of the burden. The study reckons that a reduction in farm-gate prices translates into an increase in absolute poverty by 2 percentage points and extreme poverty by 3 percentage points, and a reduction in consumption of 8% for poor households. The high fees on licenses and taxes on fuels on artisanal fishing encourage illegal fishing, which in turn undermines the government bargaining power to set high license fees for industrial fishing.

Monetary policy is ensured by the Central Bank of West African States (BCEAO) in the context of a fixed parity between the CFA Franc and the Euro, allowing for the exchange rate stability of the common currency. In this context, the consumer price index varies within the band (3%) set by the Central Bank in the framework of convergence criteria adopted by the member countries of the West African Economic and Monetary Union (WAEMU).

### **3.1.8 COVID-19 Socio-Economic Outlook**

COVID-19 continues to exert a heavy humanitarian toll on Guinea-Bissau. As of 23 September 2020, the cumulative number of cases recorded was 2324 and the number of deaths was 39. In comparative terms, the total number of cases per million is 1170, far exceeding the average of WHO Africa region of 73 per million. In fact, the number of deaths per million is five times that of the region. As of June

<sup>13</sup> IMF (2020). Sub-Saharan Africa Regional Economic Outlook, April 2020.

<sup>14</sup> <https://www.clbrief.com/guinea-bissau-wants-fisheries-agreement-with-china/>

<sup>15</sup> G. Porto and W. Cont, (2014) "Measuring the Impact of a Change in the Price of Cashew Received by Exporters on Farm-Gate Prices and on Poverty in Guinea-Bissau," World Bank Policy Research Working Paper.

2020, over 176 health workers had been infected, averaging 10% of the workforce. All staff in the intensive care unit (ICU) have contracted the SARS-COV-2 virus.

It is difficult to project impacts accurately, given the evolving nature of the coronavirus. Uncertainty remains high around the outlook with both downside and upside risks: The scale and trajectory of the pandemic in Africa has been difficult to predict, fuelling uncertainty about the persistence and spread of the coronavirus.

Guinea Bissau's ability to respond continues to be shaped by the strength of its health care system, the resilience of its economy, the space for fiscal and monetary interventions as well as the measures of social protection. So far, impacts of COVID 19 remain complex and multidimensional with varied components linked together in a bidirectional manner as shown on Fig 1. The direct and indirect effects of COVID 19 will be felt most at the interplay of poverty, inequality and social cohesion. The Impact of COVID 19 will vary across social groups, sectors and time. While the Government has partially lifted the nation-wide lockdowns, which were instituted in March when the first case was reported, the impacts have been devastating across the economy and society.

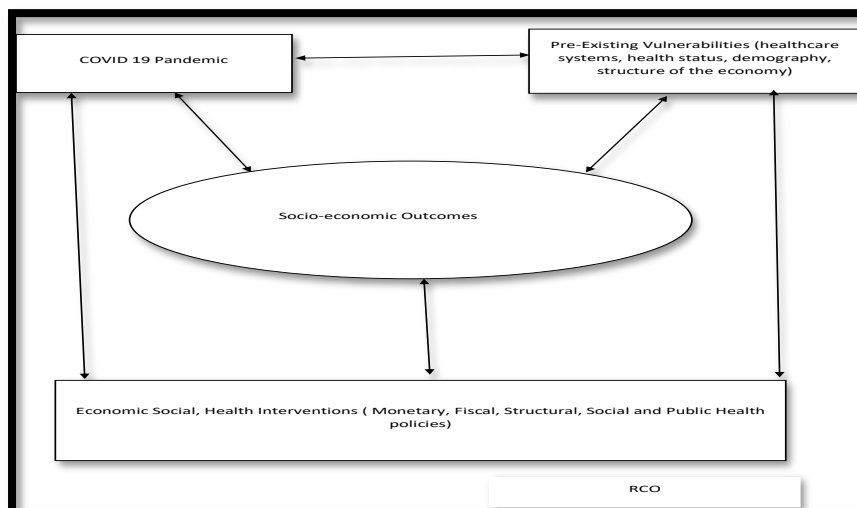


Fig 1: COVID 19 Impact Framework

The initial containment and mitigation measures put in place to combat the coronavirus and the resultant global recession, have continued to weigh adversely on economic activities. The economy collapsed in the first two quarters of 2020. While growth in the UEMOA region dropped from 6.1% in 2019 to 2.4%, in Guinea Bissau, it contracted the greatest, by an average of -1.9%, down from 5% in 2019 (fig2). Revenues from export of cashew, the main foreign exchange earner, slumped by 91%, the highest in the region, as the pandemic coincided with the campaign season. The total value of Guinea Bissau's exports plummeted by 78.5%, due to a collapsed of global demand. Tax revenues have dropped by 15.4% and non-tax revenues (including fees and licensing and grants) have slumped by 77.4% in the first and second quarter of 2020. In fact, the country experienced the largest drop in government revenues (33%) in the UEMOA region. Even though, the lower oil prices have mitigated some negative impacts of the pandemic on the trade balance, the current account deficit is projected to increase from, 3.4% of GDP in 2019 to 7.3% of GDP in 2020<sup>16</sup>. The IMF reckons initial balance of

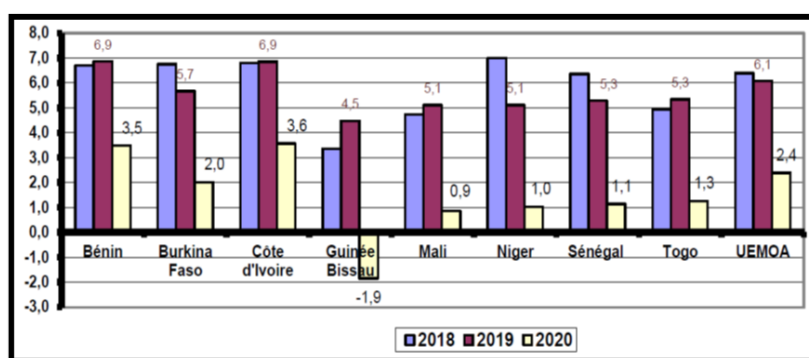


Figure 1 Economic Growth Across Region(UEMOA)

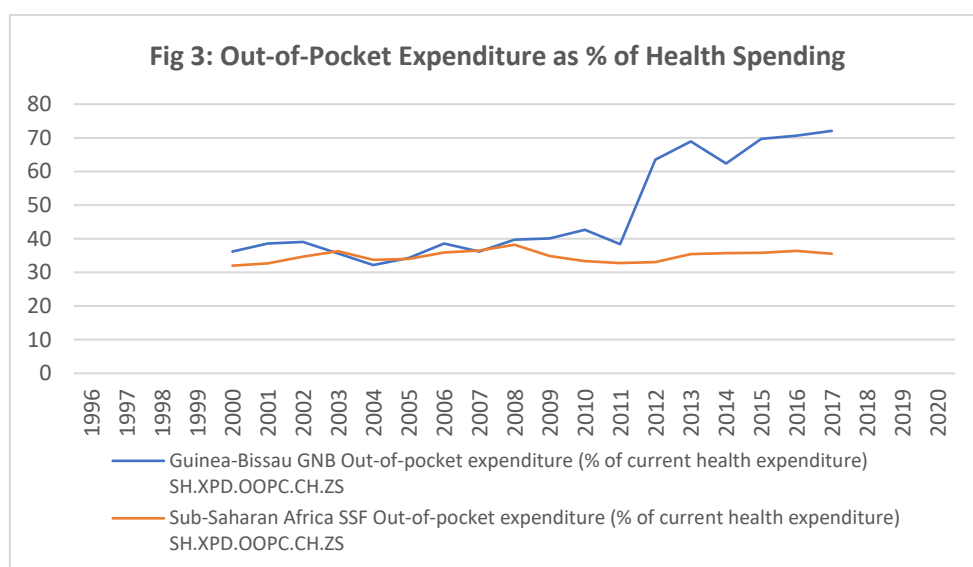
<sup>16</sup> AfDB (2020). Africa Economic Performance and Outlook Amid Covid-19.

payment needs, averaging \$44million (3.3%) of GDP, as government planned to expand health sector spending by 50% approximately 1.2% of GDP<sup>17</sup>.

### 3.1.8.1 Health

While Guinea-Bissau appears to have avoided the worst-case predictions of the public health crisis, but vulnerabilities continue to amplify. The health system remains very weak and unprepared before COVID 19 hit, as shown by the significant gaps in most of the core areas of pandemic preparedness

and response. Implementation of the WHO globally agreed to International Health Regulations (IHR) and core competencies remains one of the lowest in Africa. In fact, progress has even dropped over time, from 40% in 2018 to 25% in 2019<sup>18</sup>. The Global Health Security Index ranks Guinea Bissau, 186 among 195 countries globally, and 51 among 54 countries in Africa, with the second-worst health system as well as socioeconomic score<sup>19</sup> (Fig 3).



Covid-19 has not only exposed the weaknesses of pandemic preparedness but undermined basic health services. The non-pharmaceutical interventions to curb the pandemic continue to impact directly on human capital adversely in the short and medium term. As the government scrambles to respond to the immediate effects, resources are diverted away from other critical health care services like vaccinations. The exact figure on impact is unknown. However, in the 2014–15 Ebola outbreak in West Africa, closure of health facilities, health worker deaths, and excess demand placed on the health system led to further loss of lives. In Ebola-affected areas, it was reported that maternal and delivery care dropped by more than 80%, malaria admissions for children under the age of 5 fell by 40%, and vaccination coverage was also considerably reduced<sup>20</sup>.

How to strike a balance between scaling up acute care services to respond to Covid 19 and maintaining essential lifesaving health care services remains an urgent challenge with long term implications on vulnerable groups including women, children, old and disabled peoples. The impact will be felt more in rural areas, where health services are very limited. It is projected that, in the coming years, Guinea Bissau, like other high disease burden countries may experience deaths and morbidities from TB, HIV, and malaria by 20, 10 and 36% respectively<sup>21</sup>. Unmet needs for family planning in Guinea-Bissau are

<sup>17</sup> IMF (2020). Catastrophe Containment and Relief Trust —Approval of Grant Assistance for Debt Service Relief. International Monetary Fund (IMF).

<sup>18</sup> <https://extranet.who.int/e-spar/#capacity-progress>

<sup>19</sup> <https://www.ghsindex.org/>

<sup>20</sup> Elston JW, Cartwright C, Ndumbi P, Wright J. The health impact of the 2014-15 Ebola outbreak. Public Health. 2017 Feb; 143:60-70. doi: 10.1016/j.puhe.2016.10.020. Epub 2016 Nov 29. PMID: 28159028.

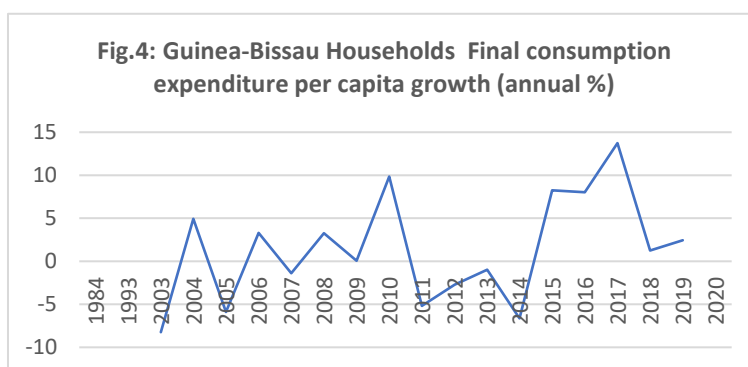
<sup>21</sup> Hogan et al (2020). The Potential Impact of the COVID-19 Epidemic on HIV, TB and Malaria in Low- and Middle-Income Countries. The Lancet Global Health. [VOLUME 8, ISSUE 9](https://www.thelancet.com/journals/langlo/article/PIIS2214-109X(20)30288-6/fulltext), [https://www.thelancet.com/journals/langlo/article/PIIS2214-109X\(20\)30288-6/fulltext](https://www.thelancet.com/journals/langlo/article/PIIS2214-109X(20)30288-6/fulltext)

already one of the highest in the world (22%)<sup>22</sup>. This may likely intensify and rollback the progress in maternal mortality reduction made in the past 10 years. Recent research underscores the social gradient of health impacts: On average, one study estimates a 32.0% increase in the probability of death in the poorest quintile compared to the wealthiest quintile from COVID 19 impacts<sup>23</sup>.

### 3.1.8.2 Livelihoods

The economic crisis from COVID 19 has also widened pre-existing gaps and social inequities. While schools have reopened in October, limited infrastructure for distance-learning, especially during the lockdowns, has further worsened learning outcomes. It is difficult to put an exact figure on the impact. Closure of schools will lead to increased dropouts for disadvantaged children and for girls. While the government and partners have provided support for emergency distance learning through television, the scale, access and quality remain very limited. The focus has been more on examination classes. As children learned from home, already existing gaps grow wider between those from rich and poor backgrounds, educated and poorly educated families, urban and rural areas, through differentiated access to information and communication technologies. The economic hardships that resulted from the lockdowns have caused some families to reprioritize consumption at the expense of saving for education and health. There are growing tensions regarding working conditions of teachers, which have led to strike actions even before the pandemic hit and this has worsened beyond the lockdowns. Adjustments in the school calendar, salary arrears, and limited investment in mitigation measures, precondition for safe reopening of schools, may add to the pre-existing labour tensions. In fact, for every year of education, the World Bank projects a yearly increase of earnings by roughly 10%, and in Africa the earnings can reach up to 13%, and for women there are even higher than for men<sup>24</sup>.

Lockdowns and mitigations measures continue to outweigh heavily on income, prices and inequality than does health. The failure of the 2020 cashew campaign has worsened the poverty situation. Suspension of non-essential activities including agriculture and services has resulted in significant drop in aggregate demand and income. While two out of three



citizens in Guinea Bissau are facing multiple deprivations, the extreme poor, mostly working in agriculture, have been most affected<sup>25</sup>. While data on the exact number of peoples that have been driven into absolute poverty remains unknown, economy-wide pandemic measures will likely accelerate the already declining trend in household consumption growth per capita from 8% in 2015 to 2.4% in 2019<sup>26</sup> Fig 4. The averages mask variations in the trend, driven by the top 10% income earners, who have been experiencing a very high growth before Covid 19. UNECA estimates that vulnerable households affected by Covid-19 face an increased probability of moving into transient poverty by 17.1%, a 4.2% increase probability of staying in poverty for a decade or longer, and a fall in the probability of moving out of poverty by 5.9%. Increased poverty levels will also exacerbate existing income inequalities<sup>27</sup>. This will further worsen the gap between Bissau, the capital, and the rural areas where poverty is relatively high.

The pandemic and its response measures have also impacted the local supply chains, with implications on the availability, quality and affordability of food. While the government has announced measures

<sup>22</sup> 9 Multiple Indicator Cluster Survey (MICS) 2014

<sup>23</sup> Winskill et al (2020). Equity in response to the COVID-19 pandemic: an assessment of the direct and indirect impacts on disadvantaged and vulnerable populations in low- and lower middle-income countries. *Science* 24 Vol. 369, Issue 6502, pp. 413-422

<sup>24</sup> World Bank (2002). Returns to Investment in Education: A Further Update.

<sup>25</sup> 8 UNDP (2019). Human Development Report 2019. Retrieved from: <http://hdr.undp.org/en/countries/profiles/GNB>

<sup>26</sup> <https://data.worldbank.org/indicator/NE.CON.PRVT.PC.KD.ZG?locations=GW-ZG>

<sup>27</sup> ECA (2020). COVID-19 in Africa: Protecting Lives and Economies. United Nations Economic Commission for Africa (UNECA).

to curb speculations, nevertheless prices for basic commodities have gone up. In fact, poor households remain unable to sell their cashew, at the same time, are experiencing a sharp fall in their real purchasing power due to high food prices, in particular imported rice. A drop in farmgate prices for cashew correlates highly with food insecurity. While cashew prices were already trailing global food prices including rice, the pandemic has further worsened the deteriorating barter position between rice and cashew, with dire consequences on food security. The fall in farmgate prices of cashew by 60% over 2017 to 2019, correlates with increased food insecurity from 20 to 34%<sup>28</sup>. In the absence of basic social protection system, in order to cope with worsening food security, many farmers are likely going to sell their productive assets like livestock to buy rice, undermining their ability to earn their way out of poverty in the medium and long term. Safety net in Guinea Bissau is cobb-web thin. Since the pandemic hit, the poorest countries have spent less than 1% of GDP on social protection services compared to 10% in developed countries<sup>29</sup>.

The income effects of the pandemic will remain dire on human capital, with impacts likely lasting over generations. The closure of schools and limited access to essential health services have accelerated the already high burden of malnutrition and stunting, with 26% of children under five are stunted, one of the highest in ECOWAS<sup>30</sup>. Pregnant women and children, particularly from poor households are disproportionately affected. In fact, research shows that children born during economic recessions have relatively lower birthweight, particularly at the lower quintile of income distribution<sup>31</sup>. The low birth weight will lead to developmental delays and learning disabilities which may last a lifetime. School feeding programs which provide over 180000 children with hot nutritious meal were closed, plunging poor families further into hardship<sup>32</sup>.

The pandemic has hit remittances, a critical source of income flows to households. With about \$72 per capita (138 % per capita health expenditure) and 9% of GDP, Guinea Bissau is highly dependent on remittances from Europe, USA and some African countries<sup>33</sup>. One in 10 people depend on income from close relatives who live abroad to cope with adverse shocks by smoothing their consumption. With the source countries impacted severely by Covid-19 pandemic induced job losses, remittances are projected to fall significantly. While historical trends underscore the resilient nature to shock, it is projected that the worsening global recession will result in 23% drop in remittances flow to Africa<sup>34</sup>. For Guinea Bissau, this approximates \$16 per capita<sup>35</sup>, 8-fold per capita expenditure on nutrition<sup>36</sup> and four times what poorest countries in Africa have spent per person on social safety net against Covid-19.<sup>37</sup> Remittances have profound impact on health and education outcomes<sup>38</sup>. One study found, for example, that a 10% rise in remittances increases average life expectancy at birth by 1.2 %<sup>39</sup>. Another study in South Africa showed that remittances reduce the likelihood of individuals falling into extreme or absolute poverty by 98.8%<sup>40</sup>.

### 3.1.8.3 Jobs and businesses

Closure of businesses and hence decreased economic activity have resulted in a spike in unemployment and income losses for many households. Agriculture and services including tourism,

<sup>28</sup> WFP (2019, September). Sistema de Seguimento da Segurança Alimentar e Nutricional (SiSSAN)

<sup>29</sup> <https://www.economist.com/leaders/2020/09/26/covid-19-has-reversed-years-of-gains-in-the-war-on-poverty>

<sup>30</sup> <https://data.worldbank.org/indicator/SH.STA.STNT.ZS?locations=GW-ZG>

<sup>31</sup> Finch et al (2019). The Great Recession and adverse birth outcomes: Evidence from California, USA. *SSM - Population Health Volume 9*,

<sup>32</sup> Center for Global Development (2020, March 24). With Schools Closed, Hundreds of Millions of Children Are Not Receiving School Meals. Retrieved from: <https://www.cgdev.org/blog/schools-closed-hundreds-millions-children-are-not-receiving-school-meals>

<sup>33</sup> <https://data.worldbank.org/indicator/BX.TRF.PWKR.DT.GD.ZS?locations=GW>

<sup>34</sup> ECA (2020). Coronavirus disease (COVID 19) and migrants remittances. United Nations Economic Commission for Africa.

<sup>35</sup> Personal calculation

<sup>36</sup> <https://scalingupnutrition.org/wp-content/uploads/2019/12/2016-Guinea-Bissau.pdf>

<sup>37</sup> <https://www.economist.com/leaders/2020/09/26/covid-19-has-reversed-years-of-gains-in-the-war-on-poverty>

<sup>38</sup> Komla Amega, "Remittances, education and health in Sub-Saharan Africa", *Cogent Economics & Finance*, 6:1, (2018). Available at: [www.tandfonline.com/doi/pdf/10.1080/23322039.2018.1516488](http://www.tandfonline.com/doi/pdf/10.1080/23322039.2018.1516488)

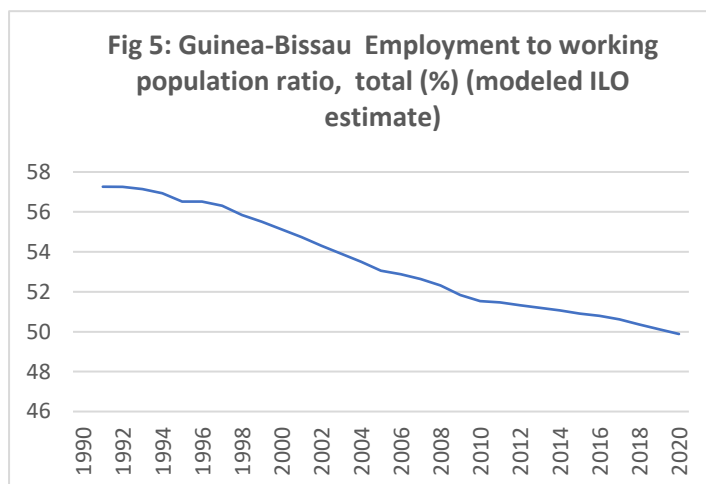
<sup>39</sup> Uzochukwu Amakom and Chukwunonso Iheoma, "Impact of migrant remittances on health and education outcomes in Sub-Saharan Africa", *IOSR Journal of Humanities and Social Science* 19(8), 33–44 (January 2014).

<sup>40</sup> Seyfe Wurku and Joyce Marangu, "The Impact of Remittance on Poverty: Evidence from the South African National Income Dynamics Study (NIDS)" (February 2019).

the most labour-intensive sectors, are all in deep recessions. The economic crisis has exposed underlying vulnerability of the monoculture economy and worsened the weaknesses of the labour market. Agriculture share of employment is 67% in 2019, with female share averaging 70.6 % compared with 65% of male in 2019<sup>41</sup>. Over 75% of employment is informal and vulnerable, with no social protection.

In the absence of any programme to support the unemployed youths anchored in legislation, the recession will lead to a permanent loss of income for the vulnerable workers and even for the relatively few salaried workers comprising 23% of the workforce, in sectors like tourism.

The pandemic-induced recession will accelerate the declining trends in employment to population ratio (Fig. 5), as well as labour income share of GDP. This will lead to further misery and hardships for most of the population, inequality and protracted slowdown of demand, real wages and productivity growth. The impact on human capital accumulation remains dire. Meanwhile, studies show that labour market conditions in particular global recessions may have lasting impact on wages for specific cohorts of population for example, recent graduates, over the long-term<sup>42</sup>. One study estimates that the gap in wealth between generations was up to 35% as compared to what they would have expected to earn without the crisis<sup>43</sup>.



With no limited resources to ride out the storm, medium and small enterprises (SMEs) have been particularly vulnerable to the repercussions of the crisis. It is hard to foresee how the pandemic and sanitary measures to manage the crisis will evolve over the coming months. Most SMEs, however, involved in non-essential activities like tourism and agriculture have closed or are operating at their barest minimum. The ITC estimates that, two out of three businesses in Africa have been strongly affected by COVID-19, mostly involving reduced sales (75%) and difficulty accessing inputs (54%).<sup>44</sup> The introduction of social distancing and sanitary measures would add to the already very high cost of doing business. The impacts vary across sectors, with women dominated businesses, like restaurants and retailing being most affected. Family owned and controlled businesses including farms, as significant form of business organization in Guinea Bissau, have unique vulnerabilities as external crisis like COVID 19 hit families both as private citizens and as business owners<sup>45</sup>. A recent study in Nigeria shows that family business owners with children in primary schools show a higher need for coping with the income slump from the lockdowns than family business owners without children in primary schools<sup>46</sup>.

In the medium term, the impact may be scarring. Without forward looking approach, barriers to access finance will get even worse in future. As a result of COVID 19 pandemic, the failure of the cashew campaign to crowd in finance, remains a systemic risk to the banking sector in the medium term. In 2012, on the back of a poor cashew campaign season, non-performing loans jumped from 3.2% to 21%<sup>47</sup>. Lessons from ebola and past pandemics have shown the lasting impacts on SMEs including depletion of savings and productive assets, with irrecoverable disruptions of production, and debt overhangs, operating in vicious cycle to further depress credits available to

<sup>41</sup> <https://data.worldbank.org/indicator/SL.EMP.MPYR.ZS?locations=GW-ZG>

<sup>42</sup> Rothstein (2020). "The Lost Generation? Labor Market Outcomes for Post Great Recession Entrants," NBER Working Paper 27516, National Bureau of Economic Research, Cambridge, MA.

<sup>43</sup> FED (2018). The Demographic of Wealth: How Education, Race and Birth Year Shape Financial Outcomes. Federal Reserve Bank of St Louis. [https://www.stlouisfed.org/~media/Files/PDFs/HFS/essays/HFS\\_essay\\_2\\_2018.pdf?la=en](https://www.stlouisfed.org/~media/Files/PDFs/HFS/essays/HFS_essay_2_2018.pdf?la=en)

<sup>44</sup> ITC (2020). COVID-19: The Great Lockdown and its Impact on Small Business. International Trade Center.

<sup>45</sup> Kraus et al (2020). The economics of COVID-19: initial empirical evidence on how family firms in five European countries cope with the corona crisis. International Journal of Entrepreneurial Behaviour & Research · April 2020

<sup>46</sup> Avenyo and Ndubuisi (2020). Coping during COVID-19: Family businesses and social assistance in Nigeria. Covid Economics. Issue 51, 7 October 2020

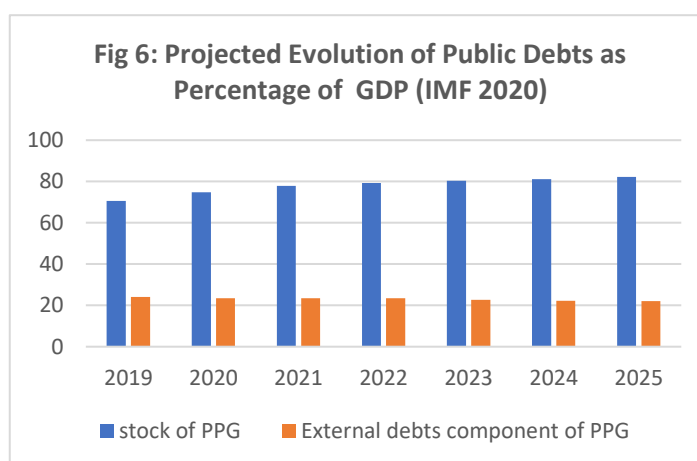
<sup>47</sup> IMF(2016). Macroeconomic Fiscal Management Notes: Guinea Bissau and the Cashew Economy

the private sector<sup>48</sup>.

#### 3.1.8.4 Macroeconomic Recovery

COVID 19 has exposed acute macroeconomic vulnerabilities. The economy will emerge with historically large budget deficits. In the baseline scenario of the pandemic, IMF projects that, revenues excluding grants will drop by 13% in 2019 to 12.1% in 2020. Revenues will remain subdued and would only be expected to recover to their precrisis level in 2025. The fiscal deficit would widen until 2023. The sharp decline in export revenues including international tourism and remittances continue to compound the macroeconomic shock. IMF estimates a fall in export revenues from cashew by 24% in 2020 and would remain subdued until 2024.

The widening fiscal deficit continues to weigh heavily on the debt burden. While Guinea Bissau is at moderate risks of external debt distress, the overall burden of publicly guaranteed debt by the government is projected to grow rapidly to reach about 80% of GDP in 2025 (Fig 6), driven largely in part by the domestic debt. Publicly guaranteed domestic debts in 2019 comprised of 38% of GDP (this included project financing from BOAD 14.4% of GDP; debt to BCEAO 12% of GDP, debt from local banks 2.9% of GDP, government guarantees 0.8% of GDP, T-bills held in regional banks 3.8% of GDP and arrears to local suppliers 4.1% of GDP). Over 70% of the external debts maturing over the next 24 months are owed to multilateral development banks, 15% to bilateral partners <sup>49</sup>, rest to bondholders. Debt servicing as a share of government revenue is projected by the IMF to rise from 4.7% in 2019 to 7.8% 2025 of government revenue. While export revenues earmarked to service debts is also projected to rise significantly. The debt servicing cost due in the 24 months from April 14, 2020 is projected to reach SDR 4.445 million (6.65 million USD).



As a result of the deteriorating fiscal position, Guinea Bissau will need access to significant concessional finance and overseas development assistance in order to cushion against the socio-economic fallouts of the crisis<sup>50</sup>. As part of the Catastrophe Containment Relief Trust (CCRT), the IMF approved in April 2020 the first tranche of immediate debt relief of about 1.5 million US dollars for Guinea Bissau to cover up to October 2020. The second tranche has already been approved until April 2021. While Guinea Bissau is not yet a participating country, it is also eligible for the G20 Debt Relief Suspension Initiative, which could boost fiscal space by up \$0.9 million 0.1% of GDP.

#### 3.1.8.5 Social Cohesion

The plague is raising the likelihood of conflicts, turning a global health emergency into a social crisis. Growing social tensions and political instability risks depleting the stock of social capital, critical to social solidarity and cohesion. Research on past pandemics suggests a negative and statistically significant effect on social trust. An increased in Spanish flu mortality of one death per thousand resulted in a 1.4 percentage points decrease in trust<sup>51</sup>. The lost in trust further constrained economic growth decades after<sup>52</sup>.

While social solidarity mechanism within communities could facilitate coping, relations between different groups and with the government remain strained by the pandemic. The literature distinguishes between bonding

<sup>48</sup> Jedwab et al (2020). Epidemics, Poverty, and Social Cohesion: Lessons from the Past and Possible Scenarios for COVID-19. COVID Economics. Issue 48. September 2020

<sup>49</sup> India, Libya and Saudi Arabia

<sup>50</sup> IMF 2020

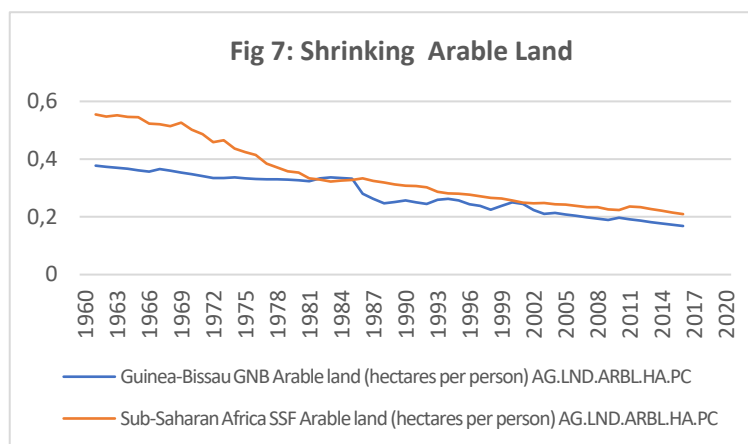
<sup>51</sup> Aassve et al (2020). Pandemics and social capital: From the Spanish flu of 1918-19 to COVID-19. Covid Economics. Working Paper n. 661. CEPR, NBER and Università Bocconi

<sup>52</sup> "CrisisWatch: Tracking Conflict Worldwide," International Crisis Group, March 2020

(intracommunity relations of trust) and bridging (intercommunity relationship) social capital<sup>53</sup>. Coming on the back of post-electoral contestations, the strict state of emergency measures by the government have been perceived by some groups with mistrusts and as way of suppressing dissent and consolidating power. While the lockdowns have been lifted health, workers continue to threaten strike actions against poor working conditions<sup>54</sup>.

The hardships from the pandemic continue to worsen tensions and competition between groups, households and communities. The failed 2020 cashew campaign has worsened power relations between farmers and traders. Many indebted farmers would likely default as the cashew-rice exchange deteriorate, with farmers needing to trade more cashew for much needed rice. Mounting salary arrears are worsening relations between employers and workers.

Economic hardships from the state of emergency caused many to leave Bissau and other cities and go back to the villages. The returning migrants would accelerate conflicts over land resources. These risks are straining already tense relations between native and settler communities over shrinking land resources. While land allocated to agriculture has increased, due to population growth, arable land in hectares per person has been falling, even more than that of the region as shown in Fig7.



### 3.1.9 Infrastructure and access to social services

Please refer to SDGs 4 and 6 and LNOB sections.

### 3.1.10 Displacement and migrations

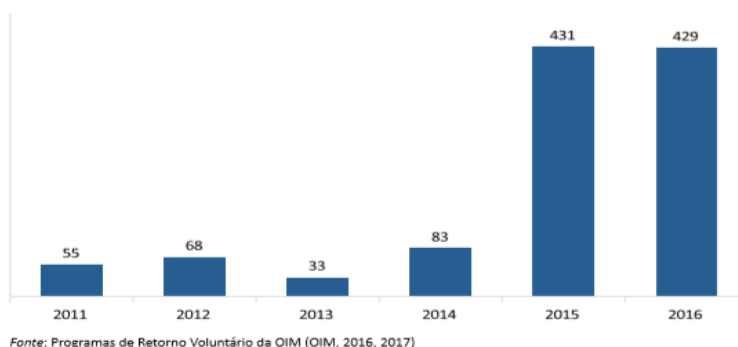
#### 3.1.10.1 Irregular migration and human trafficking

Guinea Bissau is a country with porous borders, fragile economy, and continuous political instability (National Migration Profile, 2018). These challenges present a stumbling block to local development, employability of migrants. Irregular migration movements from Guinea Bissau are mostly economically motivated and affect predominantly youths from 18 to 28 years of age. The scarcity of employment, good health systems and quality education opportunities often drives these youths to embark on perilous migratory journeys in search of better livelihoods.

<sup>53</sup> Jedwab et al (2020). Epidemics, poverty, and social cohesion: Lessons from the past and possible scenarios for COVID-19. Covid Economics. Issue 48, 10 September 2020

<sup>54</sup> <https://capitalnews.gw/greve-no-setor-de-saude-governo-de-nabiam-nada-faz/>

Data from IOM show that since 2017, 752 migrants returned mostly from Libya, Niger (of which 8 women and 10 children) had endured different types human rights violations in the perilous central Mediterranean route (torture, physical exploitation, violence, forced labor among others). In addition, stranded migrants in the subregion with different levels of vulnerability are present in the country and recently the government of Guinea Bissau asked to assist 565 vulnerable migrants' returnees from Angola.



Existent data and reports from government and CSOs demonstrates that trafficking in persons (TiP), in particular of children and women for forced labor and sexual exploitation, constitutes a major challenge in the country, involving both national and foreign criminal networks. According to the National Committee on Prevention of Trafficking of Human Beings of Guinea Bissau, CSOs and border police reports, around 2,350 children<sup>55</sup> were referred to child protection services from 2011 to date, mainly supported by UNICEF, IOM and NGOs. At the level of the border posts capacities of the border officers to improve referral of children and vulnerable women in irregular situation and in border areas with no permanent control remain scarce. Among the protection services access to quality health is one of the most important components considering the vulnerabilities of many stranded migrants and victims of trafficking (VoTs). Though access to health care remains a challenge for migrants complicated by language barriers, vulnerable economic conditions, diseases of epidemics and limited access to diagnostic treatment and cross-border assistance.

### *3.1.10.2 Movement of people inside and outside of the territory*

Guinea-Bissau does not have documented actions of the executive on migration. From 2010 onwards, government authorities, together with the National Commission of Refugees of the UNHCR, started the elaboration of a national migration policy charter (Carta Política de Migração). This process came to a sudden halt with the April 2012 coup. In more recent times, with the establishment of an IOM Country Office in Guinea Bissau, there has been technical and financial assistance for the definition of a migration policy and its operationalization.<sup>56</sup>

Internal migration has essentially been practiced for two (2) reasons: a) seasonal flows related to agricultural issues, more precisely the cashew harvest campaign; b) flows directed to administrative cities and the capital, due to the scarcity of access to basic services and employment opportunities in remote locations. This internal movement configures a greater pressure and saturation of services as well as resources in the administrative centres and in the capital, because such internal displacement is done not only by nationals, but also by foreigners.

In Guinea-Bissau's migration is among the main drivers of urbanization and has a positive impact for cities: Once formally integrated, migrants contribute to taxes, act as entrepreneurs, create jobs and spend approximately 85% of their income in hosting communities<sup>57</sup>. However, non-discriminatory policies and systems that are responsive to population changes and ensure the rights of adequate standards of living for all urban dwellers must be in place. Likewise, it is crucial to strengthen small and intermediary cities along the rural-urban continuum and improve land tenure rights and access to housing, basic services and livelihood opportunities.

<sup>55</sup> Mainly children (boys) who were sent to Senegal and sub-region countries, for religious studies, who end up in forced begging and other forms of exploitation and violence and with no access to education and health services.

<sup>56</sup> Community Mapping and Socio-Economic Profiling Assessment of Areas of Return in Guinea Bissau – Synthesis Report (2018, pg 10).

<sup>57</sup> <https://refugeemigrants.un.org/infographics>

In terms of international migration, regional migration is facilitated thanks to the ECOWAS protocol on free movement of goods and people. Officially, there are eleven (11) land entry / exit points (Djedji, Djibanar, Dungal, Tendinto, Cambadju, Pirada, Bruntuma, Fulamore, Cuntabene, Sanconha and Cacine), one (1) sea and one (1) aerial. The management of entry points for the borders is still challenging because of the poor limited structures, the poor or no data collection with no digitalization and the weak technical capacities of border officers, the prevention of epidemic diseases still remains a challenge.

The registration, the flow of entry and exit of people from the country is done, essentially at the airport, or at the port of Bissau and at official land entry points. There are, however, many more unofficial points of entry. This lack of control has allowed for the continuation and facilitation of irregular border crossing, human trafficking and smuggling through neighboring countries. Cross-border collaboration on issues relating to migrants' health-related issues has been very weak in the country and yet this is pivotal in emergency preparedness and response, surveillance and overall health systems strengthening. There is an urgent need to strengthen multi-sectoral action as well as inter-country and intra-regional collaboration through investing in research and innovation on migrants and health issues, particularly on human mobility and health security.

### *3.1.10.3 Migrants protection and human rights*

Guinea-Bissau guarantees immigrants access to the labour market in a non-discriminatory way by law. The Constitution (article 28) states that immigrants have the same rights as nationals to private-sector employment and clarify that there are some restrictions to their access to public-sector employment (migrants can only access jobs of a technical nature).

Law no. 6/2010 established the conditions for the attribution, acquisition, loss and reacquisition of the nationality of Guinea-Bissau, and it established that a foreigner that resides legally in the country for six years can apply for citizenship. The same law allows for dual nationality. Citizens of Guinea-Bissau residing abroad can vote in national elections (presidential and legislative), in line with provisions contained in the Constitution and the law of Electoral Census (law no. 2/1998, Articles 1 and 5). All citizens, residing domestically or abroad, must be registered to vote. Those living abroad must follow registration and voting instructions from the relevant diplomatic representation in the region.

The Constitution recognizes the equality of "all citizens" before the law, highlighting it is extended to "foreigners, on the basis of reciprocity (...) [and to] stateless persons that reside or are present in Guinea-Bissau, except in relation to political rights, the exercise of public functions and other rights and duties that are explicitly reserved by the law to [Bissau-Guinean] citizens".<sup>58 59</sup> It should be noted that international human rights law has widely recognized that the clause of reciprocity is not applicable to human rights treaties. Indeed, human rights mechanisms have highlighted that the principle of reciprocity among States is not applicable to human rights treaties as they are related to "the endowment of individuals with rights" and not to "inter-State exchanges of mutual obligations". Thus, human rights should be ensured not only "to all citizens" but to "all individuals subject to the jurisdiction of the State".<sup>60</sup>

The General Labor Law of 1986 does not provide details on access to social protection for foreigners and Law 4/2007. Social Protection does not include provisions on the rights of migrants either. There are no specific provisions regarding migrants' access to education in relevant legislation or policies. The Constitution of Guinea-Bissau (Article 49) and the basic law of the education system (law no.4/2011) grants access to all levels of education to citizens with no reference to migrants' access to

---

<sup>58</sup> Constitution of the Republic of Guinea-Bissau, art. 28.

<sup>59</sup> In this context, reciprocity means that Guinea Bissau offers citizens of another country certain rights on the condition that its citizens enjoy similar privileges in the other country. The list of countries with such a reciprocity agreement with Guinea-Bissau is not publicly available.

<sup>60</sup> The rights to participate in political and public affairs are the exception to this rule as, in principle, they are recognized to "all citizens".

UNIOGBIS, Public Report on the right to political and public participation in Guinea-Bissau, 2019.

Available on: [https://uniogbis.unmissions.org/sites/default/files/uniogbis\\_public\\_report\\_2019\\_21oct2019.pdf](https://uniogbis.unmissions.org/sites/default/files/uniogbis_public_report_2019_21oct2019.pdf)

education. Law no. 3/2011 on tertiary education makes no mention of the foreigners' access to tertiary education.

Decree No. 1/92 established the conditions and procedures for the entry, stay and exit of foreigners yet it did not include any provision for family reunification. There are no provisions allowing migrants to vote in local elections, and the Constitution only grants voting rights to national citizens.<sup>61</sup> There is also no national policy document to combat discrimination and hate crimes against migrants. In terms of protection, there is an urgent need to conceive a national referral mechanism and development of standard operating procedures (SOPs), and institutional frameworks for protection of migrants in vulnerable situations, unaccompanied children and victims of trafficking<sup>62</sup>. Ensuring capacity development and institutionalization of both SOPs for migrants' protection and reintegration as well as SOPs for the referral mechanism of VoTs, with a specific focus on, women and children will be fundamental to ensure quality decentralised protection services for vulnerable populations.

International human rights law provides an important protection framework applicable equally to all migrant persons, which protects their civil, political, economic, social and cultural rights in accordance with the two International Covenants ratified by Guinea-Bissau, including several universally agreed compulsory norms Guinea-Bissau ratified or acceded to most of the core human rights instruments, including CRC, CEDAW and the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, ratified on 22 October 2018.

Regarding human trafficking, during the third periodic review of Guinea-Bissau in January 2020, nineteen recommendations were made to combat human trafficking, sale of children, and to launch a National Plan to combat trafficking in persons, in particular the trafficking of women and children, ensuring sufficient resources for the prosecution of crimes and the rehabilitation of victims.

### **3.1.11 Public health**

#### *3.1.11.1 Overview*

The health sector is guided by the PEO *Terra Ranka*, which is aligned to the different agendas, as well as to the National Health Development Plan, 2018-2022 (PNDS III), which is still awaiting government action. According to PNDS, Guinea-Bissau's National Health System (NHS) is organized into three 3 levels: (1) central, (2) regional with 11 peripheral health regions and (3) local. The referral health system comprises of one national referral hospital, two specialized hospitals, five regional hospitals and has 145 health facilities throughout the country to meet the populations' needs.

According to the Global Health Security Index, Guinea-Bissau scores 4.6/100 and ranks 194/195. The health sector has been characterized by very low levels of public spending, poor infrastructure, a wide range of infectious diseases, a very small number of skilled employees, a poor health information system, low wage levels, among others. Public spending accounts for about 20% of total health spending and is mostly used to pay staff salaries, while donors finance nearly 90% of the recurrent costs of the sector, including medicines and other critical health inputs.

According to data from the Ministry of Health for 2019, the country has 3,044 health personnel, including 1,530 general and licensed nurses, 203 midwives and 417 physicians from different specialties. If we consider that the World Health Organization (WHO) recommends that a density of 2.3 skilled health care workers (physicians and nurses/midwives) per 1000 population is generally necessary to achieve 80% coverage of essential health services (such as births with a skilled health care worker and immunization), the current number of health care workers is insufficient to meet the country's real needs. Therefore, emphasis on training and reinforcement of qualified personnel should be a priority for the sector. Maternal mortality rates of 900/100.000 live births are among the highest in the world, so it remains a challenge to be met at country level.

---

<sup>61</sup> See Constitution of the Republic of Guinea-Bissau, art.63, art.77 and 111.

<sup>62</sup> UN Network Secretariat funded the revision and harmonization of the National Referral Mechanism of Prevention and combat against Human Trafficking in Guinea Bissau

The Health Information System has been strengthened with financial support from Global Fund and World Bank. The implementation of District Health Information System (DHIS 2), an open source platform developed by University of Oslo is still focused on malaria, TB and HIV programs. The integration of immunization and community health activities are in process but the scaling up to other priority programs such as reproductive health, non-communicable diseases, nutrition and health system must be made a priority.

The children's nutritional status reflects their health in general. In Guinea Bissau, malnutrition levels remain high and maternal and child mortality are directly correlated, as illustrated by the study on national food security assessment conducted by the World Food Programme in 2013, where only 7% of the population had a safe diet. This same study revealed that about 28% of under-5 children were affected by chronic malnutrition, with fluctuations according to regions, 35% in Oio, 34% in Bafatá and Gabú 30.1%<sup>63</sup>. Also, provisional data from MICS 2019, shows that 16.1% of under-5 children suffer from moderate or severe weight insufficiency (weight for age, measured both acute and chronic malnutrition) in 2019, against 17% in 2014. The situation is worse in rural areas, with 17.8% in 2019, against 11.3% in urban areas. The Gabú, Oio and Bafatá regions are the most affected, with 22.5%, 20.8% and 17.2% respectively.

Only 4.7% of children aged 6-23 months have enjoyed a minimum acceptable diet. In the Bafatá and Oio regions, areas of WFP intervention concerning the prevention of chronic malnutrition, the shares are also low, with respectively 7.8% and 5.6%.

According to the document on National Youth Policy, 2015, “despite some improvements in early childhood development indicators, the data indicated a situation that requires substantial improvements in the short and medium term”. The percentage of children who are born with low weight is around 21%, and only 37% of children up to one year old, comply with the vaccination schedule required for this age group. Chronic malnutrition affects 28% of children (MICS 2014) and the infant mortality rate is 55.6 / 1000 (World Bank 2017).

As regards to women the analysis of research data from The Ministry of Public Health, Family and Social Cohesion <sup>64</sup>, shows that 11% of women aged 15-49 suffer from acute malnutrition<sup>65</sup> and only 29% achieve minimum food diversity. Low birth weight affects 21% of new-borns (UNICEF 2014). Levels of maternal and child mortality and child malnutrition are corollary to levels of malnutrition among pregnant and lactating women and girls. The percentage of children who have an acceptable diet is only 8% <sup>66</sup>.

### *3.1.11.2 Migration and Health*

Guinea Bissau has faced many serious disease outbreaks, including a devastating cholera epidemic in 2008-2009 (associated with poor sanitation and drinking water supply conditions), meningococcal meningitis (endemic and limited to Bafatá, Gabú and the Farim Sector of the Oio Region) and dysentery. Yellow fever also continues to pose a real health threat, since there have been epidemic situations caused by this disease in neighbouring countries, however, there is no record of cases in Guinea-Bissau. On the other hand, there have been epidemic cases of animal anthrax in men in recent years. Those disease outbreaks demonstrate the grave condition of the national public health system and the urgency of needed efforts to strengthen infrastructure and capacity.

The National Migration Profile developed by IOM in 2018 also reveals the huge mobility of the Bissau Guinean population due to the seasonality of work and frequent exchanges with border countries (especially cross-border trade). Therefore, constant control and prevention of epidemic diseases remains a priority in the border entry points. IOM developed a solid partnership with the Ministry of

---

<sup>63</sup> UNICEF. (2014). Guinea-Bissau multiple-indicator cluster survey (MICS). Available at <http://ghdx.healthdata.org/record/guineabissau-multiple-indicator-cluster-survey-2014>

<sup>64</sup> World Food Programme. (2019). Guinea-Bissau country strategic plan (2019–2024). Bissau

<sup>65</sup> Ministry of Public Health, Family and Social Cohesion. (2014). Standardized Monitoring and Assessment of Relief and Transitions

<sup>66</sup> A 2016 WFP study in Bafatá, Gabú and Oio

Health and the General Directorate of Epidemiology and Health Security to strengthen community surveillance and disease control in the Border areas.

In this partnership, IOM has been involved in disease surveillance at the points of entry (POE) of Pirada (Gabú region), Burumtuma (Gabú region), Fulamori (Gabú region), Djeguê (São Domingos region), Cuntabane (Tombali region), Bissau Maritime Port, Bubaque Maritime Port (Bijagós region), Bissau International Airport, Bubaque Airport (Bijagós region).

This surveillance continues until today and includes the training of border agents, elaboration of SOPs, promoting data collection, strengthening points of entry with equipment and preventive structures for epidemic diseases control such as hand washing devices and isolation structures; and participation in the Ministry of Health weekly Emergency Cluster meetings.

Currently government needs to provide vital health support to respond to COVID-19 to all those within the country in the spirit of Universal Health Coverage. We know households in situations of vulnerabilities are already highly at risk to contracting COVID-19, due to the number of people per household, poor health and nutrition status, making social distancing and quarantine challenging. Certain marginalized groups such as irregular migrants or migrants' returnees in situations of vulnerabilities are also at particular risks during the pandemic. Most of them relying on the informal economy that is now hindered by the current restrictions due to the state of emergency. Furthermore, many foreign nationals are more likely to be in overcrowded households or employed on short-term, or precarious work with limited provision for sick leave, including the gig economy jobs, though formal data is patchy. Other migrants, in both regular and irregular status, may have limited access to public health services, or fear accessing such services due to possible stigmatization.

### *3.1.11.3 Sexual and Reproductive Health*

The country is witnessing a slow improvement in maternal, sexual, and reproductive health due to a range of structural deficiencies, including nonexistent and poorly implemented health policies, inadequate health infrastructure, and equipment. Insufficient qualified human resources and lack of availability of reproductive health products remain the major problems. Minimum Initial Service Package (MISP) requires improvement at national level. Maternal mortality rate is estimated at 900 per 100,000 live births, according to MICS, 2014<sup>67</sup>. Neonatal mortality rate (NMR), which is 35.8 per 1,000 live births (MICS – 2014), is strongly associated with lack of birth spacing and birth order, indicating an absence of access to reproductive health services. Only 45% of the deliveries take place within health facilities. The main factors contributing to supply side of such outcomes include, an acute shortage of midwives, weak infrastructure, low availability of surgical services, and medicines. Obstetric care in most regions is provided by general nurses, most of whom are males. On the demand side, under the table payments, the perception of low-quality services, and cultural factors (World Bank – 2016 p 26) are the causes. Additionally, while 92,4% of pregnant women attend at least one ante-natal care visit with qualified health professionals only 64,9% attend at least 4 visits (MICS- 2014).

The prevalence of modern contraception was 14%, this translates to a total the fertility rate of 4.9%. Socio-cultural barriers and the weak involvement of men seems to contribute to the low demand for modern contraceptive methods. The under-five mortality rate is 89 per 1000 live births, infant mortality is 55 per 1000 live births, and neonatal mortality is 39.7 per 1000 live births. In 2014, the Government developed a national gender policy and enacted a series of laws to improve sexual and reproductive health. These include prohibiting female genital mutilation, fighting domestic violence and adopting a national sexual and reproductive health policy. The disproportionate burden of illness is borne by women of childbearing age combined with their specific needs, including need access to quality and timely sexual and reproductive health care, which do not exist in many parts of the country.

---

<sup>67</sup> <sup>67</sup> Ministério da Economia e Finanças, Direção Geral do Plano Instituto Nacional de Estatística (INE). 2014. Inquérito aos Indicadores Múltiplos (MICS) 2014 de recolha dos dados, Principais Constatações. Bissau, Guiné-Bissau pg 12.

### 3.1.11.4 Health Sector Financing

Health sector financing is a major constraint on health sector development. Available data shows that the country spends very little on health, only 6.9% of its GDP<sup>68</sup>, this is below the commitment of 15% in the Abuja Declaration 2001, and far below West Africa and similar countries. On the other hand, public spending represents about 20% of total health expenditure and is mainly used to pay staff salaries, while almost 90% of the sector's current costs, including medicines and other critical health inputs, are borne by development partners and out-of-pocket payment. This situation translates to a lack of materials, human and financial resources in various health units, which is aggravated by existing inefficiencies, with direct implications on the quality of services provided to users and financial burden to the families.

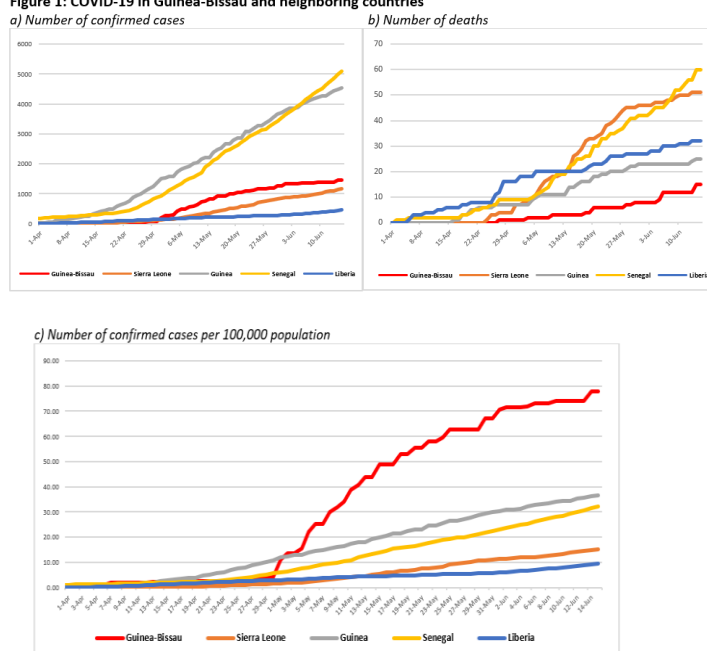
Few health indicators have improved in recent years including some indicators of service availability, family planning products and reproductive health. However, further work needs to be done to provide users with adequate essential contraceptive products and medicines to avoid possible setbacks. Malaria is endemic and the leading cause of mortality nationally, and due coordinated efforts the incidence cases have decreased 77% from 2000 to 2016<sup>69</sup>.

Efforts should also be stepped up on awareness campaigns focusing on the importance of setting up of all the conditions needed to promote free of charge provision of these goods, considering their importance for public health. However, the costs of these to the families' budgets may discourage potential users from buying them.

### 3.1.11.5 Health Emergency

The health emergency preparedness capacities in Guinea-Bissau is very low as shown by the joint assessment of International Health Regulation. On 30 January 2020, WHO declared COVID-19 a Public Health Emergency of International concern (PHEIC). Ever since, the UN Resident Coordinator, WHO and World Bank representatives, were mandated to initiate dialogue with the national authorities and have agreed on criteria for intervention by partners, as part of their support for the contingency plan. The WHO country offices along UNICEF, WFP, UNDP and IOM in Guinea-Bissau have focused their efforts to support the country on the preparedness and response to the COVID-19 pandemic. The Public Health Emergency Operation Centre (PHEOC) was revamped under the WHO health cluster leadership, surveillance at main port of entries was strengthened, risk communication strategies started, country contingency plan developed, funding mobilization strategies put in place and refurbishment of the main National Hospital Simão Mendes to receive the severe cases has started. The changes in the leadership structure of the Ministry of Public Health amidst a COVID-19

Figure 1: COVID-19 in Guinea-Bissau and neighboring countries



Source: European CDC. <https://www.ecdc.europa.eu/en/publications-data/download-todays-data-geographic-distribution-covid-19-cases-worldwide>

<sup>68</sup> World Bank database - <http://info.worldbank.org/governance/wgi/index.aspx#reports>

<sup>69</sup> UNDP Capacity Development Health - <https://www.undp-capacitydevelopment-health.org/en/results/africa/guinea-bissau/>

pandemic added additional challenges to the already weak coordination mechanism and fragile health system.

By 24 March 2020, the African continent had more than 244,055 confirmed cases of COVID-19 and 6,546 deaths. Among West African countries, there were 51,507 confirmed cases of COVID-19 and 959 deaths. Among all African countries, Guinea Bissau has the 23<sup>rd</sup> highest number of cases, but when adjusted by population size the country has the eight highest number of cases per million population in the entire African (759 cases per million).

### 3.1.12 Food security, agriculture and land

#### 3.1.12.1 Food security

The Food Security and Nutrition Monitoring System (FSNMS) jointly conducted by the Ministry of Agriculture, National Statistics Institute and WFP in September 2019, showed that excluding the autonomous capital city of Bissau, 30.7% of households in Guinea-Bissau were food insecure, 34.2% in rural areas and 19.2% in urban areas. In the capital city of Bissau, the Food Security Survey conducted by WFP in May 2018 showed that 1.9% of the population was food insecure<sup>70</sup>

The regions, most vulnerable to food insecurity were Gabu (39.7%), Biombo (38.3%), Oio (37.5%) and Cacheu (36.9%). In these regions food insecurity was well above the national average (30.7%) and ranged from 40 to 46% in rural areas. Food insecurity was below the national average in Tombali (28%), Bafatá (21%), Quinara (22%), and Bolama Bijagos (22%) (Map X).

Map: Food insecurity at regional level



Source: Food Security and Nutrition Monitoring System September 2019, WFP

FSNMS highlighted a substantial deterioration of the food security situation in the country. In rural areas, the food insecure population increased from 20% in October 2017 to 34.2% in September 2019.

<sup>70</sup> Zero Hunger in Guinea-Bissau. Challenges to Achieve Food and Nutrition Security (2018-2030)

In September 2019, food insecurity was higher than the same period in 2016 when severely food insecure population was 30.7%. At regional level, food security has grown significantly since October 2017 in all regions except Bolama/Bijagos and Quinara where it remained stable since October 2017. In Biombo, food insecurity increased from 7.9% of May 2017 to 38% in September 2019, more than double than in September 2016 a comparable month in terms of seasonality. In Cacheu and Tombali, despite significant progress from September 2016 to October 2017, food security deteriorated again to a level comparable to September 2016. In the regions of Gabu and Oio, despite a moderate reduction between September 2016 and October 2017, food insecurity increased to above September 2016 levels.

The COVID-19 pandemic and the prevention measures decreed since 27 March 2020 have posed significant threats on the food security and nutrition in the country, which could have a long-lasting impact on the wellbeing of the population and the country's socio-economic development. Social distancing measures have caused multiple insecurities to people's livelihoods creating serious difficulties to meet food and other essential needs, particularly among the already vulnerable population. Preliminary results from WFP's rapid emergency assessment of food security and markets conducted from end-April to mid-May clearly indicate a worsening of the food security situation in the country. The number of households employing one or more coping mechanisms increased from 52% in September 2019 to 87% in May 2020.

In Guinea-Bissau about 85% of households face problems in obtaining enough food for at least one month per year. In general, the number of households experiencing difficulties in accessing food starts arising in July and increases into the lean season in August and September. During those months, household's stocks run thin and the harvests have yet to come while the revenue from the annual cashew nut campaign is already over. By October, when the harvests are usually beginning and the pressure on the households diminishes the population facing food gaps starts decreasing until it reaches its lowest between November and June.

In Guinea Bissau, households are characterized by a very high level of economic vulnerability and face major difficulties in accessing food. They are constrained by unstable and insufficient incomes, seasonal hunger, limited household production and productivity, and pressure from debts and highly dependent on coping mechanisms to meet basic food needs.

In September 2019, about half of the households spent more than 65% of their incomes on food remaining with limited resources to access essential non-food items or basic services such as education and health or to invest in productive assets. In September, the average total expenditure of households was 125,125 FCFA, that is, 120,445 FCFA for rural households and 141,100 FCFA for urban households. On average, 62% of household expenses were on food purchases. Food insecure households spent an average of 68% of their expenses on food while this rate was 60% among food secure households.

More than half of the households must regularly resort to coping mechanisms. While 33.8% of the households had used strategies such as borrowing money or spending savings which indicate a reduced ability to deal with future shocks due to a current reduction in resources or increase in debt; 20.5% used negative mechanisms which affect their future productivity and capacity to generate income reducing their resilience in facing future shocks.

In Guinea-Bissau, household's vulnerability to food insecurity is strongly correlated to a wide array of factors related to geographical location, demographic characteristics of the households including its size, gender of the main income earner, chronically ill or disabled members, larger households, and particularly those with a high number of dependents, children under the age of five, pregnant and breastfeeding women, single parents or an elderly household head.

Guinea-Bissau experiences a significant malnutrition burden among its under-five population. In 2019 the SMART survey estimated that the national prevalence of under-five stunting was 29.9%. Stunting was very high in Oio (40.9%), and high in Bafata' (34.9%), Gabu (33.1%), and Tombali (29.9%). The

Standardized Monitoring and Assessment of Relief and Transition (SMART) survey estimated the wasting prevalence at 8.7%. The global acute malnutrition (GAM) rate was the highest in Gabu (10.1%) and Bafata (9.1%). Under-five mortality rate is 55 for each 1,000 born, the yearly average of neonatal deaths are 2,567 in 2014 (MICS 2014).

The 2018 Global Nutrition Report showed worrisome indicators also on Guinea-Bissau's adult population nutritional status. The report highlights a malnutrition burden mixed with undernutrition, obesity, high blood pressure and diabetes. Some 43.8% of women of reproductive age had anemia, and 7.4% of adult men had diabetes, compared to 6.8% of women. Meanwhile, 13.7% of women and 5% of men are obese.

According to the September 2019 Food Security and Nutrition Monitoring data, only 17.9% of women met minimum dietary diversity. Women consumed a diet poor in micronutrients particularly lacking both animal and vegetable proteins (Figure 8). Results from the 2014 Multiple Indicator Cluster Survey (MICS) showed that poor women's nutritional outcome was also reflected in poor feeding practices of children. Despite breastfeeding duration being relatively long, the duration of exclusive breastfeeding remained inadequate, with only half of infants (52.5%) under the age of six months exclusively breastfed. Country wide, the feeding practices of only 8.3% of children age 6-23 months met the minimum acceptable dietary standards with respect to all three Infant and Young Children Feeding (IYCF) practices (breastfeeding status, dietary diversity and minimum meal frequency). Only 12% of children aged 6-23 months had an adequately diverse diet and 57% had been fed the minimum number of times appropriate for their age.

Results of the study on the Cost of Hunger in Africa (COHA) conducted in Guinea-Bissau organized and supported by WFP and funded by the Government of Guinea Bissau and the European Union estimated that, in 2014, about USD70.6 million was lost because of child malnutrition. These losses were equivalent to 9.4% of GDP in 2014. COHA estimated that between 2008 and 2013, 12,723 child deaths were directly associated with malnutrition accounting for 23.5% of child mortality in that period. Overall, 43.2% of the working age population suffered from chronic malnutrition before the age of five. The study also estimated that 93.2% of all primary school children who repeated a grade in 2015 were associated with chronic malnutrition. COHA revealed that halving the prevalence of child malnutrition by 2025 will generate savings of USD 148.5 million while meeting the nutrition goals by 2025 would translate to USD 229 million in savings.

A recent study on Knowledge, Attitudes, Practices, and Motivations (KAPM) of nutrition conducted by WFP in collaboration the Ministry of Public Health (MINSAP) and jointly funded by EU and WFP highlighted limited knowledge about poor practices of nutrition among the population. Chronic malnutrition's symptoms and consequences were unknown to most of the population. Knowledge about adequate feeding practices was minimal and it was influenced by traditional beliefs negatively impacting the nutritional status of children between 6 and 24 months. Only a small portion of women received nutrition counselling from health workers during pregnancy or post-natal care and control. The health system provides limited information to the communities and individuals, and when it does, these recommendations are beyond the reach of the population because they are not appropriate for their socio-economic and literacy status. Women's poor diet and high physical exertion during pregnancy lead to consequences such as low weight at birth, premature births, or miscarriages. Women's heavy burden of housework and family chores negatively influence the amount of time devoted to preparing children's food and introducing complementary feeding. Hygienic meal preparation is partial. The main barriers to accessing health services both in urban and rural areas are distance from the nearest health facility, risks of travel especially during night hours, waiting time for an appointment, costs of health services, and limited availability of drugs were described as the main handicaps to health services for both rural and urban communities.

In recent years, the Government has paid more attention to nutrition as a key policy priority adopting "Plano Estratégico de Nutrição" (2015-2019), establishing National Day of Nutrition, 18 November and proposing a strategy to combat malnutrition in the Government Programme of the 10th Legislature.

The Nutrition Strategic Plan identified the main causes of malnutrition to be nutritionally inadequate and poorly balanced diets, economic difficulties in accessing enough food throughout the year, infectious and parasitic diseases, poor hygiene practices, inadequate health care for mothers and children. The Plan identified the promotion of good infant and child feeding practices and other nutrition practices through monitoring and nutritional education at community level as a key intervention to sustainably achieve its goals.

### *3.1.12.2 Agriculture and land*

The agricultural sector although underdeveloped is the mainstay of Guinea-Bissau's economy because, it plays a key role in supporting food security and job creation. Currently, the sector contributes about 49% of the national gross domestic product (GDP), with 69% of the population actively engaged in primary agriculture production. Total agricultural imports and exports are valued at \$126 million and \$168 million respectively, with agriculture contributing about 90% of total export earnings. Guinea-Bissau also imports a number of agricultural products to meet the demand of its growing population, with rice accounting for the largest share (22%) of total agricultural imports between 2012 and 2016<sup>71</sup>.

As at 2017, the population of Guinea-Bissau was approximately 1.861 million (50.8% women)<sup>72</sup>. Agriculture continues to be the major source of employment for most of the population (69%) with women farmers forming the larger proportion (65%)<sup>73</sup>. About 88% of the farmers are small scale farmers operating on less than two hectares.

Given the sector's potential and the importance it has for food security in the country, and also the weight it has on the economy, the Guinea-Bissau government has defined in its PEO *Terra Ranka* agriculture and agri-business as one of the main drivers of economic growth. The aim is to quadruple cashew nut yield over the course of the country's plan, i.e., by 2025, by implementing concrete actions, such as local processing of at least 30% of production<sup>74</sup>.

Livestock is also important for food security and poverty reduction in Guinea Bissau. Livestock contributed 27% to agricultural GDP (FAOSTAT 2016). Such an important investment sector must be safeguarded. However, like agriculture, this livestock sector is also affected by climate change. For example, there has been some degradation of vegetation cover due to droughts, with negative impacts on pastures. In addition, there are organizational problems such as, lack of defined areas for cattle raising, pasture management, problems related to the renewal of pastures that often implies the use of slash-and-burn practices, among others. According to data published by "Unlocking diversification to unleash agriculture growth" (2013), about 29% of households own large livestock (e.g., cattle) and 58% raise average- and small-sized animals (i.e., chickens and goats), 80% of these show no evidence of processing facilities including for milk and meat.

Furthermore, high impact animal diseases, such as contagious bovine pleuropneumonia (CBPP), foot-and mouth disease (FMD), Newcastle disease, Africa swine fever (Peste porcine africaine/PPA) and peste des petits ruminants (PPR) are endemic in Guinea-Bissau and its neighbors. These diseases are a threat to food security, nutrition, livelihoods, and internal and international trade. Regional approaches to tackle these threats before they become a major crisis are paramount for mounting cost-effective control and prevention strategies. Sound disease prevention and control programs can be instituted through equipping the veterinary/wildlife services and enabling them to monitor disease situations at livestock-wildlife-human interfaces and through robust public awareness programmes.

People below 25 years of age make up about 60% of the population and are mainly concentrated in rural areas. However, the harshness of traditional agriculture and subsistence farming practices,

---

<sup>71</sup>FAO and ICRISAT. 2019. Climate-Smart Agriculture in Guinea-Bissau. CSA Country Profiles for Africa Series. International Center for Tropical Agriculture (CIAT); International Crops Research Institute for the Semi-Arid Tropics (ICRISAT); Food and Agriculture Organization of the United Nations (FAO). Rome, Italy. 23p.

<sup>72</sup>World Bank. 2018. World Development Indicators. Washington, D.C: World Bank. Available at: <http://data.worldbank.org/>

<sup>73</sup>FAO. 2018. FAOSTAT Database. Available at: <http://faostat3.fao.org/download/Q/QV/E>

<sup>74</sup>World Bank. (2019). Unlocking diversification to unleash agriculture growth. Washington

combined with the lack of mechanization, pushes young people to abandon agricultural activities and rural areas to migrate to urban centres and/or abroad, in search of greener pastures which leads to labor shortage in the countryside. This has created some gender imbalance as it exposes women to agricultural work. On the other hand, it provides an opportunity to empower women. Therefore, there is a need to create better conditions and opportunities for these young people at local levels so that they are able and available to support the development of these areas. Low levels of education and vocational training are major obstacles to improving labour productivity and income generation for the young rural population.

Since Guinea-Bissau is an exclusive agricultural economy-based country, the non-existence of any Agricultural and agronomics formal schools or University is a major handicap and concern as it undermines the opportunity for creating a massive pool of competencies to run on the sector. Many of agricultural, livestock, forestry and fishery/aquaculture engineers and technicians are trained abroad. Most of them remain in the country of graduation and are not keen to come back to serve Guinea-Bissau. That is mainly due to the lack of good career opportunities and motivation. Within the Ministry nationals and people with the same level of qualifications and expertise are not paid the same.

The National Agricultural Research Institute (INPA) is the only agricultural research agency in Guinea Bissau. In addition to conducting (extremely limited) crop and livestock research, the institute is also involved in the production of plant and animal materials, the diffusion of new technologies, the provision of agricultural training, and the dissemination of scientific and technical information. INPA has four research centers across the country, but much of its infrastructure is dilapidated. The remote centers of Contuboel, Caboxanque, and Bissorã were severely affected by the 1998–1999 civil war and subsequent (and ongoing) economic crisis. No higher education, nonprofit, or private sector agencies conducting agricultural R&D were identified in Guinea-Bissau<sup>75</sup>.

In 2011, Guinea-Bissau spent just 0.02% of its agricultural GDP on agricultural research - by far the lowest level in Africa (and the rest of the developing world). INPA is the only agricultural R&D agency in the country. Funding for its R&D programs is entirely donor-dependent and extremely limited, volatile, and in some years non-existent. As a result, many INPA research programs are not funded. The country is far from having a critical mass of qualified agricultural researchers. In 2011, INPA employed only nine graduate researchers, none of whom had a doctorate or master's degree, and none so far had been female.

Guinea-Bissau has an estimated 2,034,000 hectares of large forests, representing 56% of the country's surface area. The production potential is more than 100 million m<sup>3</sup> all categories combined.

The Forest Action Plan of Guinea Bissau estimates that in the period 1978-1990, 29,000 ha of forest area were lost each year, leading to a decline in wood reserves of about 625,000 m<sup>3</sup> per year. The real loss of area between 1978 and 1985 is estimated at between 50,000 and 60,000 ha per year<sup>76</sup>. This degradation is reflected in particular in major reductions in forest areas: a 30% (38 600 ha) reduction in the area of dense sub-humid forests, particularly in the Tombali region, a 57% (247 000 ha) reduction in the area of the savannah forests of Bafatá, Oio and Gabú and a 19% reduction in the area of mangrove forests.

Increasingly, we are witnessing a continuous phenomenon of reduction of forest areas throughout the national territory. Among the direct causes of deforestation are the expansion of agricultural areas, the abandonment of lowland rice production in favour of upland rice production based on a sectoral approach, and the non-application of the forestry law, among others. During the transition period following the 2012 coup d'état, 61 logging licenses were issued in 2014, compared to only 15 in 2012-

---

<sup>75</sup> CORAF. Guinea-Bissau. Available on: <http://www.coraf.org/guinea-bissau/>

<sup>76</sup> PAFT, 1992

13. At the same time, timber exports to China jumped from 80 m3 in 2007 to more than 15,000 m3 in 2013<sup>77</sup>.

In view of the State's limited means and even the limits of its management, sustainable land management, which includes community forestry, is now seen as a necessity in the process of reorienting towards forest strategies and policies that are more in line with the current context and the trends that are increasingly asserting themselves. It is therefore imperative to review the policy so far and to define a long-term strategy based on the renovation of rural structures and institutions and which will improve the sustainability of local wood resources.

In order to restore and conserve the Bissau-Guinean forest to its original status of national heritage and to conserve it for future generations, it will be necessary to undertake actions to address several constraints in this sector, namely : (i) Lack of knowledge of the current state of forest resources; (ii) Absence or weakness of forestry research and education; (iii) Low production and diversification of national forest resources; (iv) High centralization of forestry services; (v) Low efficiency of monitoring/control of forest industries and utilization ; (vi) Poor organization of charcoal and NTFP sectors; (vii) organization of hunting and tourism; (viii) address poor planning and control of land use and exploitation; (ix) the limits of the tax system; (x) weak and an inadequate institutional framework for sustainable use and management of forest resources; (xi) the dispersion of skills, responsibilities and interests among different services and ministries; and (xii) the inefficiency of the national forest fund.

The fishing sector represents an important natural wealth for Guinea-Bissau whose waters are among the richest fisheries in the world which are very rich in various fishery resources: fish, crustaceans and molluscs. Sea fishing constitutes the second source of foreign exchange and employment in Guinea Bissau. This activity contributes very strongly to current receipts from the state budget, estimated at around 40%, due to fishing fees. Today, the revenues generated by this sub-sector are estimated at more than US \$ 141 million per year, based on a study of the private sector project, on the fishing industries carried out in June 2014.

Fishing therefore is ranked second after farming and ranching as an activity of great importance both for the country and for rural populations. Three types of fishing are practiced on the national territory. Traditional fishing practiced by rural populations whose goal is self-consumption and marketing on the local market, artisanal fishing whose main objective is marketing on the national market, and commercial fishing whose main goal is the market locally and internationally.

Artisanal fishing is confined to the Bijagós Islands or on the coastal fringe. According to estimates, national and foreign artisanal fishermen utilise between 656 and 1,200 canoes (14 to 20% of which are motorized), these constitute the national artisanal fishing fleet. Information provided by the Ministry of Fisheries indicates that this sector employs around 10,000 people and has an average operating capacity estimated at around 275,000 tonnes/year. This employs around 3,360 artisanal fishermen (listed in 2001), at least 50% of whom are nationals of neighbouring countries (Senegal, Guinea-Conakry, Gambia). The annual catch of fish by artisanal fishermen is estimated at 135,000 tonnes, out of an overall potential estimated between 300,000 and 400,000 tonnes at the national level. The annual tonnage of fish sold on the domestic market could be estimated at 44,000 tones, the rest being intended for the regional market. According to the FAO (2004), the annual consumption of fish per capita is around 20 kg<sup>78</sup>.

The problems related to the sector are mainly due to issues related to political instability and governance problems, especially the lack of legal protection that hinders the attraction of public and private investments for the modernization and development of the sector.

---

<sup>77</sup> Etude diagnostique du secteur forestier en Guinée-Bissau, FAO & MADR, 2016

<sup>78</sup> République de la Guinée-Bissau\_ PNIASAN II. Décembre 2017. Plan National d'Investissement Agricole.

The total land area in Guinea Bissau is 2,812,000 ha of which approximately 58% is agricultural land (1 630 000 ha). About 71% of the land area is under forest while 38.4% is for permanent crops, arable land and other land. The forests resources are degraded due to clearing for cultivation, local wood harvesting as well as for commercial markets. The rate of deforestation has increased from about 2% per year between 1975 and 2000 to 3.9% over the 2000 to 2013 period. In June 2018, between 60,000 and 80,000 hectares of Guinea-Bissau's forest was lost every year due to deforestation, illegal logging and uncontrolled forest fire. However, the country continues to have huge agricultural and forestry potential, including arable land estimated at about 1.5 million hectares, of which 80% is on plateaus, 200 000 in freshwater valleys, 106 000 in salt-water valleys and more than 100 000 square meters of areas with industrial wood.

Thus, an in-depth reform of the agricultural-cum-livestock sector is needed, with the provision of greater legal certainty, giving investors' confidence and contributing to the creation of an environment that fosters and facilitates private investments that are fundamental to modernizing and expanding the sector, and its positive impact on the country's economy. The modernization of the sector should be based on the use of new technologies, the introduction of modern irrigation and crop growing practices, improvements in business environment, infrastructure modernization (roads, ports) as well as entrepreneurship. There should be a focus on increasing productivity, rather than extending the production area, as has been done, which undermines environmental sustainability. To achieve this, the effective and efficient implementation of NIPA 2nd Generation is highly recommended.

FSNMS data shows that 79.2% of households in rural areas and 53.1% of households in peri-urban areas have a cashew nut plantation. The yearly cashew nut campaign has tremendous implications on the households' food security. A successful campaign provides farmers with enough liquidity to access food and other essential needs during the lean season to cope with. When the cashew nut campaign is not successful, it negatively impacts rural households' livelihoods constraining their already limited capacity of accessing enough food during the lean season and further hindering their resilience.

After years of sharp increases, cashew nut's farmgate price has dropped considerably in 2018 and 2019. In 2019, the average price of cashew nut decreased by 23% from the previous year and by 55% since 2017. From an average price of 821 XOF per kilogram in 2017 to 474 XOF/Kg in 2018 and 362 XOF/Kg in 2019. Results from September 2019 FSNMS showed that the average price of cashew nut was 340 XOF and that most of the farmers sold their harvest for a price between 250 XOF/Kg and 400 XOF/Kg. In 2020, the negative trend of the price of cashew nut started in 2018 has been amplified by COVID 19 pandemic. May cashew nut prices range between 230 XOF/KG and 260 XOF/KG, well below the average price of 390 XOF/Kg in 2019 and 821 XOF/Kg in 2017. FSNMS indicate that only about half of the farmers interviewed were able to sell or exchange part of their harvest. In 2020, despite a good production outlook, the volume of trade could be the lowest in recent years and translate into heavy income losses among the population, who relies on cashew nut sales to meet their needs during the lean season and to invest in inputs for planting rice and other staple foods during the monsoon agricultural season that starts in June.

Rice is the main food crop in the country and its production has been affected by irregular rainfall and flooding, weak investment in rice production and infrastructure among others. As a result, there has been a decrease in production in recent years and an increase in rice imports to supply the market. Nonetheless, the country has all the conditions to be self-sufficient in this area. Abundant but poorly distributed rainfall adversely affected 2017 cereal crop production with an estimated contraction of 7% with respect to the 2012-2016 average production, increasing cereal import requirements in 2017 and 2018. The 2018 national cereal production was estimated at 224,000 tons, about 5% above the five-year average, however, import requirements for 2019 have further increased to about 140,000 tones<sup>79</sup>.

---

<sup>79</sup> <http://www.fao.org/giews/countrybrief/country.jsp?code=GNB>

There has been a massive migration of young male rural workers towards the capital, which leads to labour shortage in the countryside. This has created some gender imbalance as it exposes women to agricultural work. On the other hand, it provides an opportunity to empower women. Therefore, there is a need to create better conditions and opportunities for these young people at local level so that they are able and available to support the development of these areas.

Broadly speaking, the problems related to the sector are mainly due to issues related to political instability and governance problems, especially the lack of legal certainty that hinders the attraction of public and private investments for the modernization and development of the sector.

Thus, an in-depth reform of the agricultural-cum-livestock sector is needed, with the provision of greater legal certainty, giving investors' confidence and contributing to the creation of an environment that fosters and facilitates private investments that are fundamental to modernizing and expanding the sector, and its positive impact on the country. The modernization of the sector should be based on the use of new technologies, the introduction of modern irrigation and growing practices, improvements in business environment, infrastructure modernization (roads, ports) as well as entrepreneurship. There should be a focus on increasing productivity, rather than extending the production area, as has been done, which undermines environmental sustainability.

### **3.1.13 Environment and climate**

Guinea-Bissau is a coastal country, with more than 75% of the surface under the influence of the tides. It has a very flat and low geomorphology, with an average elevation of 50 m of altitude. The national territory consists of a continental and an insular zone. The Bijagós archipelago concentrates most of the insular zone, formed by more than 88 islands and islets. Due to these characteristics, the country is part of the list of Small Island Developing States, therefore very vulnerable to the effects of climate change. The country's biggest environmental challenges are deforestation, coastal erosion, itinerant agriculture, drought, fires, wetland construction, etc.

As such, it faces several challenges relating to fundraising, properly trained human resources and coordination and institutional dialogue. In addition, there is a shortage of data for the monitoring and evaluation of national and international plans, programmes and agendas, which makes it difficult to monitor developments. However, steps have been taken to improve the situation. For example, according to information from the finalizing SDG Report, IBAP and DGFF are working on the creation of two environmental monitoring systems that will help to provide a quick response in case of need. However, according to the same source, political instability in recent years has made it very difficult to convince international partners and potential donors to support the funding of Fundação BioGuiné (BioGuine Foundation). The government proposes several actions in its PEO Terra Ranka to mitigate the various existing constraints, but those actions are, nevertheless, still to be implemented:

- (i) Institutional reforms and legal framework for environmental management and sustainable development;
- (ii) Strengthening of natural capital management capacities;
- (iii) Knowledge and supervision of natural resources; and
- (iv) Protected Areas Management (SNAP implementation)

#### *3.1.13.1 Agriculture and climate change*

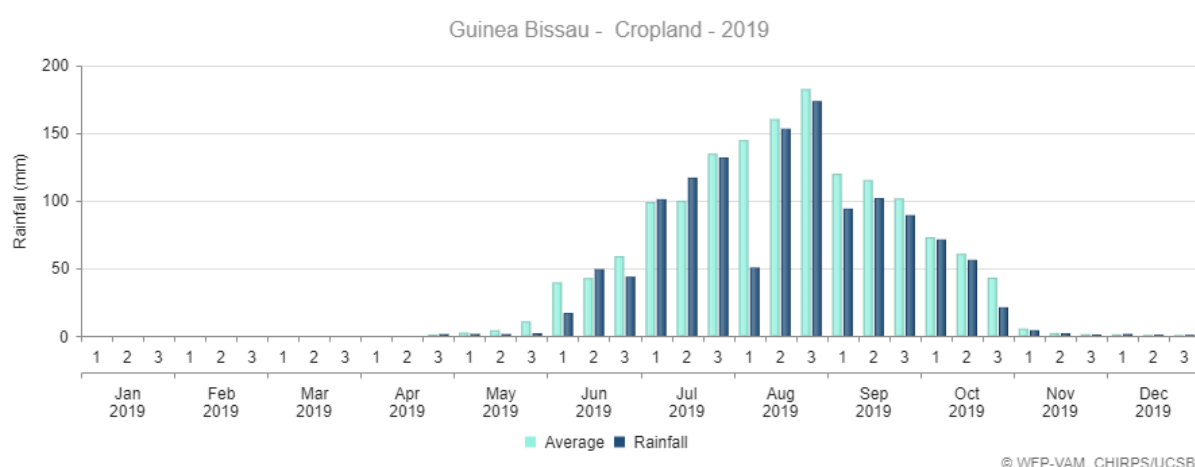
Guinea-Bissau has a typical hot, humid monsoon- like tropical climate, with two well-defined seasons. The rainy season is from mid-May to mid-November, with the dry season occupying the rest of the year. May and November are transition months between both seasons. Average temperatures in the rainy season range from 26 °C to 28 °C (30.5 °C in April and begin of May) but are lower at 1 800 mm in the country's southern provinces, but only <1 200 mm in the east.

The South, which includes Quínara and Tombali regions, has the highest rainfalls averaging around 2,000 mm per year and it is characterized by the most fertile soils, dense dry forest patches, and thick

mangrove forests. In the North, characterized by mangrove forests on the Atlantic lowlands flooded by tides and by the savannah woodlands on the uplands, precipitations normally range between 1400 mm and 1800 mm. The East, which covers Bafatá and Gabu and parts of Oio regions, has the lowest rainfalls (between 1,300mm and 1,500 mm), the highest temperatures, and the poorest soils.

Historical observations show July and August as the rainiest months in Guinea-Bissau. Major droughts occurred in 1977, 1979, 1980, 1983, 2002, 2004 and 2013. The drought of 2002 affected an estimated 100 000 people which is more than any other climate-related disaster (including epidemics) between 1980 and 2010. High tides and torrential rainfalls in 2003, 2004 and 2005 destroyed makeshift housing and bridges in east Guinea-Bissau, forcing family farmers to abandon their houses (some permanently) and causing severe harvest losses. Floods of Geba and Corubal rivers' tributaries are particularly relevant in this respect.

Figure: Precipitations in Guinea-Bissau in 2019 compared to the five-year average



Agriculture in Guinea-Bissau as with the other small island developing states, is exposed to the effects of climate change. The country is vulnerable to droughts, floods, and sea level rise. The new climate scenarios project significant changes in the climate of Guinea-Bissau. Notwithstanding that many migrants choose to leave their countries of origin each year, an increasing number of migrants are forced to leave their homes for a complex combination of reasons, including poverty, lack of access to healthcare, education, water, food, housing, and the consequences of environmental degradation and climate change, as well as other drivers of forced displacement such as persecution and conflict.

The environmental impact is exerted mainly on seasonal migratory flows for agricultural production/harvest as well as in fishing areas. The ease of internal and international circulation allows many types of movements and creation settlements that are sometimes little organized that make use of resources in an unplanned way.

The need for access to means of subsistence has been another pressure factor for the local population to satisfy their needs and the market.

The scenarios systematically project increases in average daily temperature up to + 1.4 °C for the period 2016-2045 with the potential to reach up to + 2.2 °C between 2046 and 2075 per the low emissions scenario (CRP4.5).

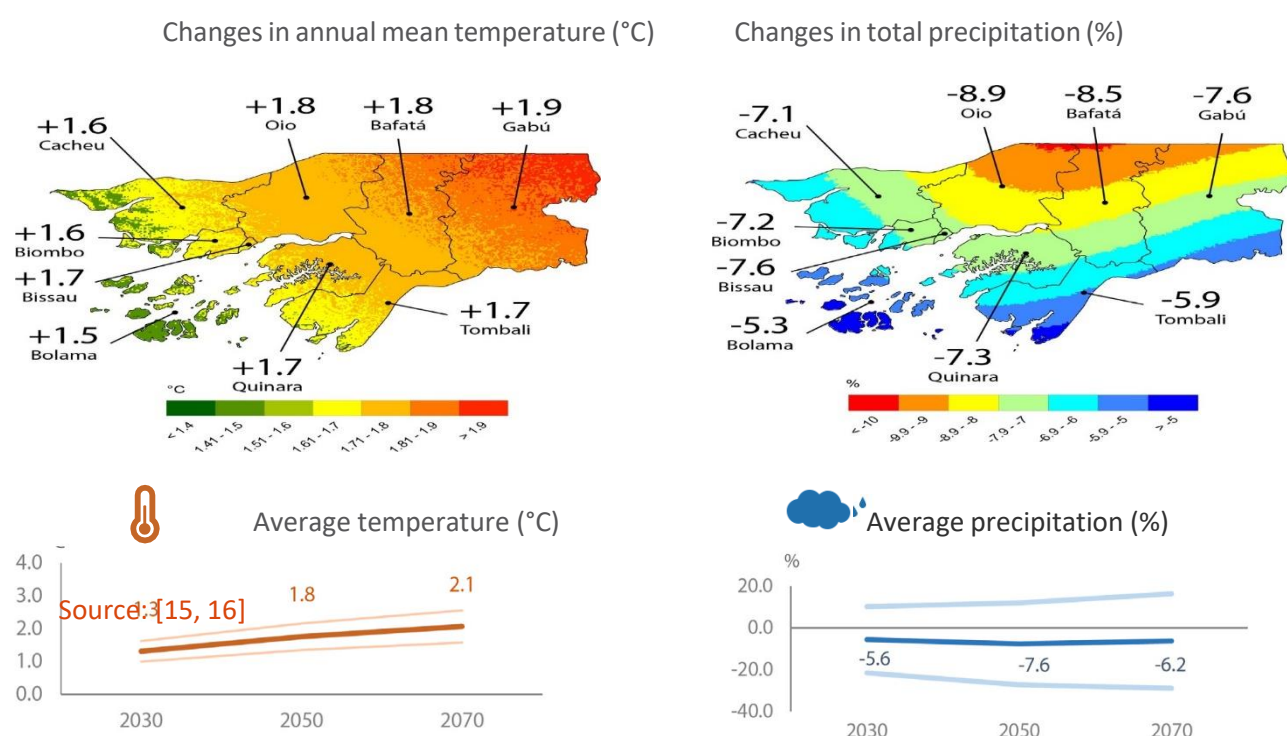
According to the RCP8.5 scenario (high emissions), the changes expected are still higher with temperature increases from + 1.6 °C to + 3.1 °C for the periods 2046 and 2075 respectively. Altogether, the models point to significant increases in the daily maximum and minimum temperatures in the order of +3.0 °C and +3.2 °C, respectively, particularly in the eastern part of the country.

With regards to precipitation, the average of fourteen models used in the simulations point at a slight increase in the average daily rainfall of + 3% [2% to + 5%] for almost the entire national territory per

the RCP4.5 scenario (low emissions) for the period 2016-2045. For RCP8.5 scenario (high emissions), no significant changes are expected in relation to the reference period: 1961-1990. With the exception of the south-western part of the archipelago of Bijagós and part of the southern region of Tombali (cacine sector) where +5% increase is expected, projections under this scenario are generally characterized by significant variability. Historically, there has been a linear decline in mean annual rainfall in Bissau from 1 750 mm in 1960 to ~1 450 mm in 2010 with the central northern and eastern portions of the country expected to experience more dryness in the future.

The projected changes in temperature and rainfall are expected to have substantial impact on water resources which are already limited in their capacity provide sufficient water for the agriculture sector. With predominance of rainfed agricultural production systems, yield of major food crops and livestock production are also expected to dwindle without appropriate climate-smart solutions.

Projected changes in temperature and precipitation in Guinea-Bissau by 2050



### 3.1.13.2 Agricultural greenhouse gas emissions

Total annual greenhouse gas (GHG) emissions in Guinea-Bissau is estimated at about 3.5 mtCO<sub>2</sub>eq. Overall, the sectoral breakdown of the national GHG Emissions in 2014 indicate that the agricultural sector contributed the most (48.6%) to the total GHG emissions followed by land use change and forestry (42.9% of total emissions). Out of the total agricultural emissions, the livestock sub-sector contributed (71.47%) mainly from enteric fermentation (36.01%) and emissions from manure left on pasturelands (26.32%). The UNFCCC Secretariat reported that Guinea-Bissau was the 118th Party to formally submit its (Intended) Nationally Determined Contribution ((I)NDC). In the ((I)NDC, Guinea-Bissau indicates reforestation as the major action for mitigating GHG emissions. Other measures planned by the country include: (1) the establishment of a new forestry policy for sustainable management of forest resources achievable through the conservation and restoration of forests; and (2) the development of a legal framework through a national strategy for long-term low-carbon development particularly in the energy sector.

The economic wealth of Guinea-Bissau is mainly in its natural capital with agriculture (crop, forestry, fishing and livestock farming) accounting for 49% of the country's GDP. Similar to most countries in West Africa, Guinea-Bissau's physical exposure and dependence on agriculture drive its vulnerability

to climate change. Significant rises in temperature and droughts are projected especially for the eastern part of the country.

Total annual greenhouse gas (GHG) emissions in M Guinea-Bissau is estimated at about 3.5 MtCO<sub>2</sub>eq.

The livestock sub-sector contributes about 72% of total emissions mainly from enteric fermentation and emissions from manure left on pasturelands.

The nationally determined contributions of Guinea-Bissau indicate reforestation as the major action for mitigating GHG emissions. A new forestry policy and a legal framework for long-term low-carbon development particularly in the energy sector are proposed as innovative mitigation measures.

Cereal production, particularly rice forms the backbone of food security while cashew nut and groundnut are important cash crops. With rising climate uncertainties and increased vulnerability of production systems to climate change, the development and adoption of CSA practices such as agroforestry, organic manure, weather information, drip irrigation, crop rotation, and rainwater harvesting techniques are becoming obvious in both small-and large-scale production systems.

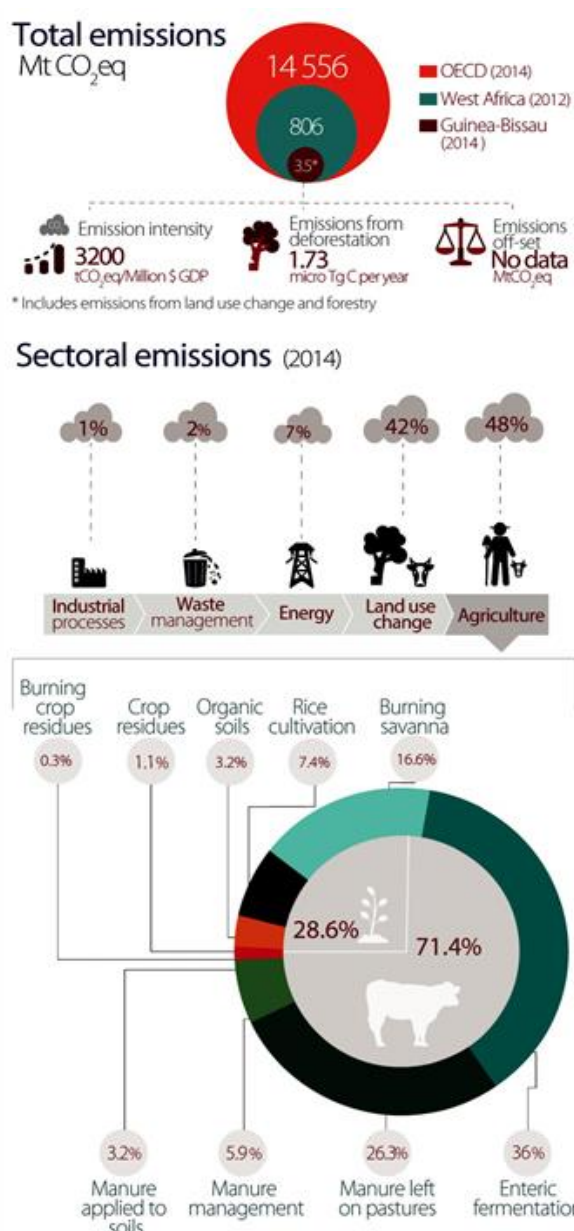
The enabling environment for CSA lies in the strength of both government and private sector (AgroSafim, AgroGeba, AgriMansoa) institutions whose activities aimed at supporting and increasing agriculture productivity and advancing CSA practices in Guinea-Bissau. National policy plans and strategies such as the National Adaptation Programme of Action, National Good Governance Programme, Convention on Biological Diversity, National Plan of Environmental Management etc. outline measures to build adaptive capacity, improve resilience of agricultural systems and conserve biodiversity for sustainable development.

Under the auspices of the UNDP, Guinea-Bissau continues to benefit from the Global Environment Facility, Adaptation Fund and the Least Developed Countries Fund (LDCF) in support of its climate-related programmes. However, government support for CSA is weak. Enhancing private sector financing to CSA is needed. This could be done through capacity building and sensitization of microfinance institutes, agro-dealers, out growers and multinational companies on the benefits of investing in climate- smart practices.

### 3.1.13.3 Adaptation Mitigation Productivity

#### ■ CSA technologies and practices

CSA technologies and practices present opportunities for addressing climate change challenges, as well as for economic growth and development of the agriculture sector. For this profile, practices are

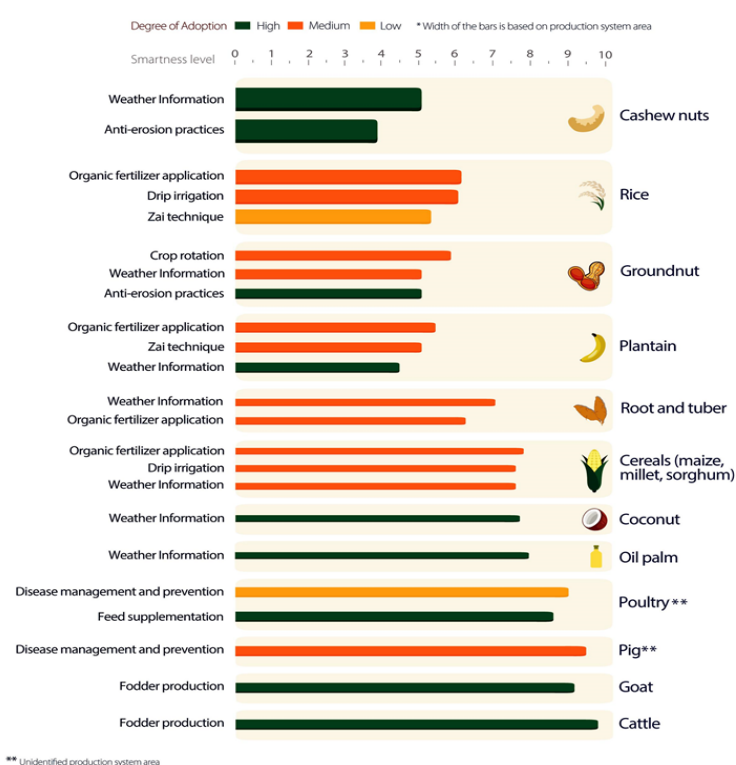


considered CSA if they enhance food security as well as at least one of the other objectives of CSA (adaptation and/or mitigation). Hundreds of technologies and approaches around the world fall under the heading of CSA.

In Guinea-Bissau, several CSA practices exist. Most of these practices are implemented in the north and east of the country, essentially consisting of savannas, very vulnerable and strongly impacted by high temperatures and rainfall variability. Some of CSA practices include:

- Use of organic manure – organic manure use is common in the production of vegetables. In some places, compost is prepared from the decomposition of a mixture of plant residues (weeds, leaves, straw and peanut shells) and animal waste, cold ash, household waste or other to provide organic nutrients and increase the content of organic matter in the soil.
- Using organic materials for soil fertility improvement reduces the use of synthetic fertilizers which emit GHGs. The compost also improves soil water retention to improve the adaptability of crops to water shortages at least in the short-term.
- Use of weather information – various projects in Guinea-Bissau such as NAPA (National Adaptation Programmes of Action) has strengthened the technical, institutional and systemic capacity of the National Institute of Meteorology (NMI) in collecting, processing, producing and disseminating weather information to inform farmers about the weather.
- Rainwater harvesting through the zai technique – in the plateau areas, zai techniques are used for the production of corn, sorghum, fonio, among other cereals. Zai involves digging pits (at 20-40 cm diameter and 10-15 cm depth) to accumulate water before subsequent planting with or without the application of organic resources such as compost, plant residues and animal manure. Farmers use the techniques to maintain soil moisture, reduce soil erosion, and improve soil fertility.

The following graphics present a selection of CSA practices with high climate smartness scores according to expert evaluations. The average climate smartness score is calculated based on the practice's individual scores on eight climate smartness dimensions that relate to the CSA pillars: yield (productivity); income, water, soil, risks (adaptation); energy, carbon and nitrogen (mitigation). A practice can have a negative/ positive/ zero impact on a selected CSA indicator, with 10 (+/-) indicating a 100% change (positive/ negative) and 0 indicating no change. Practices in the graphics have been selected for each production system key for food security identified in the study. A detailed explanation of the methodology and a more comprehensive list of practices analysed for Guinea-Bissau can be found in annexes 3 and 4, respectively."



There are several institutions and policies aimed at supporting and increasing agriculture productivity and advancing CSA practices in Guinea-Bissau. These include government, private sector (AgroSafim, AgroGeba, AgriMansoa), National Institute for Agrarian Research (INPA), General Directorate of Rural Engineering.

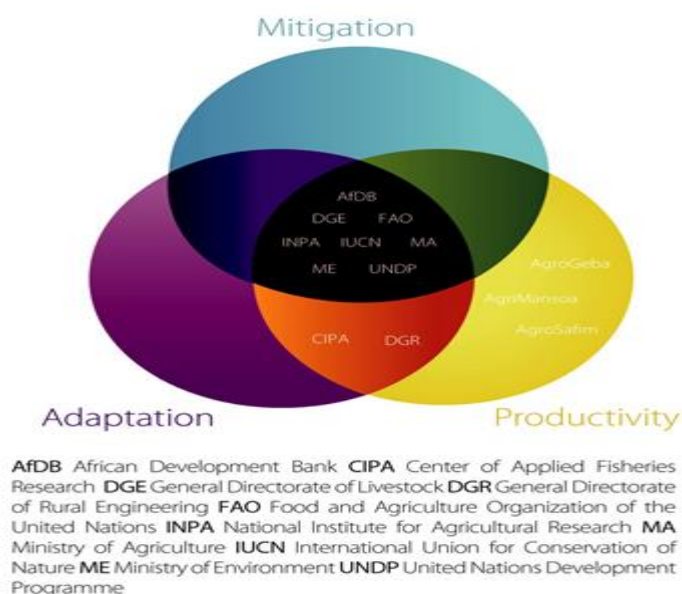
From the survey, it was evident that most (62%) of the institutions identified in Guinea-Bissau have CSA-related activities that deliver on all the three pillars (productivity, adaptation and mitigation) of CSA. The survey identified 15% and 23% of the institutions as more productivity-focused and productivity + adaptation-focused respectively. At the government level, the institution responsible for the country's climate change plans and policies is the Ministry of Environment, which also serves as the country's UNFCCC focal point and Nationally Designated Authority (NDA) to the Green Climate Fund (GCF), Adaptation Fund (AF), Climate Investment Fund (CIF) and Global Environment Facility (GEF). As the head of the agrarian sector, the Ministry of Agriculture plays an important role in the implementation of actions on the ground linked to climate-smart agriculture. The Food and Agriculture Organization of the United Nations (FAO), United Nations Development Programme (UNDP) and the International Union for Conservation of Nature (IUCN) play instrumental roles in the promotion of sustainable agriculture and environmental sustainability. Specifically, FAO has contributed tremendously in supporting the government of Guinea-Bissau to integrate climate change dimensions into the National Agricultural Investment Plan – program (PNIA II). UNDP and FAO have also contributed to the implementation of a climate change adaptation and population stabilization program with the aim of improving food security.

In terms of research, INPA conducts various types of CSA-related agricultural research including research on improved practices for annual crops (rice, maize, roots and tubers, etc.). The General Directorate of Livestock (DGP) and Center for Applied Fisheries Research (CIPA) also conduct research on animal production (livestock and fisheries). In the new organizational structure of the government of the Republic of Guinea-Bissau the Ministry of Environment and Sustainable Development (MADS), is the government entity entrusted with the overall responsibility for the development of environmental Policies, including those on Climate Change.

The following graphic highlights key institutions whose main activities relate to one, two or three CSA pillars (adaptation, productivity, and mitigation).

#### ■ Institutions for CSA in Guinea-Bissau

Guinea-Bissau ratified the United Nations Framework Convention on Climate Change (UNFCCC) on 27 October 1995 and ratified also the Kyoto Protocol on 18 November 2005 [17] thus becoming a contracting Party to the Convention, committed to develop, update, publish the National Communications on Climate Change and other strategic documents on the same theme and participate in the Conferences of the Parties (COP). In order to meet its reporting obligations, Guinea-Bissau has already prepared and submitted systematically: i) the First Inventory and the Initial National Communication in 1996, the reference year 1994; ii) the Second Inventory and subsequent Second National Communication in 2011, the base year 2000; the Third Inventory and consequently, within this framework, the reporting guidelines, adopted during COP 8 for the preparation of national communications from Parties not included in annex-I to the Convention; and v) the third National Communication (reference year is 2010) steered by the guidelines and/or good practice guidance for land use, land use change and forestry (2003) of the Intergovernmental Panel on Climate Change (IPCC) for the preparation of national communications from Parties not included in annex-I of the Convention. In 2015 the country submitted the INDC serving as the basis for the Paris Agreement.



To cope with the challenges of economic development, poverty, food security and climate change, a number of political instruments have been put into place. Some of these include:

Guinea-Bissau: National Adaptation Programme of Action - the preparation and finalization of the National Programme of Action of Adaptation to Negative Effects of Climate Changes (NAPA), financed by the Global Environment Facility (GEF) and under the country's joining of the framework convention on climate change and the Kyoto Protocol, aims to assess the country's vulnerability to the above-mentioned phenomena. It proposes steps and priority activities aimed at reducing and/or mitigating the negative effects of climate changes and implementing early warning and forecasting measures to enable response to future catastrophes.

National Good Governance Programme – had the aim of strengthening governance capacity at different levels. For instance, it assisted in the formulation of the Environmental Management National Plan (PNGA).

Convention on Biological Diversity - with the objective of conserving its biodiversity, to guarantee the sustainable use of its elements and to promote the fair and equal share of the benefits and advantages that result from it, Guinea-Bissau, signed, in 1992, and ratified, in October of 1995, the Convention on Biological Diversity. The outcomes of this convention have been related to all the three pillars of CSA.

National Plan of Environmental Management (PNGA) - this was institutionalized and legitimated as a principal document of the national global policies of the environment. Generally, this plan seeks the optimization of existing environmental resources for economic growth and sustainable livelihood improvement. Besides sustainable natural resources management, it also seeks to support the search of solutions that can improve food safety, eradicate poverty, control pollution, improve sanitation and mitigate climate change.

The mainstreaming of climate change into policy documents is still incipient; the African Development Bank (AfDB) and IUCN have been supportive of this. At present, climate change issues have been prioritized and included in the national poverty reduction paper (PRSP II) by integrating climate change themes into policies, strategies and development plans at national and sub-national levels. Through a GEF-supported project called “Strengthening of resilience and adaptability of the agricultural and water sectors to climate change in Guinea-Bissau” climate change considerations are being mainstreamed into the following policies: (i) Letter of Agricultural Development Policy; (ii) Letter of the Livestock Development Policy; (iii) Water and Sanitation Master Plan, and (iv) Gabu Regional Development Plan (Development Plans of Pitche and Pirada Sectors).

The graphic shows a selection of policies, strategies and programs that relate to agriculture and climate change topics and are considered key enablers of CSA in the country. The policy cycle classification aims to show gaps and opportunities in policy-making, referring to the three main stages: policy formulation (referring to a policy that is in an initial formulation stage/consultation process), policy formalization (to indicate the presence of mechanisms for the policy to process at national level) and policy in active implementation (to indicate visible progress/outcomes toward achieving larger policy goals, through concrete strategies and action plans).

#### ▪ Financing CSA

Guinea-Bissau is part of annex I of the UNFCCC, part of the Kyoto Protocol, and is a least developed country (LDC). Major sources of financing are intended mainly for adaptation, mitigation and REDD+ actions. From reviews and confirmation from CSA experts, most of the climate-change and CSA-related funding have come from international sources. Most of the funds have come from UNDP's signature programmes, the Global Environment Facility, Adaptation Fund and the Least Developed Countries Fund (LDCF). Under UNDP's Supporting integrated climate change strategies signature programme, Guinea-Bissau was supported with USD 200,000 and USD 10,000 co-funding from the government to support the development process of the Guinea-Bissau National Adaptation Programmes of Action (NAPAs). The NAPAs provide a process for Least Developed Countries (LDCs) to identify priority

activities that respond to their immediate needs to adapt to climate change, ultimately leading to the implementation of projects aimed at reducing the economic and social costs of climate change.

Through the LDCF, Guinea-Bissau obtained USD 5,150,000 as of November 2009 for a project on: “Increased Resilience and Adaptation to adverse impacts of climate change in Guinea’s vulnerable coastal zones”. In relation to this, a new project “Strengthening the resilience of vulnerable coastal areas and communities to climate change in Guinea-Bissau” is expected to leverage a proposed USD 12 million Global Environment Facility Least Developed Country Fund Grant to develop the strong institutions and policies needed to improve risk management in coastal zones, protect investments in coastal infrastructure and diffuse new technologies to strengthen resilience within coastal communities.

In the context of extreme vulnerability of family farmers to climate change in the dry lands of East Guinea-Bissau, the country received USD 9 979 000 from the Adaptation Fund for a five-year (2017-2022) project implemented by the Banque Ouest Africaine de Developement (West African Development Bank).

The project titled: “Scaling up climate-smart agriculture in east Guinea-Bissau” seeks to strengthen practices and capacities in climate-smart agriculture in the project region and at institutional level. Through the project’s activities, food security and livelihoods are expected to be strengthened at household level while simultaneously increasing capacities in climate risk management and adaptation planning at all levels of governance [18]. Prior to this, Guinea-Bissau obtained a USD 4 million funding from the Global Environment Facility (GEF) through the support of the United Nations Development Programme (UNDP) to implement the project: “Strengthening adaptive capacity & resilience to climate change in the agrarian & water sectors in Guinea-Bissau”. This UNDP-supported, GEF-LDCF funded project in Guinea-Bissau was designed to transform the country’s policy responses to climate change from that of ‘reactive’ measures, towards achieving more ‘anticipatory’ and ‘deliberate’ policy responses.

An expected impact of this project is that the agrarian and water sectors will become more ‘resilient’ and thus more resistant to climatic pressures [18].

#### ▪ Potential finance

Based on funding history and donor interests, Guinea-Bissau has the potential to continue obtaining funding from climate finance initiatives such as the GEF. There is already high amount of funding received so far with the support of UNDP. Presently, UNDP is working with the Government of Guinea-Bissau to ensure a new tranche of USD 6 million from the Global Environment Facility’s Least Developed Countries Fund used to improve climate services and early warning systems in this West African nation. The “Strengthening climate information and early warning systems for climate resilient development and adaptation to climate change in Guinea-Bissau” project will work to enhance the capacity of the National Hydro-Meteorological Services (NHMS) in Guinea-Bissau, ensure the effective use of weather and water information to make early warnings, mainstream climate change information into long-term development plans, and work toward ensuring the sustainability of investments in new climate services. Similar to most developing countries, government support for CSA is weak. Enhancing private sector financing to CSA is needed. This could be done through capacity building and sensitization of microfinance institutes, agro-dealers, out growers and multinational companies on the benefits of investing in climate-smart practices.

The graphic highlights existing and potential financing opportunities for CSA in Guinea-Bissau.

Guinea-Bissau continues to benefit from UNDP's signature programmes, the Global Environment Facility, Adaptation Fund and the Least Developed Countries Fund (LDCF) in support of its climate-related programmes. Similar to most developing countries, government support for CSA is weak. Enhancing private sector financing to CSA is needed. This could be done through capacity building and sensitization of microfinance institutes, agro-dealers, out-growers and multinational companies on the benefits of investing in climate-smart practices.

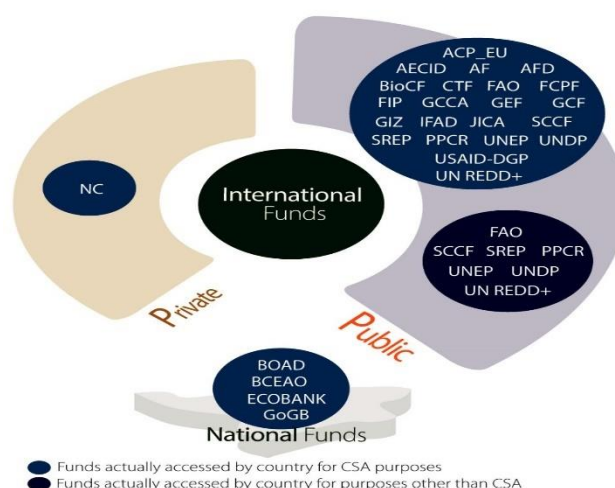
### 3.2 Financial Landscape

The financial landscape of Guinea-Bissau is complex and evolving. There is a growing mix of sources to finance development priorities. While the overall financing envelop has expanded, in nominal terms, over the past decade, international public finance remains the major source of financing through overseas development assistance and external debts. Domestic revenue mobilization remains a very dynamic and significant source of resources for national development planning and implementation, with taxation and licensing representing a very dependable stream of fiscal revenues. International private financing is emerging as a significant and growing source of revenues, too (fig 1).

The rising share of domestic public finance in the overall envelop presents potential fiscal space to finance long-term development priorities including infrastructure. While tax revenues have increased as a share of GDP, they remain substantially low. In fact, tax GDP ratio averaged 10.3% in 2017 compared with 19% for the African region. This underscores opportunities to improve tax collection capacity through reformulating the structure and efficiency of the tax system. Guinea-

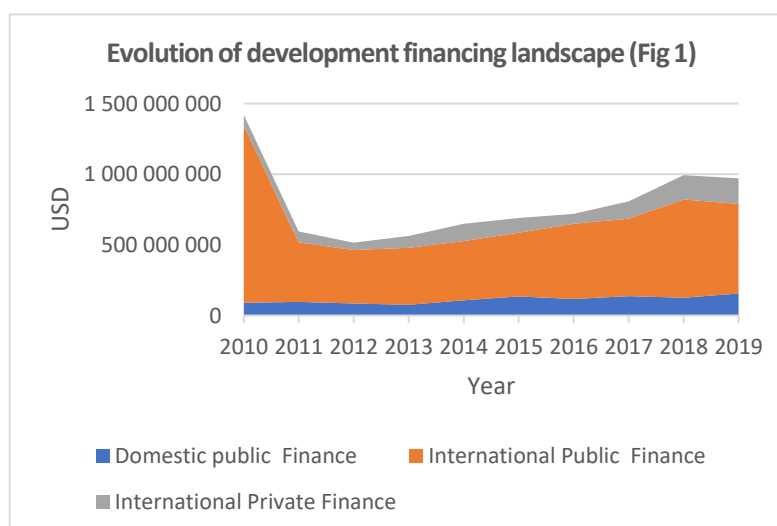
Bissau relies heavily on indirect taxes, which are easier to collect, remain inefficient and regressive, with the burden disproportionately falling on poor populations (fig 2). Guinea Bissau has the most regressive tax system in the region<sup>80</sup>. Taxes on sales of goods and services have grown faster than income-based taxes including profits, which have stagnated at about 2% of GDP. As a share of tax revenue, indirect taxes comprise 80% of overall tax revenues. Non-tax revenues including licensing fees also comprise an important but very volatile source of revenue.

The Government increasingly continues to rely on issuance of short-term securities including Treasury bills and bonds to finance its budget deficit and development priorities. The securities issued in



ACP-EU African, Caribbean and Pacific-European Union Energy Facility AECID Spanish Agency for International Development AF Adaptation Fund AFD French Development Agency BCEAO Central Bank of West African States BioCF World Bank BioCarbon Fund BOAD West African Development Bank BU Bank of Union CTF Clean Technology Fund ECOBANK Ecobank - The Pan African Bank FAO Food and Agriculture Organization of the United Nations FCPF Forest Carbon Partnership Facility FIP Forest Investment Program GCCA+ Global Climate Change Alliance GCF Green Climate Fund GEF Global Environment Facility GIZ German Society for International Cooperation GoGB Government of the Republic of Guinea-Bissau IFAD International Fund for Agricultural Development JICA Japan International Cooperation Agency NC The Nature Conservancy PPCR Pilot Program for Climate Resilience SCCF Special Climate Change Fund SREP Scaling Up Renewable Energy in Low Income Countries Program UNDP United Nations Development Programme UNEP United Nations Environmental Programme USAID-DGP United States Agency for International Development - Development Grants Program UN REDD United Nations Programme on Reducing Emissions from Deforestation and Forest Degradation

Financing opportunities for CSA in Guinea-Bissau



<sup>80</sup> Oxfam (2019). The West African Inequality Crisis: How Governments are Failing to Reduce Inequality and What Should be Done

domestic currency (CFA) are traded regionally in WAEMU region. Since 2019, over CFA 113 billion of securities have been issued with maturing ranging from 3 months to 5 years. Guinea Bissau is yet to tap deeper into the international capital markets to finance long-term development priorities through issuance of Eurobonds.

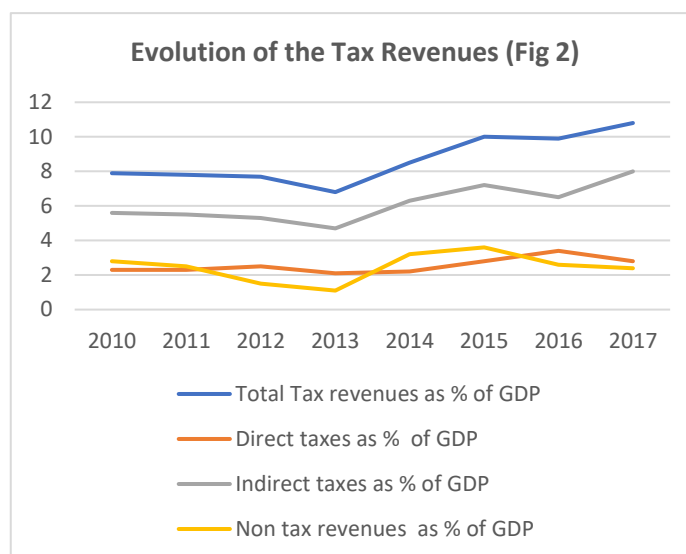
Domestic private financing of development priorities remains limited albeit growing. In the aftermath of civil strife, private sector credit to the economy plummeted below 1% of GDP and in 2003, total balance sheets of banks

in the country amounted to merely FCFA 14 billion (or EUR 21.3 million), as total lending oscillated between FCFA 2 billion (EUR 3 million) and FCFA 5 billion (EUR 7.6 million) monthly over that same year. Since then, overall credits to the economy have been on the rise reaching 13.8% of GDP in 2013, yet still far below some fellow WAEMU countries, such as Senegal 30% and Ivory Coast 18%. What is more, these credits remain predominantly of a short-term nature<sup>81</sup>.

Up until 2010, bank lending was predominantly of short-term nature and mostly to finance cashew nuts campaign. While it is still overwhelmingly the case, medium-term lending has been on the rise indicating that banks are willing to extent relatively longer-term capital than they used to. In other words, for the provision of such funding to take place, some demand exists indicating some growth potential. Yet, such capital is deployed in basic trading and retailing services and other productive investments have barely grown over the past years (for instance, the share of manufacturing in GDP has decreased from 12.7% in 2008 to 11.4% in 2013.<sup>82</sup> Financial intermediation accounted for about 4% of GDP in 2013 (AfDB 2014), banking penetration in the country is below 1% of the population (IMF 2013) and access to finance is cited as the second most important constraint for business operations behind political instability (80.6%) at par with electricity (75.7%)<sup>83</sup>. There are currently five banks operating in what can be considered a small market. As far as bank ownership are concerned, regional private foreign banks have larger stakes in the local banks than any other investor. Banks are regulated and overseen primarily by the WAEMU Central Bank. Banking penetration in the country is below 1% of the population (IMF 2013) and Access to finance is cited as the second most important constraint for business operations behind political instability (80.6%) at par with electricity (75.7%)<sup>84</sup>.

Private international finance remains a growing and dependable source of financing. Remittances represents the largest and fastest growing component, with its overall weight in the economy comparable to ODA and tax revenues. With over 10 % GDP, Guinea-Bissau relies more on remittances as a resilient stream of financing than most countries in Africa (fig 3). Meanwhile, foreign direct investment, while important, remains very volatile and concentrated on the tourism and natural resource sectors. Guinea-Bissau remains unable to attract significant FDIs to sectors with dynamic comparative advantages like extractive industries and fisheries.

The international public finance remains the most important source of grants to Guinea Bissau. While overseas development assistance (ODA) has grown in nominal terms over the past decade, it remains volatile as a source of dependable financing. ODA per capita has fallen from \$102 in 2016 to about \$80



<sup>81</sup> BCEAO and World Bank, 2013

<sup>82</sup> AfDB Policy Note on providing banking services in a fragile environment (2014)

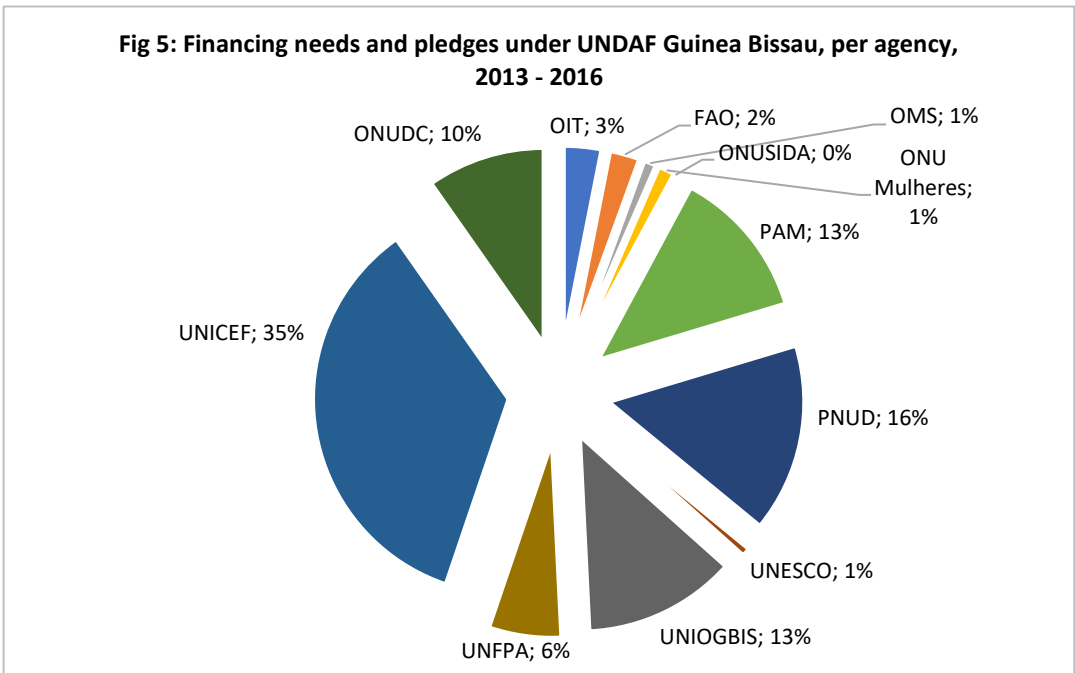
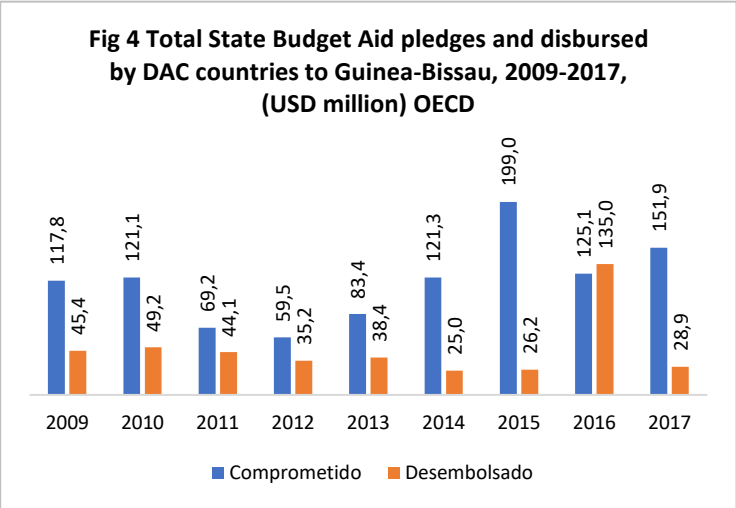
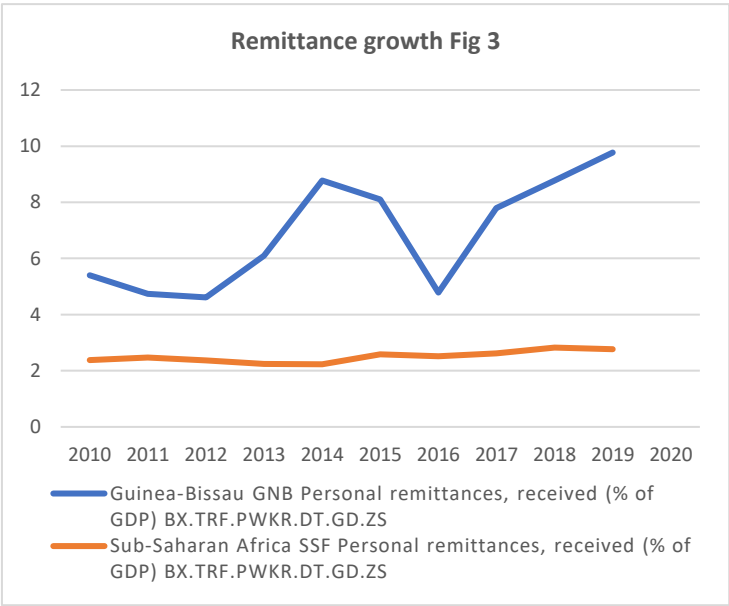
<sup>83</sup> (Leo et al 2012: 13)

<sup>84</sup> (Leo et al 2012: 13)

in 2018. As a share of GNI, ODA has fallen sharply from 20% in 2010 to 10% in 2018. There remains a huge disparity between pledges and disbursements, further complicating planning. For example, in 2016 DAC pledged to provide Guinea Bissau, under Budget Aid Support, USD 1,048 million for 2009-2017 to finance its development. Only USD 427 million have been disbursed, corresponding to about 40% of overall pledges. The most important pledges took place in 2014 and the largest disbursements in 2016 fig 4.

Under the 2013-2016 UNDAF, approximately USD 200,607,000 was disbursed as financing needs (fig 5). The chart below illustrates the share of each agency in this funding, with UNICEF representing the majority in this cake, with over a third of the total (35%), followed by UNDP with 16%, UNIOGBIS and WFP, both with 13%.

Concessional loans remain a very significant source of foreign finance available to Guinea Bissau. While external debt to GDP ratio remains modest, debt financing has increased significantly in nominal terms over the past decade. Multilateral banks remain the most important source of debt financing. Key multilateral lenders include World Bank, IMF and AfDB. Bilateral donors include India, Saudi Arabia and Libya.



Considering the complex challenges that the country faces, it is essential to explore innovative and sustainable ways to finance the country's development. It will be efficient to harmonize and coordinate effectively meet to the country's development priorities, identified in *Terra Ranka*. Further, more robust policies, regulations and procedures should be implemented in order to strengthen the financial sector and promote financial deepening. Nevertheless, getting regulation right will not be enough without a sound political stability, economic formalization of firms and diversification away from the cashew sector as well as stricter enforcement of the rule of law.

## 4: ANALYSIS OF UNDERLYING CAUSES AND FACTORS INFLUENCING SDGs PROGRESS

### 4.1 Political Economy Analysis

The politics of economic development in Guinea Bissau remains complex, with overlapping political and economic forces, that promote or hinder inclusion and sustainability. In fact, good economic policies remain unaccompanied by good politics. Faced with a clear choice between promoting policies for inclusive and sustainable development, and staying in power, political leaders, in practice, are likely to demand for the later<sup>85</sup>. Skewed incentives generated by the rules (both formal and informal) of the 'political game' continue to create binding constraints to economic growth, shared prosperity, and environmental sustainability.

Organized interests, powerful groups and elites take strategic advantage of the institutional weaknesses to create private goods at the expense of delivering critical public goods to the broader populations. The institutional factors interact with regional and international political economy dynamics. The misalignment of policy and politics creates gaps in responsibility and accountability for inclusive development outcomes between citizens, politicians and bureaucrats as shown in the Fig 6.

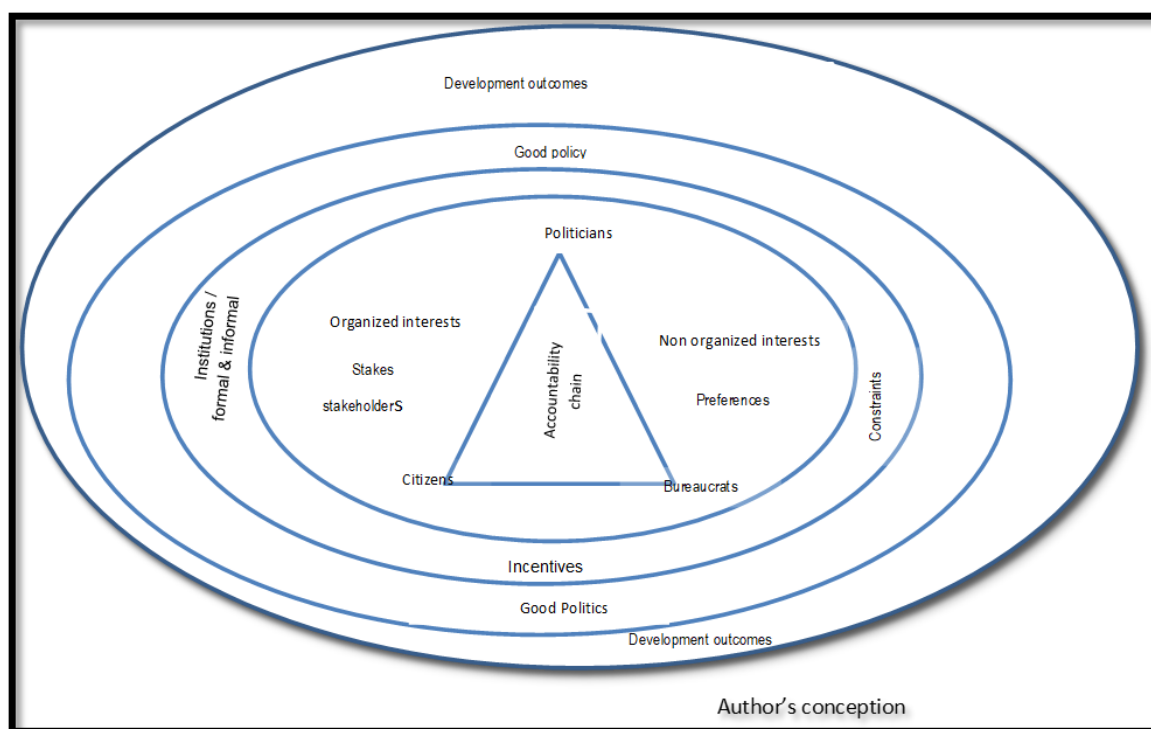


Figure 6: Conceptual Framework Political Economy

Institutional incentives shaping sustainable development outcomes adversely in Guinea Bissau could be organized into credible commitment, delegation problem, asymmetry of information, perverse path dependencies:

#### 4.1.1 Credible commitment

While the Government has established a 10-year comprehensive long-term development plan (*Terra Ranka* 2015-2025), which aims to build a better Guinea Bissau, implementation remains patchy and suboptimal to achieve structural transformation of the economy. Since adoption of *Terra Ranka* in 2015, economic growth has averaged 5% (excluding 2020). However, consensus around the

<sup>85</sup> Corduneanu-Huci et al (2013). Understanding Policy Change: How to Apply Political Economy Concepts in Practice. Cristina Corduneanu-Huci, Alexander Hamilton, Issel Masses Ferrer. World Bank Publications. 2013. 359 pages

transformative development agenda has frequently been undermined by over six changes of governments, caused by tensions between the Presidency and the Prime Minister. The parliament has yet to adopt the vision. As a result of perennial institutional instability, GDP per capita has averaged 1.6% over the past two decades, falling far below its potential<sup>86</sup>. Political instability systematically correlates with periods of economic recession. The quality of growth is very limited, with agriculture acting as the biggest driver, followed by services and industry. The economy remains an enclave, entirely dependent on a single cash crop, cashew the main source of income and employment for most of the country's poor, and accounts for 85 to 90% of total exports, making it highly volatile and vulnerable to international price fluctuations.

The economy remains undiversified and concentrated on the exploitation of natural resources. Industrial activities are virtually limited to small scale agro-processing of cashew nuts. Manufacturing value added as percentage of GDP has stagnated at 10%, with annual growth dropping from 9% in 2015 to 2.5% in 2019, confirming the persistence of the country's enclave development trajectory. Natural capital represents over 47% of per capita wealth, the largest proportion in West Africa. In fact, the overall share of rents as percentage of GDP averages 16%, against 9% for the sub-Saharan Africa<sup>87</sup>. The Government has identified the mining sector as a priority for growth in the '*Terra Ranka*' Plan and yet there are no commercial mines in operation and the focus is mostly on exporting raw minerals. Some small-scale gold mining activities have been reported. A few small quarrying units are also operating to extract building materials (quartzite, laterite, dolerite, clay, and sand). At present, only dolerite is exported. According to the World Bank, the exploitation of phosphates at Farim (deposits discovered in 1978) and bauxite at Boé could contribute more than 15% of GDP<sup>88</sup>. There are some potential deposits of petroleum offshore, but exploration of deposits has not yet yielded any significant results. Guinea-Bissau's hydrocarbon needs are covered entirely by imports.

Formal state and business relations are structured around capturing and sharing rents generated from the export of raw cashew nuts. This is a binding constraint in creating viable transformative linkages into the broader economy. Transforming the relatively enclave nature of the agriculture sector, requires a proactive approach to find not only new markets, but more so to add greater value domestically to the cashew nuts likened to 'green oil', before exports. Guinea-Bissau remains a price taker of cashew nuts, even given its market weight as the fourth global producer of the raw nuts. Cashew nut production in Guinea-Bissau happens at the end of the global season and hence farmers potentially do have the market power to influence global prices<sup>89</sup>. Cashew processing capacity is about 22910 MT,<sup>90</sup> however only 10% of it is utilized, underpinning the staying power of the raw cashew as a commodity limited to export rather than for it to drive agro-processing, industrialization and structural transformation of the economy. Consequently, cashew nuts are exported raw and create decent job opportunities instead in India, china and Brazil, the major processors and consumers of cashew products. The government's efforts so far remain focused on attracting foreign direct investment. Efforts at improving yields, upgrading in the value chain or diversifying to other business segment like organic cashew remain limited. For example, in 2018, T&T Vietnam pledged to buy Guinea-Bissau entire raw cashew produced and hence trading off opportunities for greater value addition, job creation and profits in the country.<sup>91</sup>

While agriculture is the most organized sector of the economy, it still lacks a clear vision and a coherent strategy for growth and development. The monoculture agriculture strategy, based on the export of a single cash crop, undermines local food security and sovereignty. Cashew nuts operate simultaneously as both a cash and subsistence crop, creating tension between commercial and subsistence farming interests with implications on sustainability. The introduction of cashew nuts as a post-colonial innovation continues to impact small holder food production, like cereal and rice. Once self-sufficient

---

<sup>86</sup> IMF (2015)

<sup>87</sup> <https://data.worldbank.org/indicator/NY.GDP.TOTL.RT.ZS?locations=GW-ZG>

<sup>88</sup> NI 43-101 Technical Report on the Farim Phosphate Project, Guinea-Bissau, Report n° 5036GB Minerals Limited, September 2015.

<sup>89</sup> World Bank (2019). Guinea Bissau: Unlocking diversification to unleash agriculture growth

<sup>90</sup> Ibid

<sup>91</sup> <https://sggpnews.org.vn/business/tt-group-of-vietnam-pledges-to-buy-guinea-bissaus-raw-cashew-76188.html>

in rice production<sup>92</sup>, the main staple food, the country now imports about 50% of its rice needs. The low mechanized cashew displaces labor from the production of cereals. Given the credit facilities offered by traders, smallholder farmers barter pre-harvest cashew nuts for imported rice, locking themselves further in the low productive activity, thereby becoming vulnerable to food insecurity. Productivity in cashew cultivation is driven by expansion of land under cultivation rather than yields, creating emerging tensions around land tenure conflicts and sustainability.

It remains a significant taxing constraint to align policies and institutions with changing circumstances and opportunities for increased domestic revenue mobilization for sustainable development priorities while enjoying broad support among key stakeholders. Guinea-Bissau tax policy framework remains obsolete and unchanged over decades. Tax revenues remain dismally low, even in periods of high economic growth and political stability. While tax/GDP ratio has increased from 4.2% in 2002 to 10.3% in 2017, it still falls short of the regional average of 19%.<sup>93</sup> In fact, the IMF reckons that Guinea Bissau could potentially mobilize about 21% of GDP from taxes, if efforts are taken to broaden and prevent erosion of the tax base including curbing tax evasion and generous exemptions.<sup>94</sup> The export of cashew nuts is a major determinant of current account balance, contributing 95% of export revenues<sup>95</sup> and vulnerable to international price fluctuations. Over the last decade, current account deficit has averaged 2.5%, underscoring the persistent gap in domestic revenues to meet aggregate demand for goods and services consumed. Over 77% of the budget is financed by domestic revenues. Remittances are a growing source of revenue averaging over 6% of GDP over the last 10 years.

Public spending in Guinea Bissau is low and volatile, correlating with political cycles and development assistance. As a share of GDP, general government spending has dropped from 18.5% in 2000 to 10.6% in 2019, while growth in overall expenditure has increased from -49% in 2000 to 89% in 2019<sup>96</sup>. Most of the expenditure is recurrent (wages, services etc.) rather than on capital formation. However, allocation on investment for the future remains suboptimal. Averaging 4 and 2% of GDP, Guinea Bissau public and private investment on capital formation for sustainable development is among the lowest in the world. The share of capital spending allocated to social sectors has increased recently, albeit correlating with changing donor priorities, as more than 95% of capital funding is from external development assistance<sup>97</sup>.

As member of UEMOA, Guinea-Bissau has limited autonomy on setting interests and exchange rates. Monetary policy stance is targeted towards managing inflation rather than actively spurring growth and competitiveness. The convergence pact of the monetary union imposes a maximum allowed inflation rate of 3% on all Member States. Since Guinea-Bissau joined the UEMOA in 1997, inflation has dropped from 49 % to about 2.9% in 2019<sup>98</sup>. The major source of inflationary pressures is from food and fuels, which comprises 36% and 13% respectively of all imports and this affects the poor disproportionately<sup>99</sup>. Fuel subsidies after tax as percentage of GDP is 0.1%, the lowest in Africa<sup>100</sup>. In fact, access to electricity, which is generated mostly from fossil fuels, is extremely limited and costly at 0.5Kw/h, the most expensive in Africa<sup>101</sup>.

The exchange rate is pegged to the euro at a fixed rate (1 euro for 650CFA). As a commodity dependent economy, the fixed regime, limits opportunities for strategic alignment of monetary, industrial and trade policy to drive structural transformation of the economy. With persistent current account deficits, the CFA is overvalued, making exports uncompetitive. There has been pressure to reform the CFA, which was introduced and backed by France since 1945. Recently, Member States have agreed to

---

<sup>92</sup> Chabal P and Green, T (2016). Guinea-Bissau: Micro-state to 'Narco-State'

<sup>93</sup> <https://data.worldbank.org/indicator/NE.CON.GOV.T.ZS?locations=GW>

<sup>94</sup> <http://documents.worldbank.org/curated/en/443831467999735473/102933-REVISED-PUBLIC-MFM-Practice-Note-11.pdf>

<sup>95</sup> World Bank (2019). Guinea Bissau: Unlocking diversification to unleash agriculture growth

<sup>96</sup> <https://data.worldbank.org/indicator/NE.CON.GOV.T.ZS?locations=GW>

<sup>97</sup> World Bank (2019). Guinea-Bissau Public Expenditure Review: Managing Public Finance for Development

<sup>98</sup> <https://data.worldbank.org/indicator/FP.CPI.TOTL.ZG?locations=GW>

<sup>99</sup> [https://www.wto.org/french/tratop\\_f/tpr\\_f/s362-04\\_f.pdf](https://www.wto.org/french/tratop_f/tpr_f/s362-04_f.pdf)

<sup>100</sup> <https://www.imf.org/external/pubs/ft/dp/2013/afr1302.pdf>

<sup>101</sup> World Bank (2017). Guinea Bissau Country Partnership Framework (CPF).

replace the colonial currency with ECO. It remains unclear when it will effectively be operational. However, the agreement with France adopted by all 9 ministers of finance of UEMOA gives greater autonomy to the monetary union. Member States will not be required to keep 50% of their foreign reserves with the French Treasury. The reserves will now be invested by Member states at their discretion. Regarding governance, the French representatives will no longer exercise a veto or sit in any of the decision-making and management body of UEMOA. However, reserves pooling and economic slowdowns in Member States may converge with political business cycles in countries, as politicians come under pressure to draw from the reserves.

The new currency reforms pose a challenge to regional integration, driving a wedge between UEMOA and ECOWAS. How to integrate ECO within the existing initiative for a common currency for the whole ECOWAS, remains an important transition challenge, and source of tension between the francophone and anglophone countries.

Guinea-Bissau is geo-strategically well located yet remains poorly integrated into the sub-regional and regional communities. While integration into ECOWAS overall is better relatively to the wider African economies, it varies across different dimensions. The country has signed the African Continental Free Trade Agreement (ACFTA), but yet to ratify. The country also performs well beyond the regional average, in the free movement of people within ECOWAS<sup>102</sup>. Citizens from other African countries can get visas on arrival. However, against critical dimensions of regional integration, Guinea-Bissau, remains sub optimally integrated. The economy is poorly integrated into the regional value chains. Exports and imports of intermediate and final goods from and to regional markets is dismally low,<sup>103</sup> underscoring the underdeveloped nature of industrial sector. The top two exports destinations of the cashew-based economy in 2018 were India (\$284M) and Singapore (\$25M)<sup>104</sup>. In fact, based on the recent Africa Regional Integration Index, the country ranked 10 out of the 15 countries in ECOWAS<sup>105</sup>. Infrastructure capacity continues to hold regional integration efforts as the weakest link. The country performs very poorly on all dimensions of infrastructure linkages, ranking 13 out of 15 in ECOWAS. In fact, only 10% of road networks are paved (453 Km)<sup>106</sup>. Guinea-Bissau applies the UEMOA provisions and those in the Yamoussoukro Declaration on air transport, with services subject to a number of bilateral agreements, essentially dealing with third and fourth freedom of rights. Only 1.8% of total imports are IT<sup>107</sup>.

#### 4.1.2 Asymmetry problem

The misalignment of trade and development policy in the agriculture sector, creates a significant gap between the rural and urban areas. The fixing of reference prices for cashew nuts by indirectly setting the terms of rice-cashew barter exchange, and heavy dependence on rice imports, benefit more the urban elites than rural communities. Following the liberalization of agriculture sector, food shortages and vulnerabilities have shifted from being seasonal to structural<sup>108</sup>. The deregulation of land markets and privatization have changed the relationship between commercial farming and subsistence farming interests. New groups of farmers have emerged such as absentee owners and politically well-connected urban elites, while small and medium farms proliferated, too<sup>109</sup>. This has led to competition over land resources and conflicts, with many concessions overlapping with village and community lands. Strategies based on the expansion of cropland rather than yields creates false trade-offs

<sup>102</sup> UNECA (2019). Africa Regional Integration Index. (ARII)

[https://www.uneca.org/sites/default/files/PublicationFiles/technical\\_report\\_eng\\_ari2019\\_jul\\_2019\\_revised\\_november\\_2019j\\_new\\_forewordj\\_29\\_april\\_2020.pdf](https://www.uneca.org/sites/default/files/PublicationFiles/technical_report_eng_ari2019_jul_2019_revised_november_2019j_new_forewordj_29_april_2020.pdf)

<sup>103</sup> Ibid

<sup>104</sup> <http://unctadstat.unctad.org/countryprofile/generalprofile/en-gb/624/index.html>

<sup>105</sup> UNECA (2019). Africa Regional Integration Index. (ARII)

[https://www.uneca.org/sites/default/files/PublicationFiles/technical\\_report\\_eng\\_ari2019\\_jul\\_2019\\_revised\\_november\\_2019j\\_new\\_forewordj\\_29\\_april\\_2020.pdf](https://www.uneca.org/sites/default/files/PublicationFiles/technical_report_eng_ari2019_jul_2019_revised_november_2019j_new_forewordj_29_april_2020.pdf)

<sup>106</sup> Akpan, U (2014). *Impact of Regional Road Infrastructure Improvement on Intra-Regional Trade in ECOWAS*. African Development Review. Vol 26, Issue S1

<sup>107</sup> <http://unctadstat.unctad.org/countryprofile/generalprofile/en-gb/624/index.html>

<sup>108</sup> Chabal P and Green, T (2016). Guinea-Bissau: Micro-state to 'Narco-State'

<sup>109</sup> Pereira, L (et al) 1992. Viaz Para a Modernizacao da Agricultura-Guine-Bissau.

between ecological conservation, ecotourism and agriculture. High dependence on cashew cultivation increases vulnerability to climate change, with disproportionate impact on local populations.

Powerful business elites dominate the cashew value chain, engaging in uncompetitive business practices to maximize rents at the expense of the weak bargaining power of dispersed smallholder farmers, in the rural areas. A study estimated that 50 traders in the cashew value chain exercise a collective market power of 20<sup>110</sup>. The burden of taxes disproportionately falls on farmers rather than traders and exporters. In fact, traders and brokers bear only 20% of additional tax increase in the value chain compared to 80% on farmers and smallholders<sup>111</sup>.

The geographic and social asymmetries are further worsened by infrastructure challenges. The absence of infrastructure affects income of the poor differently, as well as rural and urban areas. Access to transport and markets is crucial for rural households that depend heavily on income from cashew nuts. Changes in the farm gate prices of raw cashew nuts have a greater impact on the incomes of the poorest than any other variable in the economy. One study concluded that a 15% increase in the farm gate price could result in a 9.5 and 3.3% increase in the consumption among the extreme poor and the poor households respectively<sup>112</sup>.

Critical trunk infrastructure remains a binding constraint. Guinea Bissau has 10 ports, but no deep-water port. Only the port in Bissau is functional, accounting for 85% of trade flows, even though seriously dilapidated, in need of maintenance. The port was originally designed to hold 5,000 containers per year, but now exceeds its annual capacity by 300%. Facilities are old and over-used, creating avoidable long waiting times<sup>113</sup>. In fact, on the reliability infrastructure index of the recent 2020 doing business report by the world bank, Guinea Bissau scored 0/8. Guinea Bissau also ranked 182/190 economies in the difficulty to get electricity, with cost per process for getting connected averaging 1177% of per capita income.

#### **4.1.3 Delegation challenge**

Weak mechanisms of monitoring, control and compliance creates accountability gaps, between citizens, politicians and bureaucrats. Powerful elites, patronage networks, multinational companies and criminals networks take advantage of the gaps to create illicit economies, depriving governments of much needed revenues to finance development priorities. The deliberate underreporting and falsification of the value, volume of goods and services traded internationally remains the single most important component of illicit financial outflows from developing countries. According to the Global Financial Integrity report, Guinea Bissau, in 2015, lost over \$ 19 million through fraudulent trade practices<sup>114</sup>. In 2016, UNCTAD reckoned that Guinea-Bissau reported twice less petroleum imports than its commercial partners registered as exports to the country<sup>115</sup>. Yet, a regression analysis has shown that a unit increase in political stability and corruption control can reduce illicit financial outflow due to mis invoicing in merchandise trade in Africa by an average of US\$ 20.5 million and US\$ 44.3 million respectively<sup>116</sup>.

As domestic competition intensifies over shrinking resource rents, transnational opportunities are actively exploited. Narcotrafficking and smuggling are a growing source of illicit financial flows; as Guinea Bissau positions itself as pivotal transit zone, linking producers in Latin America to markets in Europe. UNODC has estimated that cocaine flow into the country could be valued at \$ 16.9 million approximately 3.4% of GDP<sup>117</sup>. The interplay of politics and economy lubricates this clandestine trade

---

<sup>110</sup> World Bank Group. 2017. "Country Partnership Framework for Guinea-Bissau for the period FY18-FY21" report No 114815-GW, Washington, DC: World Bank

<sup>111</sup> World Bank (2019). Guinea Bissau: Unlocking diversification to unleash agriculture growth

<sup>112</sup> Cont, W.; Porto, G. 2014. Measuring the Impact of Change in the Price of Cashew Received by Exporters on Farm Gate Prices and Poverty in Guinea-Bissau. World Bank, Washington, DC, USA. (Policy Research Working Paper, 7036).

<sup>113</sup> [https://www.wto.org/french/tratop\\_f/tpr\\_f/s362-04\\_f.pdf](https://www.wto.org/french/tratop_f/tpr_f/s362-04_f.pdf)

<sup>114</sup> <https://www.gfintegrity.org/wp-content/uploads/2019/01/GFI-2019-IFF-Update-Report-1.29.18.pdf>

<sup>115</sup> <https://comtrade.un.org/data/>

<sup>116</sup> [file:///E:/Guinea%20Bissau/Guineabissau\\_new/illicitffpaper\\_introductionlitreviewcc\\_-\\_14\\_august\\_2017.pdf](file:///E:/Guinea%20Bissau/Guineabissau_new/illicitffpaper_introductionlitreviewcc_-_14_august_2017.pdf)

<sup>117</sup>

through well-organized elites' networks in politics, economy and society<sup>118</sup>. The patterns of flows seem to correlate with political instability; cocaine surged in the aftermath of military coup in 2012.<sup>119</sup> The new administration of President Embaló has pledged to crackdown on drug trafficking. Given that previous administration has tried unsuccessfully, much more political will is needed to overcome the entrenched political economy drivers of the clandestine economy.

#### **4.1.4 Path dependency challenge**

History continues to exercise an outsize influence in the social, economic and political spheres of Guinea-Bissau society. The perceptions of development interventions, their distributional impacts and opportunities are shaped by collective memories, creating tensions, divisions and marginalization along gender, class, tribes and regions, resulting in suboptimal development trajectories and perennial institutional instability. The discourses around the liberation war have continued to unite as well as divide society into those who participated versus those who did not, correlating with expectation of privileges in the access of employment opportunities and leadership. The historical entitlement continues to create a process of adverse selection of leaders, with implication for accountability. As a result, experiences from the past, change is framed more in terms of power and alliances rather than transforming the structures of economy, society and environment for sustainable development of the country. The state is perceived by populations as irrelevant in their lives.

Processes of economic transition, first to a socialist-inspired planned economy and then to a liberalized market economy dependent on a cash crop, had neglected and were unable to accommodate informal economic practices and institutions, mainly oriented to satisfy needs at the family and community-level. The shrinking of public expenditure in social areas prescribed by economic liberalization reinforced the reliance of certain parts of the population, from rural communities to urban youth, on informal economic schemes for subsistence and for paying for accessing services and has trapped a large part of the population in political and socio-economic exclusion. Ultimately, the State in Guinea-Bissau has been unable to ensure a shared prosperity for its citizens.

Inequalities are aggravated by an unbalanced distribution of gains and resources: according to the World Bank, evidence shows that even the modest economic growth recorded in the 2000s (assuming adequate redistribution) would have reduced poverty by over 8%. Yet since growth happened at the top, consumption fell for the rest of the income distribution, while poverty increased by 3.7%. Likewise, although 55% of agricultural production originates from women land rights in their current format limit their capacity to fully benefit from the result of their work. An unattractive business environment reinforces the status quo and impedes the emergence of local initiatives, which remain relegated to the informal economy.

Weak governance and regulatory frameworks limit the capacities of the State to collect revenues and effectively re-distribute gains and resources. At the same time, the rentier economy reinforces the underdevelopment of State institutions and deprives the State of resources with which to make public investment and provide basic goods and services. Instability and fragility negatively affect the business environment, the potential for private investments and private sector development.

## **4.2 Social Exclusion Analysis**

Social exclusion is a multidimensional phenomenon not limited to material deprivation; poverty is an important dimension of exclusion, but it is not the only dimension. Overall, social exclusion describes a state in which individuals are unable to fully participate in economic, social, political and cultural life, as well as the process leading to and sustaining such a state. Thus, social exclusion entails not only

---

<sup>118</sup> Shaw, M (2015). Drug trafficking in Guinea-Bissau, 1998–2014: the evolution of an elite protection network. *J. of Modern African Studies*, © Cambridge University Press

<sup>119</sup> D. O'Regan, and P. Thompson, "Advancing Stability and Reconciliation in Guinea-Bissau: Lessons from Africa's First Narco-State," Special Report (Africa Center for Strategic Studies 2013).

material deprivation but also lack of agency or control over important decisions as well as feelings of alienation and inferiority<sup>120</sup>.

Measuring social exclusion can be challenging due to its multidimensional nature and the lack of standard data sources for Guinea-Bissau and for all social groups at highest risk of being left behind. The coming MICS6 data will make available most recent data that are central for the social exclusion analysis as well as for the UN programs in general and for UNICEF in particular, as they refer to the child-centered SDGs. They will too provide the level of disaggregation that is needed for a further analysis. Despite limitations, the existing data and information allow for an overall analysis of key aspects of exclusion, which are further developed in the *leave no one behind analysis* of this document.

In this context, the following factors are identified as key factors for limiting people's agency, participation in society and increasing their vulnerability and exclusion:

- *Poverty, income inequality and exclusion:* Guinea-Bissau is ranked 178 out of 189 countries and territories on the UNDP's Human Development Index (2019). The poorest 40% of Guinea-Bissau population only share 12.8% of the country's income, while the richest 10% amassed 42% of the country's total share of the income. Considering the data from MODA/MPI 2017, 58% of Bissau-Guinean households are affected by multidimensional poverty measured on the basis of living conditions, health and education. People living in rural areas are poorer: 77% of households in rural areas have an MPI index of 0.37, which combines the incidence and intensity of poverty, while 1 in 3 households in urban areas have an index 0.14 MPI. Inequality is estimated at 32,3% in life expectancy at birth, 41,9% in education and 37,9% in income<sup>121</sup>.
- *Decent work deficits and unequal income-generating prospects:* Employment and economic activities remain much limited in Guinea-Bissau. The vast majority of the population is self-employed in seasonal informal sector. Salaried workers are essentially men (73.5%), employed in the State administration, the public sector, the private sector, and family and individual companies. Lack of access to employment opportunities is even further limited for women, who also bare the weight of the care economy, as well as youth that need to face several barriers to access economic opportunities.
- *Denial of opportunities:* The lack of access to education and employment deny new opportunities for women and men alike. At the same time, women suffer from further limited access to opportunities because of poor access to health care (with a high level of maternal mortality). The fragility of the country makes adolescent girls especially more vulnerable to exploitation, violence and abuse (UNICEF GBCO, 2018c) and likely to be excluded. The lack of girls' education and high level of women's illiteracy limits the possibility to participate in political and public affairs, and suffering gender-based violence and gender-specific abuses of domestic violence, female genital mutilation and early/forced marriage. The prevalence of early marriage is 24% and FGM/C at 45% among 15-49-year-old girls and women. Guinea-Bissau has one of the highest rates of teenage pregnancy in SSA, at 104 births per 1,000 adolescent girls in 2014. Girls are 3 times more likely to be infected with HIV than boys. Girls are more likely never to go to school than boys. Gender disparities at primary school level are more evident from the age of 10 onwards (INE, 2015). Girls have less chance to conclude primary school, particularly because they start school late and tend to abandon school due to early marriage, pregnancy and household domestic duties. This is also reflected in a gender gap for out of school children which is adverse for girls (25.7%) in comparison with boys (17.5%) in the 10 – 11 years age-group. Considering the age groups 5 – 14 year olds and 15 – 17 year olds the MPI and MODA , reveals some interesting patterns of deprivations affecting adolescents. In the 5 – 14 age group, there are very high deprivation rates in the areas of sanitation (84%), protection (79%) and housing (70%). In the 15 – 17 age group, there were continuing high rates of deprivation in the areas of sanitation (78%) and housing (61%) but the second highest

---

<sup>120</sup> Report on the World Social Situation 2016, United Nations.

<sup>121</sup> Human development report 2019, UNDP.

deprivation was education (69%). This would suggest that older adolescents begin to feel the effects of school exclusion or wrong age schooling. In Guinea-Bissau, people with disabilities also suffer from stigma and discrimination, which impedes their access to education, employment and even access to basic services. The challenges for children with disabilities are huge. The government has ratified the Convention on the rights of persons with disabilities, but it faces the challenge of putting it into practice. Further a law to protect people with disabilities is needed as well as a national strategy for defending the rights of people with disabilities. Disability is the responsibility of the Ministry of Women, Family and Social Solidarity, but the ministry has little institutional capacity to respond to the needs of this target group. There is no specific sectoral policy for the protection of persons with disabilities and this is reflected by the lack of social services and the lack of preparation of technicians (education, health, etc.). Further, the arrangements between government and civil society to strengthen these associations that work with the disabled are fragile. The lack of clear policies about disability results in a low level of participation by families in the social mobilization to guarantee rights. This results in the complete lack of social protection of children and adolescents with disabilities. LGBTI individuals also suffer discrimination as being a member of LGBTI remains a taboo, which likely translates into fear of exposing and reporting cases of LGBTI citizens' human rights violations.

- *Unequal participation in political, civic and cultural life:* Guinea-Bissau presents challenges and obstacles in ensuring equal access to political, civic and cultural life. Given a highly centralized government, there are no systems in place to facilitate effective citizens participation in public affairs. Their perspectives, needs, and priorities, especially of the rural population, are not easily considered because of the very weak state-citizens relations. Despite the successful enactment of important laws such as on gender parity, or the ratification of the convention on people with disabilities, barriers to the political, civic and cultural life of these groups continue to lag. Even young people still face several barriers that impede their full participation in public life.

While inclusion is a core principle of the 2030 Agenda for Sustainable Development, it should be clarified what conceptually constitutes analytical work as well as what constitutes inclusion. Further, efforts are needed to improve data availability in Guinea-Bissau. The *leave no one behind analysis*, developed in this document, provides additional data on the key determinants that lead to the social exclusion of an important segment of Bissau-Guinean population. Any new response should consider these determinants to improve the terms of participation in society for people, who are disadvantaged on the basis of sex, disability, origin and geography, or economic status. Enhanced opportunities, access to resources, respect for rights and an overall exercise of voice provide the fundamental basis for improving people inclusion.

### 4.3 Environment Analysis

According to the Intergovernmental Panel on Climate Change (IPCC) Fifth Assessment Report, climate change impacts will vary across regions and populations, through space and time, depending on different factors, including non-climate stressors and the extent of climate change mitigation and adaptation. Scientific evidence suggests that developing countries, Small Island Development States (SIDS) in particular, will be the most affected by extreme weather events and disasters intensified by changes in the climatic variability, but all according to specific vulnerabilities. Guinea-Bissau is an integral part of both the Least Developed Countries (LDCs) and the SIDS group respectively and therefore, vulnerable to climate change.

Guinea-Bissau was ranked in 2014 as the second most vulnerable country in the world from a climate change point of view and under extreme risk from climatic exposure, according to the Climate Change

Vulnerability Index Map.<sup>122</sup> Additionally, two indices that also assess vulnerability and risks globally mention Guinea-Bissau as one of top 20 countries at risk, namely the ND-GAIN Country Index, and the World Risk Index, where the country is placed 13th and 15th respectively<sup>123</sup>.

According to the National Adaptation Program of Action (NAPA) 2006/2007 the probability that climate change will have a serious impact on the population of Guinea-Bissau, including women and children, who are some of the most vulnerable groups, is very high.

These factors can be grouped into geo-physical, socio-economic and legal factors, namely:

- The maritime influence and the low-lying topography, putting the coastal population at risk and making the country exposed to sea-level rise and Atlantic tropical storms;
- The presence of islands – there are over 100 of them, making Guinea-Bissau officially a SIDS;
- The presence of large alluvial estuaries, making large parts of the country prone to seasonal flooding;
- The Sahelian influence in the dry interior;
- Deforestation for agricultural and logging purposes;
- Housing construction in wetlands;
- Insufficiency of normative and legal technical instruments.

Moreover, the NAPA also mentions that the country's geo-physical vulnerability is exacerbated by human-related elements. These include political instability, high levels of poverty, marked exposure to climate-related events and the economy's reliance on flood and drought prone agricultural land. In addition, people's low adapting capacity and limited access to modern technology and investment, complement the picture of country with a high to extreme risk climate change.

#### **4.3.1 Affected population of climate change**

Women, young people, children and rural population, especially those living along the coasts, are particularly vulnerable to shocks and climate change adverse events. Thus, although Guinea Bissau is an insignificant emitter of greenhouse gases compared to most industrious countries, its geographic position predisposes it to a higher level of vulnerability with coastal erosion, salinization of agricultural land, sea level rise, floods, which engender negative consequences on the lives and livelihood of mainly women, children and most poverty stricken rural population.

The sectors that ensure the subsistence of the overwhelming majority of Guinean families and constitute the country's economic base, are the most vulnerable to climate change: the agrarian sector (agriculture, forests and livestock), the water resources sector and the fisheries sector. The effects of climate change on fisheries and in cashew production may undermine food security for a large part of the population. With a science system not developed to contribute to disaster risk reduction, with a large part of the population being illiterate, with an education system that is not preparing knowledgeable teachers to prepare the future generation to reduce risks and respond to further possible emergencies or disasters, Guinea-Bissau is highly vulnerable to natural and man-made disasters.

---

<sup>122</sup> Maplecroft (2013). Incidentally, the most recent map, from 2017 Guinea-Bissau is not mentioned in the top-5 worst performing countries, but the country is still under the extreme/high risk category. See Verisk Maplecroft (2016).

<sup>123</sup> The ND-GAIN Country Index (University of Notre Dame Global Adaptation Index) uses 45 different indicators and the index measures vulnerability based on a country's exposure, sensitivity and capacity to adapt, and its readiness to leverage investments through a set of global indicators. In turn, the World Risk Index is composed by a research group of UNU-EHS and partners. It uses 28 different indicators to assess the risk of disasters in consequence of extreme natural events, calculating the disaster risk by multiplying vulnerability (comprising susceptibility, coping capacity and adaptive capacity) with exposure to natural hazards. See more on this in GIZ (2017).

Climate change has a strong impact on women's health: In relation to the high percentage of people living in extreme poverty / poverty in Guinea-Bissau (67% / 33% on less than 1 USD / day; in times of severe food gaps, women will be even less likely to eat sufficiently (MICS, 2014). Therefore, they will be less able to adapt to climate shocks, they will be less resistant to certain diseases, such as malaria and cholera.

#### 4.3.2 Specific impacts of climate change on the most vulnerable

Complex environmental conditions – including the unfolding of diverse and widespread climatic changes, environmental degradation and increasing threats of natural disasters – pose formidable challenges to the most vulnerable people and to present and future generations of children and to the achievement of their rights<sup>124</sup>.

Even though climate change will significantly affect the global environment, economy and society, these impacts will not be equal. Certain groups, i.e. the poor, children, women and elderly as well as people with disabilities are among the groups most vulnerable to climate change impacts and will suffer disproportionately.

Among them, children are the most disadvantaged. They are the least responsible for greenhouse gas emissions, but they will still feel its worst effects. Climate change impacts will pose several risks to children over the next decades, especially regarding their education, health and protection. Moreover, children living in poverty, with less resources to cope with climate change consequences and living in more fragile environment, are likely to suffer more from climate change immediate dangers, deepening already existing social and economic inequalities<sup>125</sup>.

In the specific case of Guinea-Bissau, the country faces a **complex political situation** and a **fragile economic standing** with widespread poverty affecting children, jeopardizing their rights and increasing children's vulnerability to climate change impacts. Added to this, the country is prone to natural disasters, likely to be exacerbated by climate change. The combination of these factors places children in Guinea-Bissau **among the most vulnerable** in the world.

Development areas that are key for the population in general and children in particular, and which face the most direct and immediate threats from climate change include health, nutrition and access to water. The degradation of water resources due to climate change is increasingly affecting access to safe drinking water, especially for poor and vulnerable children and their families. Changing rain patterns and over-use of waterpoint increases salinization and reduces water levels. Regular monitoring for water levels in groundwater, rivers and hydrological basins was abandoned due to a combination of lack of resources and obsolete equipment. This data collection is essential for any meaningful integrated water resource management and indeed for climate change effects monitoring. Mainstreaming climate change into programming in Guinea-Bissau implies taking the impacts of climate change on the agricultural, water resource management and health sectors gradually into account, to the extent that these sectors are affected and where they will be felt the most. It implies e.g. understanding the linkages between the effect of climate change on food security and on the spread and distribution of diarrheal and vector-borne diseases.

The agrarian sector (agriculture, forests and livestock) is the most vulnerable to climate change. The effects of climate change in fisheries and in cashew nuts production may undermine food security for a large part of the population. With no disaster risk reduction policies and programme, compounded by a population high illiteracy rates and a weak educational system, Guinea-Bissau is highly vulnerable to natural and man-made disasters.

---

<sup>124</sup> UNICEF (2008).

<sup>125</sup> UNICEF (2015a).

Moreover, there are no early warning systems nor special communication systems available to the population in times of crisis or emergencies, and existing communication channels do not account for the specific climate change vulnerabilities the country faces.

The most prominent climate related phenomena (or hazards) that are likely to have a **significant impact on people and the economy in Guinea-Bissau** are the following:

- Temperature rise, both locally and globally – the latter is one of the root causes behind sea level rise, which result in coastal flooding and saline intrusion in the large estuarine areas of Guinea-Bissau, where mangrove-rice land-uses predominate;
- Changes in precipitation and rainfall regularity, intensity, monthly variability and amounts of rainfall; and
- The increased frequency and intensity of extreme weather events and wildfires.

#### **4.3.3 Affected areas and climate change manifestation**

The impacts of climate change in Guinea Bissau are **not equally distributed**. Overall, the differential distribution of impact between urban and rural areas is mostly due **to the demographic patterns and people's capacity to adapt**. The only urban center in the country with more than half a million people is the city of Bissau, which is low-lying and quite exposed. Social services, civil defense and other infrastructures tend to be quite run down in the capital. Yet, in the rural zone, they may be inexistent. The 'capacity to adapt' aspect makes the rural population undeniably more vulnerable than the urban one.

At the same time, in terms of number of people affected, **urban concentrations** are clearly zones of concern, because the costs of recovering from a climate-driven disaster will tend to be higher. Even when compared to other African coastal cities, Bissau is rather vulnerable, including in its capacity to attract the needed investment in infrastructure. Hence, the importance of foreign cooperation.

Beyond that, the country is divided in two main geographic zones from a CC point of view: the **coastal zone** and the **inland zone**. The former occupies approx. two thirds of the country's area and is a home to approx. **80% of country's population (approx. 1.8 M)** and much of the terrain is flat, reaching average elevations of just 20 to 30 m above sea level. There are, in addition, the vast archipelago of Bijagós – and islands are by default quite exposed to climate change.

**In the coastal zone** the presence of flooding, both coastal, as a result of sea-level rise or storm surge, as well as riverine flooding are prevailing, with the associated soil erosion. The mangrove-rice agricultural systems are largely at risk from hazards such saline intrusion, especially because investment in managing the systems of dykes and canals in paddy-rice fields has been minimal in the past decades. Without adaptation (e.g. coastal protection or climate proofing the rice-paddy systems), several areas in the coastal zone will eventually become inhabitable, forcing people to leave, triggering thereby a climate-driven migration phenomenon. Mangrove is prone to expand into those abandoned fields, as it is already happening in the Regions of Cacheu and Tombali.<sup>126</sup> Well conserved mangroves can function as a deterrent to sea-level rise – hence the importance of protecting them in critical areas.

**As for the inland zone**, droughts, desertification and land degradation are common hazards, bound to be exacerbated by climate change. Drought may strike and last for years, characterizing a slow-onset disaster. Climate-driven migration may become a reality if the impacts are persistent. The loss of forests experienced in the Boé Region exacerbate the negative impacts of drought and land degradation. Several areas are prone to wildfires, which will have ideal conditions to spread and be more intense with the higher temperatures and dry conditions brought about by climate change. Besides that, the interior is somewhat isolated, given the poor road network.

---

<sup>126</sup> As of Temudo & Cabral (2017).

#### 4.3.4 Climate change sectors

Guinea-Bissau's climatic hazards and the impacts associated with them are presented in more details in Annex #3, including the fact that they are interrelated. The information is organized according to **the five mains 'sectors' impacted by climate change**, as defined by the IPCC and reflected in the NAPA.

#### 4.3.5 Climate change risk and vulnerability

Sea-level rise for Guinea-Bissau (in comparison to 1995 level) is projected to reach 0.13m, 0.35m, 0.72m and 1.22m for the years 2025, 2050, 2075 and 2100, respectively. With a large and growing population in the coastal zone, coupled with a low adaptive capacity due to the national economy's low-income condition, Guinea-Bissau appears to be highly vulnerable to sea-level rise. Without adaptation, the physical, human and financial impacts will be significant. With a sea-level rise of 0.13m expected by 2025, some 77,800 people can be affected annually by flooding. By 2050, the sea-level would reach 0.35m, affecting as many as 179,800 persons per year. The total cost of sea-level rises for Guinea-Bissau, combining costs of forced migration, land loss, salinization, sea floods and river floods, will be around \$8.0 million per year in 2025. These costs will increase to 29.9 million per year for 2050 and they are estimated at \$361.8 million per year in 2100. Based on vetted climate change scenarios for the West Africa sub-region, the 2006 National Adaptation Plano of Action (NAPA) assessed the main effects of climate changes that characterize Guinea-Bissau's risk and vulnerability to climate change. They include: (i) sea level rise, as the most prominent effect; (ii) irregular rainfall patterns and shorter rainy season, which is likely to affect the agricultural sector; (iii) shorter cool season, which could negatively impact coastal and marine ecology; and (iv) more frequent occurrence of extreme weather, including longer drought spells, heat waves and not least also storms and storm surges, all of which are disaster events likely to increase the severity and frequency.

#### 4.3.6 Legal, institutional and governance frameworks of Environment

##### 4.3.6.1 Legal framework

According to the Fifth National Report to the Convention on Biological Diversity (2015), at **international level** Guinea-Bissau is signatory to the 1992 Rio Conventions, and also a contracting party to several other international and regional conventions, protocols, agreements and organizations relevant to the fight against climate change, namely:

- 👉 Rio Declaration on Environment and Development and its respective protocols: Climate Change, Combating Drought, Desertification and Biological Diversity, Cartagena, Nagoya and Supplementary Nagoya Protocols - Kuala Lumpur, Kyoto Protocol;
- 👉 Vienna Convention for the Protection of the Ozone Layer, UN/UNEP, March 1985. And (i) "Montreal Protocol on Substances that Deplete the Ozone Layer", UN/UNEP, Montreal, September 1987; (ii) "Montreal Protocol on Substances that Deplete the Ozone Layer - London Amendments", UN/UNEP, London, June 1990; (iii) "Montreal Protocol on Substances that Deplete the Ozone Layer - Copenhagen Amendments", UN/UNEP, Copenhagen, November 1992 and (iv) "Montreal Protocol on Substances that Deplete the Ozone Layer" - Amendments Beijing, UN/UNEP, Beijing, 1999;
- 👉 The Convention for Cooperation in the Protection, Management and Development of the Marine and Coastal Environment of the Atlantic Coast of the West, Central and Southern Africa Region (Abidjan Convention) and its Protocols, Abidjan, 1981;
- 👉 Convention on Wetlands of International Importance especially as Waterfowl Habitat (Ramsar), UN/UNESCO, Ramsar, February 1971. AND "1982 Protocol", UN/UNESCO, Paris, December 1982;
- 👉 Convention on Environmental Impact Assessment in a Transboundary Context, UN/ECE, Espoo, February 1991;

- 👉 Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters, UN / ECE, Aarhus, June 1998;

At the **national level**, the environment sector has an adequate legal and institutional framework to manage environmental issues:

Basic Law of the Environment (Law nº 1/2011), Law of Environmental Assessment (Law nº 10/2010), Forestry Law (Law nº 5/2011), Framework Law of Protected Areas (Law nº 5-A/2011), Law that prohibits the import, production, distribution and sale of non-biodegradable plastic bags (Law nº 16/2013), and the Fifth National Report to the Convention on Biological Diversity (2015).

#### *4.3.6.2 Institutional framework and governance*

The Secretariat of State for the Environment and Durable Development (SEADD) was institutionalized through Presidential Decree No. 2/2009, in the country's 4th Constitutional Government. This institutionalization reveals the importance that the environmental sector has to the country and its efforts to achieve the Sustainable Development Goals.

In the current government, the tenth legislature, the Secretary was elevated to the category of Ministry, with the mission of elaborating, executing and coordinating the policies and actions directed towards the conservation of the natural heritage, with prospects of transition to an inclusive green economy (circularity).

The Ministry of the Environment and Biodiversity (MEB) has two General Directorates, the Environment and the Durable Development, with their respective services. It oversees the National Environment Fund, the General Direction of the Competent Environmental Assessment Authority and the Coastal Planning Office (GPC). As an indirect administration it is also linked to IBAP (Institute of Biodiversity and Protected Areas) and its respective National Parks directions. The institutions are linked to the Ministry of the Environment and work independently but are complementary.

Governance in the environmental sector is participatory and democratic. There are meetings of the Board of Directors, which functions as a space for coordination and consultation between the different departments of the Ministry. Moreover, in the Protected Areas, under the management of IBAP, local populations actively participate in the decision-making process, through the Management Councils of each Park.

#### *4.3.6.3 Implementation of the legal and institutional framework*

The Ministry of Environment and Biodiversity is the national public institution with the mission to define, execute and coordinate environmental policy. Therefore, the institutionalization of this public body in charge of the pursuit of the environmental policy clearly reflects not only the country's willingness to respect international engagements but also is a strong and unequivocal sign of the importance that environmental concerns have for the country, considering its status as a poor country vulnerable to the effects of climate change.

And to implement the legal and regulatory framework the Ministry has technical structures under its direct dependence, namely the General Direction for Environment and Sustainable Development, the Office of Coastal Planning, the Competent Environmental Assessment Authority, different departments, services, conventions, programs and projects, which interact directly or indirectly.

These technical structures also count on the collaboration of specific sectors of governance, considering the cross-cutting of environmental issues. In this regard, **the Public Prosecutor's Office (Ministério Público)** (inspecting government action and defending the interests of the State) and **the Courts** (to eliminate possible conflicts that may exist in the implementation of environmental laws).

The public institutions mentioned above also count on the substantive collaboration of **private entities, Civil Society Organizations, NGOs and traditional power**, among others. All contribute to driving greater coherence between sectoral policies and aspects directly or indirectly linked to, the management of the environment in the country.

#### 4.3.6.4 Analysis of multi-dimensional risks

Risk	Type	Impact Level	Mitigation Measures
Lack of information and environmental databases to support the national, regional and local planning process	Technical	High	Support the implementation of an integrated climate statistics data production program to support the planning and monitoring process at regional and national level
Lack of an effective system of climate and hydrological forecasts		High	Acquisition of software with specialized programs for the production and dissemination of climate information
Political and governmental instability;	Political	High	In addition to a chronic political instability, every time a party wins the elections, it tends to replace technicians who are not from the same party, regardless of the technical capacity requirement. The measure in this case is to build and coordinate a technical structure to support the implementation of a program with Integrated System that is autonomous and independent and run under the tutelage of a United Nations Program in a transitional manner
Insufficient accessible and structured national database for a better assessment of vulnerability and adaptation to climate change;	Technical	Moderate	Acquisition of software and specialized equipment for the production and dissemination of climate information to support the planning and monitoring process
Insufficient capacity to mobilize financial resources to finance climate change adaptation programmes and strategies;	Financial	Moderate	Develop a robust and resilient fundraising strategy to finance climate actions
Lack of a national statistical system on climate with disaggregated indicators to support the planification and monitoring process at regional and national levels;	Technical	High	Acquisition of software and specialized equipment for the production and dissemination of climate information to support the planning and monitoring process; Support an integrated and resilient capacity-building programme in the short, medium and long term
Insufficient technical frameworks specializing in climate change;	Technical	Moderate	Support an integrated and resilient capacity-building programme in the short, medium, and long term

## 4.4 Governance and Institutional Analysis

### 4.4.1 Public administration

The country's public administration is weak and suffers from a shortage of qualified human resources, compounded by lack of jobs management and career management system. These issues have been hindering the evolution towards the development of a functional and effective local administration and state's institutions. The public service payroll weighs heavily on the state's finances and accounts for more than two thirds of public revenue. As a result, services to users in the administration sectors are both inadequate and of low quality. Local administrative structures are very weak, with limited operational capacity. Monitoring and evaluation of public policies is limited by a very small capacity of the national statistical system.

High levels of disorganization, overlaps of tasks/missions and terms of reference among several administrative sectors, combined with lack of implementation of organic laws and changing

organigrams, when new governments come to power, have led to complacency and partisan public administration, lacking a meritocracy which is not accountable to the public. The abundance of low-skilled personnel, who are also poorly equipped with low salaries, are not paid on time and are not well supervised, has led to widespread demotivation among the best cadres. A Bissau focused administration has also marginalized the remaining eight regions of the country. Lack of coordination and articulation of administrative actions at the inter-ministerial level and between the central and regional levels, is also a major concern leading to rampant corruption and nepotism at all levels.

Successive attempts to implement key reforms in the areas of public administration, access to justice, security sector, taxation and revenues, political system and decentralization have been met with resistance and led to the adoption of a piecemeal approach in international assistance which has also contributed to the status quo. The fragility of state institutions and difficulties in the implementation of its regulatory frameworks create space for the elite who do not respect the law and are not held accountable due to a weakened judicial system. Furthermore, some institutions have engaged in illegal activities, such as drug trafficking, referred to as “the political economy of protection”<sup>127</sup>, controlled by a political, economic and military elite that uses protection as a strategy to facilitate and sustain illegal activities.

Hence, people are deprived of quality services to which they are entitled, thereby discrediting the public institutions. Honest public servants who wish to perform their duties in a non-partisan spirit are left to their fate.

There are, however, some glimmers of hope which potentially can improve the quality of services, namely: 1/The existence of a legal framework for the civil service, including the general status of civil servants and some organic laws in select ministries although these are indifferently applied; 2/A biometric register, which is not exhaustive but has the merit and potential of being put to use to as a public financial management system, including computerization and bank accounts for the payment of salaries; 3/ There is a core of senior staff, who are a resource to draw upon to renew the cadre of executives and rebuild public administration, and 4/ A pool of available young graduates with quality education to improve the public service delivery system, if recruited.

The success factors of any reform of the state’s institutions and public administration in Guinea -Bissau should include: (i) a strong political will; (ii) involvement of all stakeholders, including the “clients” of public services, and all social partners; (iii) good coordination between the Ministries, in particular on human resource management reform; (iv) improving salaries and creating a public sector employee motivation system, considering that the recent alterations (2012) of the legal framework of public administration management are not yet applied in practice; (v) the provision of the resources required for reform; (vi) strengthening the responsible inter-ministerial oversight structure and accountability mechanisms ; (vii) putting in place transparency and accountability measures to monitor and enforce the reforms and support an open government approach.

#### **4.4.2 Security sector reform (SSR)**

Guinea-Bissau’s security sector is characterized by an amalgamation of political and military actors rooted in the 1963-1973 war of liberation, when the left-wing African Party for the Independence of Guinea Bissau and Cape Verde (PAIGC) asserted its influence across the country as the most successful insurgent force facing the Portuguese occupation. Post-independence, former combatants were integrated into the armed forces with minimal training, while military commanders assumed political positions. The military has continued to strengthen its role in Bissau-Guinean politics. The army remains oversized and top-heavy, lacks capacity for basic security services, operates within a weak accountability framework and generates popular mistrust.

There has only been very limited SSR progress, owing to political instability and subsequent donor fatigue; at the same time, the continued political instability might also be exacerbated, at least in part,

---

<sup>127</sup> See Mark Shaw and Tuesday Reitano.

by a de facto standstill of the SSR process. The 2006 strategy paper on Restructuring and Modernisation of the Defence and Security Sector - revised in 2016 with UNIOGBIS support, in cooperation with the AU, ECOWAS and the EU – defines the national vision on SSR and remains the basis for advancing critical, politically-sensitive reforms, such as the rightsizing of the security sector in alignment with security needs and financial resources, devising legislation to regulate law enforcement activities and clarifying the status of former freedom fighters, while also setting forth a donor-government coordination structure. However, official rhetoric on the criticality of SSR as a prerequisite for stability has not been translated into practice. Structural dysfunctions persist: an inadequate security sector budget management and incomplete roll-out of 2015 pensions and gratuity law are compounded by limited parliamentary capacity to perform oversight of the security sector and the exclusion of civil society from SSR deliberations.

Security sector governance challenges must be addressed as a matter of priority, notably for improving civilian oversight and national capacity to deliver security. ECOWAS has taken the lead on Guinea-Bissau in the provision of state security since 2012. Its military mission (ECOMIB) has proven its ability to deter disgruntled soldiers from perpetrating violent acts against the Government, however, more remains to be done to build sound defense and security institutions. ECOMIB has left the country after the expiration of its mandate on 31 March 2020. In the medium term, SSR should result in a reduction of military expenditure deemed too high for a country which is not facing immediate external threats. An emphasis should continue to be placed on rightsizing the army, including through retirement and pension schemes, as outlined in the World Bank Public Expenditure Review<sup>128</sup> and a civilian oversight mechanism. Additional policy options can be developed through South-South cooperation, capitalizing on lessons learned from SSR processes in West Africa. These will be instrumental in informing strategic good offices interventions aimed at brokering political consensus on rightsizing and other critical reforms.

Coordinated international support and Government engagements are required to preserve conditions for SSR. Establishing/reactivating national-level mechanisms for strategic coordination between the Government and international partners would help to promote transparency and monitor financial assistance to SSR; and manage expectations in a transition context, while addressing the mismatch between political commitment to SSR and financial resources.

Resource mobilization continues to hamper SSR implementation in Guinea-Bissau. The PBC configuration for Guinea-Bissau is a much-needed political platform which can help with resource mobilization. Also, the PBF is instrumental in creating space for sustained SSR interventions post-UNIOGBIS, including through the project on combatting drug trafficking and organized crime - a dimension strongly emphasized in the latest reformulation of UNIOGBIS mandate, with particular focus on coordination, and consistent with previous international efforts to anchor the country in regional mechanisms, such as the West Africa Coast Initiative (WACI) and the ECOWAS Regional Action Plan to tackle drug trafficking and abuse. However, there is a need for comprehensive reform requiring longer-term engagement than the usual time span of PBF projects.

Going forward, advancing SSR will depend on the resolution of the current political impasse. Strategic interventions in support of an inclusive and comprehensive SSR process should be aligned with the Conakry Agreement and the ECOWAS roadmap on the Defense and Security Sector Reform Programme and geared towards a more structural transformation in the political and security institutions.

#### **4.4.3 Drug trafficking and transnational organized crime**

As recognized in “National Integrated Plan to Combat Drug Trafficking and Organized Crime” finalized in November 2019 and approved by the Council of Ministers in February 2020, drug trafficking and transnational organized crime (DTOC) is a driver of conflict, at the same time causes political instability

---

<sup>128</sup> World Bank Group: Guinea-Bissau Public expenditure review – Managing Public Finance for Development, 2017.

in the country and contributes to impunity in Guinea-Bissau. It is to be linked to the wider reported resurgence of drug trafficking in Western Africa.

Nevertheless in 2018 the Government of Guinea-Bissau showed renewed commitment to strengthening its fight against DTOC through the establishment of a Joint Airport Interdiction Task Force (AIRCOP) (April 2018); the appointment of a new Head and Deputy Head of the Judicial Police (May 2018); strong consideration given to readjustments of the mandate of Guinea-Bissau's Transnational Crime Unit (created in May 2018 under the WACI Programme) to place it as an antenna of the Judicial Police in the port of Bissau (May 2019); the establishment of a Working Group by the government on the National Action Plan on Countering Drug Trafficking and Organized Crime - CDTOC (October 2018), followed by the Ministry of Justice's official request to UNODC to support the development of a National Strategic Plan on CDTOC, adopted by the Council of Ministers in February 2020.

Despite recent successes, particularly the conduct of operation "Navara", which resulted in the seizure of 1,869 kg of cocaine in August and September 2019, transnational organized crime, in particular drug and human trafficking, remains a critical challenge (*for further details please refer to Chapter VI of the CCA: Cross-border, regional and sub-regional prospects*).

The gains achieved in recent years must be preserved. In the current focus on the state of emergency and restrictive measures can be viewed as a distraction. Concerns have also been raised regarding the adequacy of border management and control, and the lack of maritime capacities, which might encourage trafficking and corruption practices. In addition, the recent reshuffling among state security forces and the judiciary police, including the removal of all immigration officers at the international airport of Bissau without notice has raised some concern. In March 2020, at the international airport, there was an alleged mishandling of a drug trafficking case in which a suspected offender was set free as a result of the alleged involvement of senior military personnel, in spite of good faith attempts by members of the *Célula Aeroportuária Anti-Tráfico* (Joint Airport Interdiction Task Force), which is coordinated by the Judicial Police to arrest the suspect, secure the evidence, and follow due process<sup>129</sup>; involvement of senior military personnel providing protection has been alleged. While the judiciary police in several instances seem to be unable to prevent the interference of other security actors, it is important to recognize that since its creation in 2018, the *Célula Aeroportuária Anti-Tráfico*, which operates under the authority of the judiciary police, has shown increasing capacity to detect, interdict and arrest.

Finally, to tackle organized crime, and drug trafficking in particular, requires important State capacity and resources, political will, as well as a strong regional approach and response. It is clear that further efforts should be made in this regard.

#### **4.4.4 Vertical structure, decentralization and local authorities**

The country is highly centralized. Decentralisation is only implemented by the thin network of "deconcentrated" authorities (politically appointed by the government), with only a redistribution decision-making authority and financial and management responsibilities among different levels and layers of the central government. The country has no democratically elected local government. In practical terms, there are 37 administrative circumscriptions (sectors) referred to in articles 105 and 106 of the Constitution. The formula that "the organization of the political power of the State comprises the existence of local autarchies, which enjoy administrative and financial autonomy" and the definition that "local authorities are municipalities, municipal sections and local boards". Decentralization is also referred to in article 7 of the Constitution "Within the framework of its unitary structure and the realization of national interest, the State of Guinea-Bissau promotes the creation and support of the action of decentralized territorial communities and endowed with autonomy under

---

<sup>129</sup> A similar case of interference also took place in September 2018.

the terms of the law". There is a devolvement of basic functions to appointed authorities (governors and administrators and administrative secretaries appointed by the central government).

This highly centralized system is still a mark of the past colonial system. This is coupled by the existence of traditional governance systems that in certain instances allow for alternative participatory processes at the local level. However, funding of local authorities is partially sourced from local revenues in a context where fiscal decentralization is unclear. Ultimately, the absence of plans and regional budgets, as well as the overall weak governance framework has a direct impact on the capacity of the State to provide basic services to satisfy the needs of the population and this perpetuates inequalities.

#### **4.4.5 Institutional analysis for the 2030 Agenda**

In the context of the 2030 Agenda, Guinea-Bissau has committed to taking actions that would address the root causes of poverty and increase economic growth and prosperity so as to meet people's health, education and social needs while protecting the environment. The success of the 2030 Agenda requires a vibrant institutional framework that guarantees that the SDGs can successfully be mainstreamed into national and subnational policies and integrated across sectors. Guinea-Bissau did not meet many of the targets of the past Millennium Development Goals (MDGs). The large scope of the SDGs, with new areas and various cross-cutting issues, requires further institutional collaboration including coordination with the CSOs, innovation and incentive systems that facilitate action and accountability across sectors and governmental entities.

So far, however, no coordination mechanism has been established to ensure the integration and monitoring of the SDGs. No regulatory frameworks have been adopted to drive more efficiently institutional performance and contributions to the SDGs. The then Prime Minister's office spearheaded efforts to set up a centralized National Planning Coordination Unit that would have supported the mainstreaming of the SDGs and ensured an effective coordination. More recently, the newly approved government's plan (X legislation) includes a brief reference to the 2030 Agenda for Sustainable Development and its Sustainable Development Goals, even if most of the development plan's goals relate to them. The national development plan proposes the creation of a Steering Committee and a Consultative group, which should also promote coordination and harmonization of activities and ensure the reporting on the development plan's implementation, while liaising with sectorial ministries and development partners. It could be considered how this mechanism could be adapted to also facilitate the coordination for the implementation of the 2030 Agenda through an integrated approach, beyond sectorial focuses. A lack of coordination as well as institutional clarity, roles and responsibilities among governmental agencies engaged in the 2030 Agenda could continue to pose challenges for SDGs implementation. An Inter-ministerial coordination committee under the leadership of the Prime Minister's office could be a way forward for the coordination and monitoring of the SDGs. Additionally, the weak ownership and understanding of the 2030 Agenda for Sustainable Development by state and non-state actors pose additional challenges for Guinea-Bissau to take a proactive role in implementing all the Goals by the set deadline of 2030. However, the realization of the 2030 Agenda for Sustainable Development cannot be achieved without the collective action that includes civil society and the media, among them the diverse voices and participation of vulnerable and disadvantaged groups. <sup>130</sup>

#### **4.4.6 Human rights**

Guinea-Bissau has ratified or acceded most international human rights' treaties. In 2009 and 2013, two United Nations' treaty bodies have issued Concluding Observations on Guinea-Bissau. In January 2011, the State issued a standing invitation to the Special Procedures of the Human Rights Council, and the Special Rapporteurs on extreme poverty and human rights and on the Independence of Judges and Lawyers visited the country in 2014 and 2015, respectively.

---

<sup>130</sup> See Para 6 of the Report to the Special Rapporteur on the Rights to freedom of peaceful assembly and of association, on Civil society participation in the implementation of Agenda 2030 on Sustainable Development, A/HRC/41/41/Add.2

The Bissau-Guinean Constitution, adopted in 1984 and last amended in 1996, is considered the superior law of the land and superior norm of the State to which all sovereign organs are subordinated. The Constitution of Guinea-Bissau stipulates that the constitutional and legal provisions relating to fundamental rights shall be interpreted in accordance with the Universal Declaration of Human Rights and highlights that “laws that restrict rights, freedoms and guarantees are of a general and abstract nature, must be limited to what is necessary to safeguard other rights or interests that are protected by the constitution, and cannot have retroactive effects nor reduce the rights’ core content”.

The Constitution recognizes the equality of “all citizens” before the law, and it is extended to “foreigners, on the basis of reciprocity (...) [and to] stateless persons that reside or are present in Guinea-Bissau, except in relation to political rights, the exercise of public functions and other rights and duties that are explicitly reserved by the law to [Bissau-Guinean] citizens”. It should be noted that the international human rights law while widely recognized that the clause of reciprocity is not applicable to human rights treaties. Indeed, human rights mechanisms have highlighted that the principle of reciprocity among States is not applicable to human rights treaties as “such treaties are not a web of inter-State exchanges of mutual obligations” since they are related to “the endowment of individuals with rights”. Thus, human rights should be ensured not only “to all citizens” but to “all individuals subject to the jurisdiction of the State”.

In January 2020, the third Universal Periodic Review of the Human Rights Council recommended to Guinea-Bissau to finalize the revision of the Constitution and ensure it is aligned with the country’s human rights treaty obligations. Pursuant to resolution 2512 (February 2020), the Security Council called upon the State to strengthen the national system for the promotion and protection of human rights, including by establishing an independent National Human Rights Institution, compliant with the Paris Principles. Attention should also be paid to the socio-economic and cultural rights in a context of increased vulnerability and lack of basic social services due to political instability and a weak governance system.

In the context of the COVID-19 pandemic, human rights defenders denounced corrupt practices and violence against civilians by law enforcement agents. Concerns have also been raised regarding the rights of inmates. The Director of the Bandim Prison warned that the prison administration did not have the financial resources to buy food and hygienic equipment and to provide health care on site.

#### **4.4.7 Non-State actors: civil society organizations, private sector and media**

##### *4.4.7.1 Civil society organizations*

The onset of democratization in Guinea-Bissau saw the emergence and proliferation of various associations, the media sector, trade unions, faith-based groups and socio-professional formations which formed civil society organizations (CSOs), in the context of constitutionally ordained political pluralism, a free press, and public liberties such as freedoms of expression and association. In its Article 51, the 1996 Constitution introduced the principle of freedom of association through Article 55, which stipulates that the constitution of associations is separate from their authorization. Only legally authorized CSOs can establish partnerships or mobilize resources. Obtaining legal status depends on proper registration and is a complex costly process.

In a context of fragility and absence of State, CSOs play a decisive role in assisting the most destitute segments of the population, as well as in the promotion of peace, democracy and development areas as partners of the international community. Their numbers increased from 10 to 60 before the armed conflict of 1998-99 and grew further afterwards, playing an increasingly important role to echo popular needs and requests for assistance. They remain diverse in their approaches and political sensitivities. The CSOs panorama includes a wide range of structures. They are non-profit organizations of a private nature, and (in principle) not under the direct control of the State; however, many of them are considered as being politically affiliated.

It is difficult to quantify their numbers at present: at the last National NGO Conference held at the end of 2017, around 60 national organizations and 20 international organizations were in attendance. Seven hundred (700) organizations, including NGOs and grassroots associations and organizations, are registered in the ICANG (Non-Governmental Aid Coordination Institute) database. The number of CSOs may in fact be much higher than those registered by the ICAN,

CSOs remain weak. Most of them do not have the necessary tools and mechanisms (technical, financial and adequate human resources) to appropriately reach their objectives. Often their actions are reactive, carried out in a hasty manner without previous planning. CSOs and Governors have not defined an integrated development policy, which prevents the implementation of common lines of action. There is also a lack of monitoring and evaluation of activities and a low level of collaboration between CSOs and government entities.

CSOs have little financial autonomy. They depend almost exclusively on grants for their operations and their activities except for small initiatives at local level. The dependency on foreign impulse compels CSOs to adapt their priorities to those of their donors and they create opportunistic partnerships to ensure access to financing. CSOs have limited capacities to seek and manage grants that support their activities. This in turn puts into question the sustainability strategies of the projects they carry out and contribute to a worrying trend of weakening of traditional community-based organizations, which normally rely more on community mobilization for various aims than on funding. There is therefore a need to identify alternative sources of funding i.e. initiative/income-generating programmes within national NGOs and strengthen their capacity to mobilize communities for meeting their needs. There are two main human rights networks in the country, namely the National Network of Human Rights Defenders and the League for Human Rights, both meant to enhance human rights advocacy and early warning systems.

Following the 1998/99 conflict, coordination and cooperation with state structures had evaporated. Due to the prevailing political instability, multilateral and bilateral cooperation and support came mainly from European Union funds, ECOWAS, CPLP and some African countries like Angola, that have had strong political ties with Guinea-Bissau. For EU cooperation, international NGOs (from European countries) became "grant managers" who in turn established "subcontractor" relationships with national organizations acting merely as executors of the projects. The increasing role of international NGOs as funding channels of national organizations as well as actors directly involved in the implementation of projects, resulted in a decrease in support available to the most structured national NGOs. The latter have limited capacities in the formulation of competitive proposals and to "co-finance" projects. Moreover, these risks bringing the illusion that international NGOs can substitute themselves to the State in fulfilling its duties regarding the provision of basic social services, and by doing so, weakening State's institutions and accountability further, instead of just assisting from a conjunctural perspective. Additionally, as result of the ongoing political wrangling, bilateral direct budget support to Government and ODA has been conditioned on returned to the rule of law and a democratic system. Consequently, the country has not received direct budget supports for many years, promoting it to issue several time banks bonds, and borrowed more money, a situation that could have increased the debts levels.

On COVID-19, CSOs including women's groups have raised concerns on how the closure of the markets and small businesses will negatively impact the economy, especially women who are considered the base of support for many families. Faith-based and volunteer organizations have also mobilized with information and awareness raising campaigns and solidarity initiatives. Youth groups and associations of persons living with disabilities are supporting these initiatives. Initiatives mobilized also to include awareness raising information campaigns to inform the population in various local languages about measures in place. Civil society initiatives, in coordination with the authorities, aimed also at supporting socio-economic measures, especially in the management of the markets and the informal sector.

#### 4.4.7.2 Media

The important role of the media sector in the promotion of peace and democratic governance is well known. An independent media sector playing its watchdog role can contribute greatly for strengthening of democratic institutions. In Guinea-Bissau, the media sector suffers structural deficiencies: inefficient management/governance of media companies, weak journalists' associations and local of state investment in public service. Even though there is a legal framework regulating the media sector (laws on Press Freedom Law, Written Press and News Agencies, Television, Radio and Broadcasting, Statute of Journalists, Publicity, Right to Airtime and Political Reply, and the Social Communication National Council), most media organizations do not have formal internal documents outlining standards for journalist work. Although an ethics code for journalists in Guinea-Bissau has been developed, which includes the use of anonymous sources, conflict of interest and impartiality, in general, its standards are not applied. Most media organizations have limited access to financial resources and lack funds to cover journalist and editorial work costs and the salaries of journalists

A media prevalence and perceptions survey conducted by the UN in 2018 concluded that in Guinea-Bissau 90% of the population has access to local radios; 10% use the internet and social media, mostly Facebook; and there is one national TV station reaching 40% of the local population. In addition to the national radio, there is a private radio in the capital which has been gaining a lot of audience among the youth for its activist style. The other 8 radio stations based in Bissau have started to copy its style. In recent months, a political party has set up a radio to advance their agenda. There are 27 operational community radios.

The media has dedicated a lot of space to informative programmes and spots on the prevention of COVID-19. They also provide daily coverage of the health authorities' press conferences. A need remains of improving the capacity of media, as a public service and development tool, to promote health and development messages for the whole population, especially considering low education levels, and taking advance of new communication channels, like social media, for raising awareness and education.

#### 4.4.7.3 Private sector

The private sector is very limited in scope corresponding to low productivity levels. The economy relies heavily on raw cashew nuts' exports. Even though it is difficult to have precise data, the informal sector seems to employ a very high percentage of the active population (the IMF estimates that more than 40% of the economy is informal<sup>131</sup>).

There are two Chambers of Commerce in Bissau, with limited capacities, and several sectorial associations that in practice represent the majority of the formal private sector. This includes: a chamber of industry; the national association of importers and exporters that represents the national enterprises contributing to most state revenues and contributions to the GDP; the tourism association; the national association of farmers; and the national association of transformers just to name the most important branches.

Micro, medium and small-sized enterprises are limited in numbers, lack operating capacity (accounting, finance, taxes, etc.) and with no national support policies to count on. The country does not have a legal framework for establishing public-private partnerships, further limiting the private sector from flourishing.

Structural and institutional causes that perpetuate the reliance on raw cashew nuts as a main source of income include: 1. low access to credit, including credit alternatives that promote the investment on value added activities and the development of the industrial sector; 2. absence of clear-set policies and strategies at national level that are conducive to promoting a better business environment; 3. low access to administrative quality services; 4. no adequate infrastructures; 5. no functioning, reliable and reasonably priced energy sector; 6. ineffective application of the existing legal framework; 7. an

---

<sup>131</sup> The Informal Economy in sub-Saharan Africa: size and determinants, IMF 2017.

inadequate agricultural development plan; 8. poor institutional capacity negatively affecting private sector activities; 9. alteration of laws and regulations combined with a weak justice sector; to name a few.

Above all as a primary cause, the persistent political instability that has prevented the emergence of a long-term strategy of diversification of economic activities, sustained by massive foreign investment from public and private sources.

The current rentier economy deprives the State from resources for public investment as well as prevents potential private investment and private sector development, while reinforcing the underdevelopment of State institutions. An increased role of the private sector in various sectors, including but not limited to tourism, extractive industries, agriculture and agro-business, renewable energies and exploitation of natural resources in full respect of biodiversity would be of major benefit for the State and the population.

## 5: KEY PEACEBUILDING AND CROSS CUTTING CHALLENGES AND OPPORTUNITIES'

The dynamics of instability show that there are structural conflict factors at the political, institutional, security and economic levels that have not been addressed since independence. On the contrary, these have been further aggravated by successive crises. The root causes of the instability are: a) the nature of the State, stemming from historical and geopolitical factors, and its dependency on external assistance, which makes the country more responsive to the needs and demands of donors, instead of those of its citizens; b) undiversified and underdeveloped economic system and feeble, mainly informal labour market, which have marginalized large sectors of the population, created and encouraged inequality; c) the persistent political conflicts that have roots in the incomplete consolidation of the political system, and the lack of formal mechanisms to ensure strong and independent oversight and broad participation (beyond the usual members of the political elite) in policymaking, thereby reinforcing patronage networks within the State and resisting reforms; d) the interdependent relationship of the military with political elites, contributing to the excessive size of the military budget on the State and resistance to reform by political and military actors. Three drivers of instability, which interact with root causes and exacerbate their effects were also identified in the Conflict Analysis: 1) fragility of the State and its governance framework, including processes to ensure accountability and transparency leave public administration permeable to highly informal [illegal] resource allocation and recruitment processes, making it a hotspot for chronic instability; 2) a culture of impunity:: such weaknesses in the governance framework are also fueled by (and fuel) impunity which, together with the lack of state response to serious crimes and human rights violations, are catalysts for conflict; 3) like impunity, transnational organized crime that flourishes in an environment of informal economy and fragile institutions is a catalyst for conflict, both the cause and consequence of political instability and contributes to impunity in Guinea-Bissau.

As a caveat, top down approaches were not successful in the past. Developing bottom-up strategies to promote inclusion and participation could potentially serve as a complementary strategy enhancing the results of top down approaches to reform.

- Peacebuilding priorities and their respective entry points are as follows: (placeholders because this will need to be further discussed with national actors)

The root causes, drivers of instability and peace capacities identified in the conflict analysis were integrated throughout the CCA and Peace building Priorities defined in the CCA, in general, remain valid.

For the post-Mission context, peace building priorities identified in the Conflict Analysis were refined and updated to address the specific engagement of the UN system and UNOWAS good offices in Guinea-Bissau, as follows:

1. Support and encourage inclusive and meaningful political dialogue and far-sighted reform of the political system for the implementation of urgently needed key reforms and strengthening of an environment conducive to long-term stability and sustainable development. In coordination with international partners, engage with a broad range of national stakeholders, supported by continuous national dialogue at the strategic levels on the above-referred to key reforms as outlined in the Stability Pact and Conakry Agreement, encourage and support national institutions to address corruption, CDTOC and poor governance practices. Incorporate a good office role to promote peacebuilding priorities, gender equality and respect for human rights and compliance with international standards.
2. Support the Government of Guinea-Bissau in strengthening democratic accountable institutions and enhancing the capacity of state organs to function effectively, in accordance with the Constitution, including through a progressively decentralized and inclusive governing system, and

a National Parliament which fully assumes its oversight role. And strengthening democratic governance, particularly with regard to the implementation of necessary urgent reforms on the path towards long-term stability and sustainable development.

3. Support an enabling environment to expand socio-economic opportunities and inclusiveness and implementation of fiscal policy and accountability. Furthermore, facilitate improvement in natural resource management and extraction, climate change mitigation as well as environmental protection.
4. Support the Government of Guinea-Bissau in its fight against drug trafficking and transnational organized crime through capacity-building and advisory assistance for an effective implementation of its National Strategy Plan and the introduction of innovative approaches, among which (i) the provision of high-caliber mentoring services to key Criminal Justice institutions, including through the investigation, prosecution and Case progression and management of actual cases; (ii) the strengthening or creation of oversight and accountability mechanisms to account for resources and results, and (iii) the proactive, UN System-wide promotion of a conducive political environment, shielded from the nefarious influence of drug trafficking / transnational organized crime networks and their facilitators.
5. Strengthen judicial capacity and the national human rights protection system to effectively address impunity, promote and protect human rights, including through the adoption of a national policy on human rights, a strategic plan to combat impunity, the adoption of human rights responsive legislation and the establishment of a national human rights institution in compliance with the Paris Principles by providing technical assistance to state institutions to implement the reforms, and support the government to ratify the international human rights treaties.
6. Support the mainstreaming of gender equality concerns in all actions, with a gender, age, and diversity perspective and a lifecycle approach to "leave no-one behind" through the promotion of full, meaningful and effective participation and representation of women, and their empowerment at all levels - in the political dialogue, and in economic, peacebuilding and development processes. Support the revision of the National Action Plan on UNSCR 1325 (2000) to implement the women, peace and security agenda.
7. Support the efforts of the Government to ensure effective civilian control and oversight over the defense and security forces, through effective and timely strategies and policies that promotes political will and an adequate resource environment for the reconfigured UN presence in Guinea-Bissau to assist in the implementation of the Security Sector Reform programmatic implementation aspects, in close coordination with ECOWAS, as part of regular development interventions.
8. Enhance alignment of international assistance with the peacebuilding priorities of Guinea-Bissau, through agreed upon interventions with national counterparts. Ensure respect for core peacebuilding values such as inclusive gender-sensitive politics, participatory dialogue and reconciliation as well as environmental sustainability. ECOWAS' Conflict Prevention Framework (ECPF) to be used to complement the sustainable peace agenda, alongside the so-called "Praia" Political Declaration on the Prevention of Drug Abuse, Illicit Drug Trafficking and Organized Crimes in West Africa, signed by ECOWAS Heads of State in December 2008; as well as the ECOWAS Regional Action Plan to Address Illicit Drug Trafficking, Organized Crimes and Drug Abuse in West Africa 2016-2020 and its successor.

## 5.1 Gender Empowerment and Income Opportunities

Gender is a cross-cutting theme and as such deserves special attention from different UN authorities and agencies. In addition, according to the latest 2009 population census data, the Guinean population is mostly female (51.5%). Education for all women and girl children is the single most important basic social-service provision that future public policies need to address, to ensure the promotion of gender equality and respect for women's human rights, followed by employment and income opportunities policies, and protection from SGBV.

According to the World Bank (2016a), women play a leading role in the agri-food sector and represent over 77% of the informal sector, where agriculture is of a subsistence type. Women make up about half of the cashew workforce. However, the benefits of their work are residual compared to those of men.

According to the 2019-2024 Agricultural Sector Strategic Plan, women and girls are more vulnerable to violence, abuse, discrimination and injustice as the justice system lacks the ability to enforce gender-based protection and female representation in the traditional local justice system is rare. Besides, some ethnic groups discourage girls from going to school, forcing them to drop out of school, and embarking on early marriage and pregnancy.

The country continues to record incidences of Female Genital Mutilation (FGM) which fell among women aged 15-49 (from 49.8% in 2010 to 44.9% in 2014), increased significantly for girls under 14 (from 38.7% in 2010 to 49.7% in 2014). Child marriages and early sexual initiation affect 37% of young women under the age of 18 and 7% of girls under the age of 15.

The exercise of women's political and public participation rights remains low, especially in rural areas, due to factors such as lower level of education, women's economic dependence on men; women's lack of, or very limited, access to social services; patriarchal attitudes towards women and wrongful gender stereotyping against women; and, discriminatory laws and practices against women contribute women feel disempowered to participate in public events, lacking the confidence to speak in electoral rallies and to express their views in decision-making processes.<sup>132</sup>

After the 2014 legislative elections, only 15 of the 102 parliamentarians were women and only six of the 31 ministerial positions were held by women. However, after the 2019 legislative elections, the number of women in the decision-making spheres, namely in the government, has improved significantly, reaching gender parity in the Ministerial portfolios. This was also due to the approval of the parity law.

The ratification of most international declarations, conventions and resolutions, concerning the promotion and protection of women, are examples of progress of women's political participation. In addition, as mentioned above, the National Policy for Gender Equality and Equity (PNIEG) was approved, which is fundamental for the promotion, coordination and follow-up of all actions in the field of gender, the National Strategy for the Abandonment of Female Genital Mutilation and its Action Plan for the period 2018-2022. The Parity Law<sup>133</sup> was recently approved and published in the Official Gazette, which influenced the new configuration of the list of candidates for deputies in the last legislative elections, despite the results falling short of expectations.

The upcoming comprehensive Child Protection Code, the Child Protection Policy and the respective Action Plan, which among other improvements, will fully regulate the issues of child begging and early forced marriage, as well as actions in terms of prevention and awareness of these policies. There is need to support the youth because the youth is the future, and the future is the youth.

---

<sup>132</sup> UNIOGBIS, Human Rights Report - the Right to Participate in Political and Public Affairs in Guinea-Bissau, January 2018 – July 2019, Guinea-Bissau, 2019.

<sup>133</sup> Law 4/2018

## 5.2 Data ecosystem to support decision making

There is a substantial lack of data in all sectors to address PEO *Terra Ranka's* needs in terms of monitoring and evaluation, as well as in the follow-up of Agenda 2030, Agenda 2063 and other country commitments. Hence, there is a pressing need for a strong investment in statistical production in all sectors, with strong state involvement and embedded in the concerns of all UN agencies in order not to leave areas uncovered in terms of information, thus contributing to meet the challenge of not leaving anyone behind. To this end, it is essential, at country level, to:

- Build the capacity of INE and all SEN bodies to improve data supply, both in quantitative and qualitative terms and with an appropriate level of disaggregation.
- Invest in best practices relating to the use of administrative data for the production of official statistics.
- Support digitization of public administration and digital repositories of data related to public policies and demographic data
- Properly map information needs for Terra Ranka and the different agendas mentioned above.
- Properly align PEO Terra Ranka with the SDGs, considering not only targets but indicators as well.
- Establish the list of SDG indicators that the country will monitor, the associated metadata and the institutions in charge of producing each indicator.
- Mobilize the necessary resources to produce the data that the country needs and work towards the sustainability of SEN.
- Render operational the monitoring and evaluation mechanism so that corrective measures can always be introduced. Monitoring and evaluation should also provide evidence for accountability for resources and results.
- Complement official statistics with unconventional data sources like Big Data, including geospatial data, citizens-generated data, among others to untap the potential of the data revolution.

## 6: CROSS-BORDER, REGIONAL AND SUBREGIONAL PROSPECTS

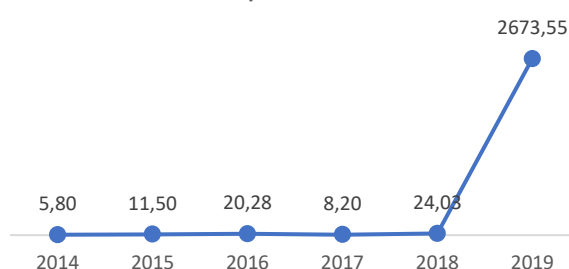
Guinea-Bissau has a large area of its territory covered by the sea and lacks conditions for adequate control of its land border or maritime territory and has been identified as a point for unloading and redistribution of cocaine, along with Guinea Conakry, Gambia and Senegal<sup>134</sup>. In 2016, the country received patrol boats, but they quickly became non-functional.

### 6.1 Drug Trafficking

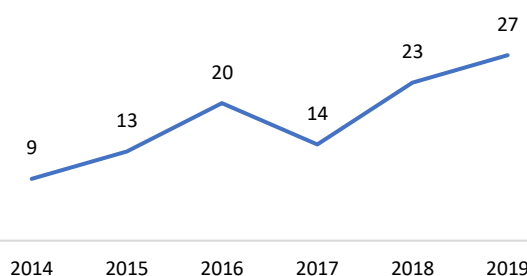
With regard to drug trafficking, in 2019, the country made its greatest apprehension ever, in an operation of the Judiciary Police with the support of the Transnational Crime Unit in which 1947<sup>135</sup> kg of cocaine was seized, and in the same year the country seized 789 kg<sup>136</sup> of the same product. Thus, the two seizures indicate an improvement in the ability to detect and intercept drugs. While some media presented the results of those two operations as a worrisome confirmation of Guinea-Bissau's status as a "narco-state"<sup>137</sup>, more informed observers commended the Judicial Police and its parent Ministry for their professionalism, tenaciousness and integrity. Indeed, the success of those two operations not only testified to indisputably higher levels of capacity, but also came as yet another illustration of the paramount importance of political will and leadership to ensure such operational achievements can eventually materialize. Of course, success will only be fully secured when judicial proceedings have run their full course. In that respect, the prison sentences pronounced in the first instance for those two cases – in December 2019 for Operation CARAPAU<sup>138</sup>, and March 2020 for Operation NAVARA<sup>139</sup> – already constitute a major, promising milestone in the judicial history of Guinea-Bissau, pending the outcome of appeals submitted to the *Supremo Tribunal de Justiça*. It is also worth mentioning that there has been an increase in the seizure of cannabis in recent years, from 90kg of Cannabis seized in 2016, to 394 in 2017, and 3000kg in 2018. In 2019, 80 kg of heroin were seized<sup>140</sup>.

Similarly, the number of people arrested for drug trafficking has increased since 2013/2014, as shown in Graph 25, from 9 individuals in 2014 to 27 in 2019, a growing trend that was only reversed in 2017.

Graph 24: Quantity of cocaine, 2014-2019 (Kg), UNODC/ECOWAS analysis of WENDU data/UNODC data



Graph 25: Number of people arrested for drug trafficking, 2014-2019, UNODC Guinea Bissau



<sup>134</sup> UNODC (2013). Criminalité Transnationale Organisée en Afrique de l'Ouest : Une Evaluation des Menaces. Vienna

<sup>135</sup> <https://www.unodc.org/westandcentralafrica/en/2019-09-02-seizure-guinea-bissau.html>

<sup>136</sup> Idem.

<sup>137</sup> "Record Cocaine Hauls Confirm Guinea-Bissau's 'Narco-State Reputation'", *InSight Crime*, 25 September 2019, <https://www.insightcrime.org/news/analysis/guinea-bissau-colombia-cocaine-hauls/>.

<sup>138</sup> "Tráfico de droga: Julgamento de "Caso NAVARA" decorre no Tribunal Regional de Bissau sob fortes medinas de segurança", *O Democrata*, 7 January 2020, <http://www.odemocratagb.com/?p=23293>.

<sup>139</sup> "Guinea-Bissau convicts 12 for smuggling record 1.8 tonnes of cocaine", *Reuters*, 3 April 2020, <https://af.reuters.com/article/guineaBissauNews/idAFL8N2BR5YQ>.

<sup>140</sup> Datafile provided by UNODC Guinea Bissau.

If, on the one hand, the apprehension of narcotics has increased, in parallel with the number of people arrested, the same is expected of substance abuse. Although there are no studies on consumption, a proxy that refers to people treated for addiction can be used, and this shows an increase from 2014 to 2017 with respect to Cannabis and Alcohol addiction, and those cocaine addicts.

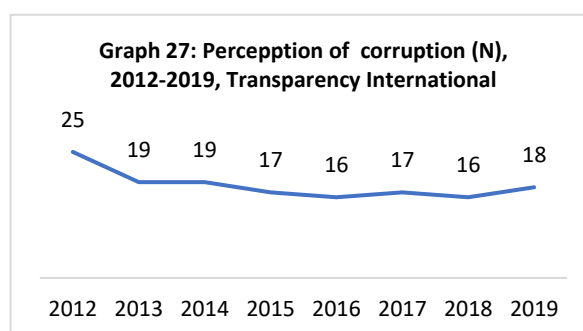
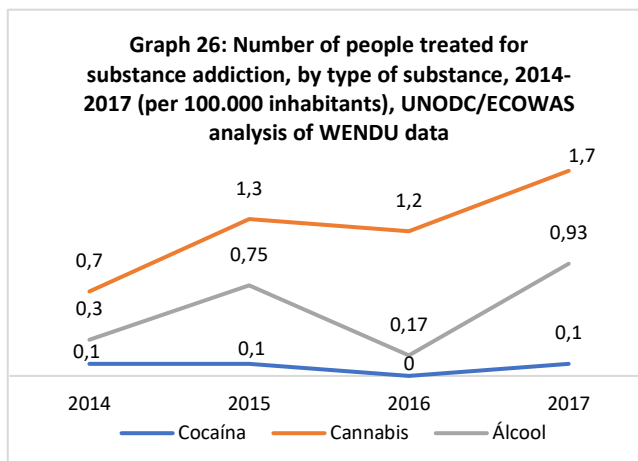
Thus, investment is needed to fight drug trafficking and prevent consumption, giving priority to other transnational organized crimes, such as Human Trafficking, Human Smuggling, Money Laundering, and specific crimes associated with drug Trafficking, corruption because they facilitate crime and make it more difficult to fight.

## 6.2 Human Trafficking

Although official data is limited, evidence and witness reports from governmental and non-governmental stakeholders imply that Guinea-Bissau is heavily affected by trafficking in persons, including child trafficking for forced labour and sexual exploitation. Particularly evident and most reported form is trafficking of children (so called Talibés) who are entrusted by their parents to adults pretending to be religious leaders (Marabouts) with the pretext of providing religious education to their children. However, in most of the cases, the children end up in forced labour or in street begging and experience severe abuses by their traffickers or while on the streets. Trafficking for sexual exploitation, targeting minors and adults, is also reportedly taking place both by locals and by foreign tourists in the capital Bissau and in the archipelago, especially during the high season and weekends.

## 6.3 Corruption

In fact, the National Integrated Plan to Combat Drugs reports that one of the factors that has hampered the fight against organized crime, effectively is corruption “as the main instrument of extortion and reward for organized crime, it diverts public resources and infiltrates local politics, in public administration, as well as in the private sector, covering criminal phenomena that constrain good governance and the economy itself”. Regarding the latter, corruption is included in the analysis of the SDGs for indicators 16.5.1 and 16.5.2. It should be noted that these two indicators measure the perception of corruption obtained through surveys and the data are in line with the findings of Transparency International, which in 2019<sup>141</sup> ranked the country at the 168th position out of 188 countries with a value of 18 out of 100<sup>142</sup>, thus placing Guinea Bissau in the group of very corrupt countries, a situation that has deteriorated since 2012 and showed a slight improvement in 2019. The Mo Ibrahim index for Good Governance also shows a worrying scenario, since from a scale of 0 to 100, Guinea Bissau had very low values regarding the absence of corruption in government powers (23.3), absence of corruption in the public sector (6.8), absence of corruption in the private sector (19) and absence of favouritism (0). Ideally, these statistics should be analysed together with national data, however, there are insufficient administrative data to indicate the number of complaints, charges,



<sup>141</sup> Transparency International. (2020). Corruption Perceptions Index 2019. Berlin

<sup>142</sup> Mo Ibrahim Index Data Portal

convictions and arrests for corruption, thus informing the institutions' capacity to fight crime. However, it can be concluded that the country is still unable to tackle corruption.

#### 6.4 Money Laundering

Concerning money laundering, there is insufficient data to assess the country's situation, or measure the impacts of existing programmes. The 15th Follow-up report of Guinea Bissau adopted in May 2019 by the Plenary of the Inter-Governmental Action Group against Money Laundering in West Africa (GIABA) identified substantial gaps in the country's AML/CFT institutional framework and response. These relate mainly to: non-criminalization of smuggling of migrants and piracy; the lack of effective supervision of reporting entities, particularly designated non-financial businesses and professions (DNFBPs); the non-submission of suspicious transaction reports (STRs); limited international cooperation between competent authorities, other than the FIU, and their foreign counterparts; and non-freezing of property or other economic resources pursuant to or under UN Resolutions relating to terrorist financing. In order to address the identified strategic deficiencies, GIABA and Guinea Bissau have developed an Action Plan. UNODC has been providing technical assistance for the implementation of this Action Plan which will further help the country in the preparation of its ML/FT National Risk Assessment, as well as its Mutual Evaluation scheduled for October 2020. However, considering drug trafficking and corruption, continuous investment in fighting them is required. The same is true of arms trafficking where data is lacking, although a 2010 study warns that: as a result of the various problems that have affected Guinea Bissau in recent years, mainly related to political instability, many weapons circulate in the country, associated with drug smuggling and human trafficking. This situation has contributed to a general increase in insecurity, where weapons have also been used for crimes not associated with drug smuggling<sup>143</sup>.

#### 6.5 Cross-border Crimes

According to the World Bank 2017, cross-border crimes are on the rise, including trafficking in human beings. The country has served as a source and destination for trafficked children. With regard to human trafficking practices, the strategies adopted to protect children or prevent their trafficking have proven to be inadequate. It appears that despite the adoption of anti-trafficking laws, in 2011, the country has little capacity for investigation and enforcement. According to the Global Report on Trafficking in Persons 2018<sup>144</sup>, there were no investigations or suspects identified for human trafficking cases, although the same source cites several studies that indicate the existence of human trafficking, especially concerning boys forced labour and girls' sexual exploitation, drawing attention to the fact that forced marriage remains a practice in the country. For its part, the Country Report for Universal Peer Review<sup>145</sup> reports that a national committee for the prevention of trafficking in persons has been created but does not provide additional information about it. Thus, it is not possible to present the country's situation, and investing in data production on this issue is required.

As for terrorism, according to the World Bank, (2017), "Guinea-Bissau has yet to achieve full compliance with international standards and agreements against money laundering and financing of terrorism". Connections with Guinea-Bissau have also been cited in relation to criminal activities carried out in association with terrorist or radical networks, reinforcing suspicions of a Terrorism-Transnational Organized Crime/Drug Trafficking nexus within the sub-region<sup>146</sup>.

According to the same source, Guinea Bissau has benefited greatly from regional integration, with an emphasis on its participation in ECOWAS and economic integration, including the free movement of

---

<sup>143</sup> Voz di Paz, Interpeace, (2010). Roots of Conflicts in Guinea-Bissau: The voice of the people. Bissau

<sup>144</sup> UNODC. (2018). Global Report on Trafficking in Persons 2018. Vienna

<sup>145</sup> National report submitted in accordance with paragraph 5 of the annex to Human Rights Council resolution 16/21 - A/HRC/WG.6/35/GNB/1

<sup>146</sup> "Cocaine Smugglers May Cash in on Guinea-Bissau Politics Feud", *Bloomberg*, 9 December 2018 - <https://www.bloomberg.com/news/articles/2018-12-09/political-feud-threatens-to-return-guinea-bissau-to-cocaine-hub>: "Local authorities now worry that Islamist militants in the region may be tapping into the drug money to finance their operations. They have evidence that foreign jihadists sought refuge and recruited members in Guinea-Bissau." Cf. as well: "Três cidadãos da Guiné-Bissau detidos por ligações à Al-Qaida", *Observador*, 2 March 2016 - <https://observador.pt/2016/03/02/tres-cidadaos-da-guine-bissau-detidos-ligacoes-al-qaida/>.

people in this geographical area, which has greatly contributed to the country's stabilization. The presence of the ECOWAS Security Mission in Guinea-Bissau (ECOMIB) has been relevant and has been put to the test in the recent crisis in October 2019, where it was essential to guarantee constitutional order.

In this sense, there is an urgent need to define a border management strategy, aligned with the national security strategy, with strong cooperation between security forces, border entities and local communities.

In terms of international migration, at regional level regional migration is facilitated thanks to the ECOWAS protocol on free movement of goods and people. Officially, there are eleven (11) land entry / exit points (Djedji, Djibanar, Dungal, Tendinto, Cambadju, Pirada, Bruntuma, Fulamore, Cuntabene, Sanconha and Cacine), one (1) sea and one (1) aerial. Regarding the entry points, it is necessary to take into account that border management still present many challenges in terms of a) existing structures, poor or no data collection with no digitalization is performed and the technical capacities of border officers are fragile also when it comes to prevention of epidemic diseases. It is also important to highlight the existence of many more unofficial points of entry, in which there is no control neither for exit nor entry into the country.

The registration of the flow of entry and exit from the country is done, essentially at the airport, at the port of Bissau and at official land entry points. In most land entry points, there has been no entry/exit records. This lack of control has allowed for the continuation and facilitation of irregular border crossing, human trafficking and smuggling through neighbouring countries. Cross-border collaboration on issues relating to migrants' health-related issues has been very weak in the country and yet this pivotal in emergency preparedness and response, surveillance and overall health systems strengthening. There is an urgent need to strengthen multi-sectoral action as well as inter-country and inter-regional collaboration through investing in research and innovation on migrants and health issues, particularly on human mobility and health security. Better understanding of attitudes and practices on various components related to the health of migrants need to be undertaken, including other social science surveys or research on improving the lives and health of migrants, and further strengthening the health system of the country particularly on surveillance and points of entry.

In short, effective measures against corruption, transnational organized crime, drug and human trafficking and cross-border trade need to be taken. In this regard, recommendations were made by the National Integrated Plan to combat drugs, organized crime and risk reduction, 2020-2026 and the Overview of UNODC work on drug trafficking and its linkages to other forms of organized crime and terrorism in Guinea-Bissau.

## **6.6 Migration Governance**

Guinea-Bissau does not currently have a national migration strategy, after a proposal made in 2010. A proposal on this was made in 2010, but not approved. Since then the topic has been slowly gaining traction, but with no policy developments to date. However, the General Directorate of Regional Integration (DGIR) has the mandate to develop the National Migration Policy, through a project funded by the Spanish ECOWAS fund.

There are multiple migration rules, however, the information is not easy to access. It is available only in Portuguese, and neither document clearly describes migration policies. The National Institute of Statistics collects some data on migration, although it has not published a migration report since 2009. Most statistical reports are published at irregular intervals. The United Nations Department of Economic and Social Affairs' Population Division also gathers and releases migration data for Guinea-Bissau, and its last three reports were published in 2010, 2015 and 2017. The Census includes specific questions about nationality, place of birth, and previous place of residence – however, but was last conducted in 2009.

There are no specific provisions in relevant legislation or policies regarding migrants' access to education. The Constitution of Guinea-Bissau grants access to all levels of education only to citizens. The Civil Code grants equal rights to countries with reciprocity agreements (similar to that of Guinea-Bissau and Portugal). The basic law of the education system defines as a general principle the recognition of the right of all Guineans to education and culture, with no reference to foreigners' access to education.

A similar situation is observed in the case of access to social protection for migrants. The Constitution and the Civil Code provide for equal rights for foreigners based on the principle of reciprocity. The General Labour Law of 1986 does not offer more details on access to social protection to foreigners for public services in general, there are no specific laws granting access to foreigners. Social protection in Guinea-Bissau is formally supported by Law 4/2007, which does not include any provisions on the rights of migrants.

There are no provisions in relevant legislation allowing for migrants to vote in local elections, and the constitution grants political rights only to citizens.

The Secretary of State for Communities is responsible for collecting and maintaining a registry of citizens living abroad but due to the lack of resources, data on diaspora members is limited and collected only through secondary sources (information published by destination countries). There is no indication of formal collaboration or communication with the diaspora communities to engage them in agenda setting and implementation of development policy. The National Popular Assembly has a Specialised Commission on External Politics, International Cooperation and Emigration, which is interested in developing a cooperation framework with the Guinean diaspora. The Ministry of Foreign Affairs through the Secretary of State of for Communities is also working to engage with the diaspora in a strategic way. Guinea-Bissau does not have a system to monitor visa overstays. However, the Directorate General of Migration and Borders organizes operations to identify migrants in an irregular situation. No specific or regular training is provided by the government to border and immigration officers. However, border agents have benefitted from trainings on migration management, trafficking and smuggling as a result of partnerships with other countries, namely the French Republic, the Portuguese Republic, the Kingdom of Spain, the Swiss Confederation and the United States of America as well as through projects funded by the European Union.

The country adopted a law to Combat Human Trafficking in 2011 (law no. 12/2011) and has implemented the National Action Plan to Prevent and Counter Trafficking of Persons (2015-2018). The Institute of Women and Children (under the Ministry of Women, Family and Social Cohesion) ensured coordination of the plan. Its implementation was supported by an inter-ministerial Working Group including relevant ministries, intergovernmental organizations and non-state actors called National Committee to Prevent and Fight Against Human Trafficking.

The detention of migrants in an irregular situation is not a common practice in Guinea-Bissau, but there are no official directives ensuring that migrant detention is used only as a measure of last resort. The government relies primarily on the assistance and support of international organizations, such as the IOM and the International Federation of Red Cross and Red Crescent Societies (IFRC) to minimize risks for migrants transiting through Guinea-Bissau. The country does not have systems in place, including formal cooperation agreements with other countries, to trace and identify missing migrants within the national territory.

## ANNEXES

### Annex #1: The Six Pillars of the National Development Plan and their Alignment with the SDGs and Agenda 2063.

Pillars of the National Development Plan “Terra Ranka”	SDGs	Agenda 2063 *PA = Priority Area
Pillar 1: Peace and Governance	1, 3, 4, 5, 7, 8, 10, 11, 12, 13, 15, 16 and 17	1 (PA 4), 2 (PA 1), 3 (PA 1), 4 (PA 1), 7 (PA 1), 10 (PA 1), 11 (PA 1 and 2), 12 (PA 1 and 2), 13 (PA 1 and 12), 16 (PA 1), 17 (PA 1), 18 (PA 1), 19 (PA 1) and 20 (PA 2 and 2)
Pillar 2: Biodiversity and Natural Capital	1, 2, 6, 8, 12, 13, 14 and 15	4 (PA 4), 5 (PA 1), 6 (PA 1), 7 (PA 1 and 3), 20 (PA 1)
Pillar 3: Infrastructure and Urban Development	6, 7, 8, 9 and 11	1 (PA 4), 4 (PA 1), 7 (PA 2 and 3), 10 (PA 1), 18 (PA 1)
Pillar 4: Human Development	1, 2, 3, 4, 5, 8, 10 and 11	1 (PA 2, 3 and 4), 2 (PA 1), 3 (PA 1), 4 (PA 3 and 4), 5 (PA 1), 12 (PA 2) 18 (PA 1),
Pillar 5: Business Environment	4, 8, 9, 10, 12, 16 and 17	4 (PA 1), 18 (PA 1), 20 (PA 1)
Pillar 6: Growth Sectors	1, 2, 6, 8, 12, 13, 14 and 15	4 (PA 3 and 4), 5 (PA 1), 6 (PA 1), 7 (PA 1 and 2),

Source: Result framework and indicators of the Strategic and Operational Plan ‘Terra Ranka’ 2015-2025

## Annex 2: Guinea-Bissau's Performance vis-à-vis the 17 SDGs

The following section provides a snapshot of Guinea-Bissau's progress vis-à-vis the 17 SDGs of the 2030 Agenda for Sustainable Development taking into consideration only the targets for which data is available or can at least be partially estimated.



### SDG 1: Eradicate poverty in all its forms

The country has prioritized the following targets to meet SDG 1:

SDG Targets: 1.1 and 1.5

Status: According to the Light Survey for Poverty Assessment (ILAP, 2010) 69.3% of the resident population lived on less than 2 USD per day (absolute poverty), showing an increase of 4.6% compared to 2002. The condition of the population living on less than 1 USD per day, also rose from 24.8% in 2002 to 33.0% in 2017. Country wide, the incidence of absolute poverty and extreme poverty is more accentuated in Gabú, Cacheu, Tombali and Bafata. However, the available data are not sufficiently disaggregated.

The country faces enormous adverse effects of climate change, which exposes the poor and the vulnerable populations to further vulnerability to climate-related extreme events such as economic, social and environmental shocks and disasters. On average 74,000 people (5% of the total 2016 population), are annually affected by droughts and under future climate conditions (2050-2100 climate). This number is expected to increase up to 38%, computed with reference to the total 2050 population (UNISDR 2018: pp 15). Islands and coastal areas are more prone to adverse climate change impacts. According to UNISDR, most of the flood-affected people, are concentrated in the south-western part of the country, in the Quinara province. Historically, major droughts occurred in 1977, 1979, 1980, 1983, 2002, 2004 and 2013. The drought of 2002 affected an estimated 100,000 people. Guinea Bissau has a Disaster Risk Profiling as of 2018 (Disaster Risk Profile)<sup>147</sup>.

The mobilization of resources from a variety of sources is required to provide adequate and predictable funding to implement programmes and policies in order to end poverty in all its dimensions. According to Monitoring Health for the SDGs <sup>148</sup>, the share of total public expenditure on essential services (education, health and social protection) in 2015 was 9.5% (1.a.2) of the Gross Domestic Product (GDP). Only 3% of Government expenditure was allocated to the health sector in 2017 down from 14 % in 2000<sup>149</sup>.

Guinea Bissau is a country with porous borders, weak health systems, fragile economy and state institutions that are further accentuated by continuous political instability subsequently leading to increased emigration trends (National Migration Profile, 2018). These challenges present a stumbling block to local development, employability of migrants, as well as the overall general population of the country, including the fulfilment of their human rights, safety and well-being. In Guinea Bissau, young people aged 15-35, potentially active, account for almost 37.7% of the total population but employment rate for young people was 10.6% in 2009, with a rate of 4.6% for women (NYP 2016-20). Irregular migration movements from Guinea Bissau are mostly economically motivated and affect predominantly youths from 18 to 28 years of age. The scarcity of employment, good health systems and quality education opportunities often drives these youths to embark on perilous migratory

<sup>147</sup> United Nations Office for Disaster Risk Reduction – Regional Office for Africa and Centro Internazionale in Monitoraggio Ambientale. (2018). Disaster risk profile – Guinea Bissau. Bissau

<sup>148</sup> Global Health Expenditure Database [online database]. Geneva: World Health Organization

<sup>149</sup> Global Health Database (online database) Geneva: World Health Organization.

journeys in search of better livelihoods. According to IOM 752 migrants had returned from Libya and Niger since 2017. Of these returning migrants only 8 were women and 10 children. The majority migrants endure different types of human rights violation such as torture, physical exploitation, violence and forced labour. Data from IOM shows that since 2017, 752 migrants returned mostly from Libya, Niger (of which 8 women and 10 children) were affected by severe levels of vulnerabilities having endured different types human rights violation in the perilous central Mediterranean route (torture, physical exploitation, violence, forced labour among others). In addition, stranded migrants in the subregion with different levels of vulnerability are present in the country and recently the government of Guinea Bissau was asked to assist 565 vulnerable migrants' returnees from Angola. These groups of migrants' returnees predominantly live in a situation of very low- or no-income generations and endure different psychological and medical vulnerabilities due to the different levels of exploitations and human rights violations endured during their migratory journeys. They sometimes also encounter discrimination and stigma once they are back in their families and communities as their migratory experience did not succeed as expected.

But migration can also be a poverty-reduction tool for migrants and their families. Through remittances, higher and/or diversified incomes and many other mechanisms, migration can be associated with positive impacts on household finances through improved savings, assets, investments, insurance, and access to financial services. Moreover, in Guinea Bissau migration is often a strategy for households to manage the risks of poverty and food insecurity, building resilience to fluctuations in agricultural production, income, and employment. Migration is also associated with positive outcomes in education and health for migrants themselves as well as their family members and can help increase access to basic services. These migration-induced effects can help meet progress towards targets 1.1, 1.2, 1.4 and 1.5 under Goal 1. To boost these effects and empower all migrants to be agents for development, efforts should focus on promoting safe migration and safe migration and lowering its cost. The integration of migrants should also be seen as an enabler of their development contributions; policy frameworks can be put in place that optimize the labour, skills, expertise, remittances, and other dynamics of migration for development use. Therefore, migrant integration – through promoting the well-being and protecting the human rights of all migrants – should be considered a tool to support the development potential of all migrants.



SDG 2: Eradicate hunger, achieve food security, improve nutrition, and promote sustainable agriculture

Guinea Bissau has prioritized 5 targets:

#### Goals: 2.1

Using FAO's Prevalence of Undernourishment measure, the number of people suffering from undernourishment in Guinea Bissau were 0.5 million in 2018 equivalent to 28% of the population. The current prevalence of undernourishment remains well above the West Africa average of (14.7%) and Least Developed Countries (23.6%) averages. In 2016, Guinea-Bissau's rate of undernourishment was ranked 13th out of 39 among the Least Developed Countries and 2nd after Liberia in the West Africa region. Despite some progress in reducing undernourishment from 31% in 1996 to 22.2% in 2012, the number of people suffering from undernourishment has increased steadily since then reaching 28% in 2018. The Food Security and Nutrition Monitoring System (FSNMS) jointly conducted by the Ministry of Agriculture, National Statistics Institute and WFP in September 2019, showed that 30.7% of households in Guinea-Bissau were food insecure, 34.2% in rural areas and 19.2% in urban areas. The regions most vulnerable to food insecurity were Gabu (39.7%), Biombo (38.3%), Oio (37.5%) and Cacheu (36.9%). In these regions food insecurity was well above the national average of (30.7%) and ranged from 40 to 46% in rural areas. Food insecurity was below the national average in Tombali (28%), Bafatá (21%), Quinara (22%), and Bolama Bijagos (22%).

Guinea-Bissau experiences a significant burden of malnutrition among its under-five population. In 2019 the SMART survey estimated that the national prevalence of under-five stunting was 29.9%. Stunting was very high in Oio (40.9%), and high in Bafata' (34.9%), Gabu (33.1%), and Tombali (29.9%). The SMART survey estimated that the wasting prevalence was at 8.7%. The global acute malnutrition (GAM) rate was the highest in Gabu (10.1%) and Bafata (9.1%). Figure 6 and 7). Under-five mortality rate is 55 for each 1,000 born, the yearly average of neonatal deaths was 2,567 in 2014 (MICS 2014).



SDG 3: Ensure access to quality health and promote well-being for all, at all ages

The country has prioritized the following targets to meet SDG 3:

SDG Target: 3 to 3.9 c.

Status: According to the Global Health Security Index, Guinea-Bissau has the second most fragile health system in the world (after Somalia). The country's health system faces persistent challenges related to low public spending, poor infrastructure, inadequate supply of health workers, inadequate clinical and managerial training systems, malfunctioning referral system, non-operational health-information systems, weak governance and inadequate capacity and systems management (such as budgeting, public financial management and human resources management).

The country's life expectancy is 57.67 years, which is lower than the average for Sub-Saharan Africa (60.88). Lower respiratory infections, HIV/AIDS, malaria, diarrheal diseases, stroke, and neonatal disorders are the major cause of deaths. The burden of HIV in Guinea-Bissau is the highest in West Africa and it affects more women than men.

The MICS 2014) indicated that Maternal Mortality Rate was estimated at 900 deaths per 100,000 live births, which is higher than the average among West African countries (579). However, the mathematical estimation model used by WHO in conjunction with UNFPA, UNICEF and the World Bank points to a rate of 549 deaths (World Health Statistics - WHO, 2018). In 2017 the national strategy for Maternal Death Surveillance and Response (MDSR), which complements the 2014 law of the Ministry of Public Health institutionalizing the notification of maternal deaths, was validated but still shows poor implementation. According to the National Institute of Public Health (INASA), there were 220 maternal in-hospital deaths in 2018. Most cases were from SAB (47%), Gabú (13%), Bafatá (10%) and Cacheu (9%). 55 (25%) were evaluated and audited by the Maternal Death Surveillance and Response (MDSR-VMMR) Committees and indicated a low level of MDSR integration. Also, access and quality of basic obstetric fistula and neonatal emergency services are limited. Between 2016 and 2019, 270 women were treated during five (5) Obstetric Fistula campaigns carried out between 2016 and 2019. The national capacity for the treatment of obstetric fistula (FO) has been strengthened. The validation of the national strategy for the prevention and treatment of FO and the training of two doctors at Dakar University/Senegal, has increased access to services.

Several programmes are being implemented to support reproductive health, by the support of the H4+ partnership, the European Union and the World Bank. The coverage rate for antenatal care for women between of reproductive ages, i.e. aged 15-49, is about 93%, meaning women who have benefited from at least one prenatal visit by a qualified health officer. However, for four appointments, which is the minimum recommended by WHO, this proportion drops to 65% (MICS, 2014). Additionally, according to MICS 2014, about 14% of women of reproductive age (15-49 years old) use modern family planning methods (3.7.1) and 84% did not use any method. Regarding childbirth, only 45% of pregnant women were attended by qualified personnel (doctor, nurse, or midwife) and 42% were delivered in health facilities (MICS 2014). According to INASA, 21% of assisted deliveries in 2018 were adolescents, and the rate of prenatal consultation CPN 1 was 68% against that of CPN 4 only 28%, indicating a high rate of CPN1-CPN4 loss of 40%, while the post-natal consultation rate was 46% among this group.

The prevalence of modern contraception was 14%, and the total fertility rate of 4.9%. Socio-cultural barriers and the weak involvement of men seems to contribute to the low demand for modern contraceptive methods. The under-five mortality rate is 89 per 1000 live births, infant mortality is 55 per 1000 live births, and neonatal mortality is 39.7 per 1000 live births. Slow improvements in maternal, sexual and reproductive health are attributed to a range of structural deficiencies: nonexistent and poorly implemented health policies, inadequate health infrastructure, poor health facilities and equipment; insufficient qualified human resources; lack of reproductive health products and Minimum Initial Service Package (MISP) is also poorly implemented nationally.

Migrant women and girls, especially those who have been trafficked or are irregulars who are victims of abuse and sexual or gender-based violence. They often lack access to appropriate health care, information and education. They also experience negative outcomes, such as unwanted pregnancy, sexually transmitted infections, higher maternal neonatal mortality.

According to INE data (2014), the mortality rate among under-5 children (3.2.1) is 88.8 per 1,000 births. This remains among the highest in the world. If we consider that the commitment set by the 2030 Agenda to end preventable deaths of new-born and children under 5, with all countries committed to reducing neonatal mortality to at least 12 per 1,000 live births, and under-5 mortality by at least 25 per 1,000 live births (Target 3.2), we can see that the country is way behind these targets.

The neonatal mortality rate (3.2.2 stands at 19.7% nationwide), according to MICS 2014. The in-hospital peri- and neonatal mortality rate decreases from 75 per 1000 live births (SONU Report 2003) to 58 per 1000 live births (INASA, 2018). In 2016, the infant mortality rate was 60.3 per 1,000 live births, and the under-five mortality rate was 92.5 per 1,000 live births.<sup>150</sup> The major causes of death for children under five are communicable diseases, particularly malaria, diarrheal diseases, and respiratory illnesses. Of these deaths of under-fives, many are amongst children in their first month of life. The neonatal mortality rate was 36 deaths per 1,000 live births between 2010 to 2014 according to the MICS 5 for Guinea-Bissau, and of 39.7 deaths per 1,000 live births in 2015 according to the World Bank.<sup>151</sup>

Lack of qualified health care providers is the biggest constraint to achieve target 3.1 and 3.2. The overall number of health workers decreased from 1996 (2,325) to 2016 (2,173). The public health sector currently officially employs 2,150 workers in Guinea Bissau, with 417 physicians, including 53 specialists (11 in public health; 5 Gynecologist-obstetricians; 11 epidemiologist; 1 tropical medicine; 40 general comprehensive medicine) and 1,530 nurses, 203 midwives; this shows a low ratio of each type of health care providers by number of inhabitants; i.e., 1 doctor per 5964 inhabitants (against the WHO norm of 1/11,000), 1 nurse per 1223 inhabitants (vs WHO norm of 1/3,000) and 1 midwife per 9,792 inhabitants or 1 midwife for 2,056 women of age fertile (vs 1/300 WHO norm). The proportion of various health professionals per 10,000 inhabitants in 2016 was 1.22 for physicians, and 6.08 for nurses (PNDS 2018-2022). Over the recent years, the impact of the war-related diaspora on the workforce has been noticeable reduced, particularly in terms of the loss of skilled cadres between 1996 and 2007. Although on balance the health workforce has been relatively stable during the last two decades, progress has been registered in terms of the upgrade of auxiliary health personnel, and of the reduction of support staff in favor of training general nurses and physicians. In 2016, 60% of all health workers were female, although women represented only 31% of physicians. Priority should also be given to strengthened midwifery programme at the national school of health to reduce the still high unmet need for midwives (79%).

---

<sup>150</sup>UNDP, "Human Development Report 2016", available at [http://hdr.undp.org/sites/default/files/2016\\_human\\_development\\_report.pdf](http://hdr.undp.org/sites/default/files/2016_human_development_report.pdf), p. 229. According to MICS 5 for Guinea-Bissau, from 2010 to 2014, the infant mortality rate was of 55 and the under-five mortality rate was of 89, per 1,000 live births (p. 2).

<sup>151</sup>Instituto Nacional de Estatística da Guiné-Bissau (National Statistical Institute of Guinea-Bissau), UNICEF, UNFPA, UNDP, International Partnership for Human Development, "Guiné-Bissau - Inquérito aos Indicadores Múltiplos 2014: Principais Resultados" (Guinea-Bissau Multiple Indicator Cluster Survey 2014: Key Findings), MICS 5, 2014, March 2015, p. 2; and World Bank Data available at <http://data.worldbank.org/>.

The HIV prevalence remains considerably high in Guinea-Bissau. According to UNAIDS data the HIV prevalence rate among the 15 - 49 age group was 3.5 [3.0 - 4.0] percent, the highest in West Africa region.

Pediatric Antiretroviral drug (ARV) coverage (0-14 yrs.) was at 6% in 2018, recording an important increase from 3% in 2010 to 12% in 2017 and a subsequent drop to 6% in 2018. Maternal ARV coverage was at 48% in 2018, evolving from 13% in 2013 to 67% in 2016 and then dropping to 48% in 2018. Mother-to-child transmission rate is at 35%. In summary, the trends for ART coverage, for both children and mothers dramatically dropped, while MTCT remained high. This means that the country is far from attaining the goal of HIV elimination by 2030.

According to UNAIDS (2018), 44,000 adults and children in Guinea Bissau live with HIV, but only 15 000 are on ARVs treatment. HIV treatment is still a privilege for a very small number of infected people. STIs are generally frequent in Guinea-Bissau. 90% of STI cases are treated correctly in health facilities and care is integrated in all health services in the country. In 2017, 1087 cases of STIs were registered in different health units nationwide. However, the lack of awareness remains a problem. The regional distribution of HIV prevalence in pregnant women shows that five regions have a prevalence of 5% (Bafatá: 7.9%; SAB: 5.9%; Tombali: 5.3%; Oio: 5.3% and Quinara: 5%). However, prevalence in Gabú dropped from 9.5% to 3% and Oio for it increased from 2.7% to 5.3% between 2009 to 2014. In young people aged 15-24, the distribution per sex shows a predominance of women with HIV prevalence decreasing, from 1.3% to 1% between 2010 and 2014 (PEN VIH, 2019).

There are also problems related to other diseases, such as tuberculosis, where the incidence rate (3.3.2) is 374 per 100,000 (World Health Statistics, 2018). Tuberculosis is widespread, with 377 cases per 100,000 in 2015). Malaria is also widespread in the country but deaths due to infection by *Anopheles* mosquitos, have steadily declined over the last decade. Between 2012 and 2014, malaria prevalence in surveyed areas of the country declined by 90% amongst children aged between six to 59 months, and by 83% among individuals older than five. A decline in incidence was observed prior to the implementation of many interventions, but concerted State and donor efforts have certainly reduced malaria morbidity and mortality significantly. Donor support, including from the Global Fund, provided Insecticide-Treated Bed Nets (ITNs), and this has led to more than four out of five people sleeping under ITNs nightly.

#### Main causes of death and disability in Guinea-Bissau and West Africa

Cause	Guinea-Bissau Deaths (%)	Guinea-Bissau DALYs (%)	West Africa Deaths (%)	West Africa DALYs (%)
Malaria	15.8	19.7	12.0	13.8
Cardiovascular diseases	11.9	5.2	13.6	5.5
HIV/AIDS	11.2	9.3	6.2	4.8
Lower resp. infections	9.0	8.4	10.1	9.1
Neonatal disorders	8.3	10.8	9.4	12.2
Injuries	6.2	5.8	6.9	6.2
Diarrheal diseases	6.0	6.5	6.0	6.3
Nutritional deficiencies	4.0	5.3	4.1	5.9
Total % contribution of top 8 causes	72.4	71.0	68.3	63.8

SOURCE: World Development Indicators, 2016). \* indicates data from the 2014 MICS.



The Hepatitis B incidence rate (3.3.4) in 2018 was 2.12 per 100,000 inhabitants, according to the WHO World Health Statistics. On the other hand, in the same year 1577 people needed some intervention for neglected tropical diseases (3.3.5). The mortality rate attributed to diseases of the circulatory system, malignant tumors, diabetes mellitus and chronic respiratory diseases (3.4.1) is 18.8% and the intentional self-harm/suicide (3.4.2), mortality rate was 6.3 per 100,000 inhabitants. With an extremely fragile health system, patients in need of specialized services are seeking healthcare abroad, if able to afford. In 2018, 824 patients were evacuated to Portugal<sup>152</sup> and were referred by Junta Médica<sup>153</sup>. A study conducted<sup>153</sup> in the UEMOA space showed that Guinea-Bissau was responsible for

<sup>152</sup> República da Guiné-Bissau, Ministério da Saúde, Instituto Nacional de Saúde: Anuário Estatístico de Saúde – Guiné-Bissau, 2018.

<sup>153</sup> Etude d'évaluation technique et propositions de mise a niveau du financement et de gestion des centres de soins especialises de haut niveau em vue de reduire les evacuations sanitaires hors de l'espace UEMOA – Rapport final, 2013.

48,3% of the medical evacuations (747/1,547). The report urged Guinea-Bissau strengthened capacity for the management of pathologies needing to be evacuated.

Alcohol consumption, as reference to the national threshold defined for the consumption of pure alcohol per capita (people aged 15 and over) per year (3.5.2), in Guinea-Bissau in 2016 showed alcohol consumption of 4.8 liters/h. Road Accident Mortality Rate (3.6.1) in 2013 was 27.5 per 100,000 (WHO, 2018).

According to World Health Statistics (2018), the number of live births per 1,000 adolescent mothers in 2016 was 106 (age group 15-19, 3.72.). Research has shown that promoting family planning is key to reduce poverty burden and boost integral development. It is important to multiply research efforts to achieve zero unmet needs for family planning<sup>154</sup>. Achieving universal health coverage (UHC) means ensuring that all people receive the essential health services they need without being exposed to financial hardship as a result. Thus, two indicators are related to this goal: 3.8.1 coverage of essential health services and 3.8.2 the proportion of a country's population with large household expenditures on health relative to their total household income. The Universal Health Care service coverage index for Guinea-Bissau was 39%, as shown by World Health Statistics (WHO, 2018), however for the second indicator, no data is available. According to the same source, the mortality rate ascribed to environmental and domestic air pollution (3.9.1.) in 2016 was 214.7 per 100 000, and the mortality rate ascribed to unhealthy water sources and poor or non-existent sanitation and hygiene conditions (inadequate access to sewage services) was 35.3 per 100,000 and the mortality rate attributed to accidental poisoning. The number of children vaccinated nationwide increased from 61.2% in 2010 to 88.2% in 2019, very close to the target set in the PEO matrix, i.e., 90%. L. With 88.5% in rural areas and 87.3% in urban areas. Tombali region is the worst ranked region, with only 78.3% of children vaccinated.

The "Net Total Official Development Assistance for Medical Research and the Basic Health Sectors, was US\$11.23 per person in health research in 2016 (WHO, 2018).

The financing of the health sector under the General State Budget (OGE) is still a major challenge and it oscillates around 6% between 2014 and 2018, well below the regional target of 20%. Government allocations to the health sector had oscillated from 3% to 7% in the previous five years and the country did not have a health financing strategy, relying mostly on external funds. The proportion of the government budget spent on health was 5.18%, well below the commitment made by the Government in Abuja in April 2001, when African Union countries pledged to adopt a budgetary allocation of at least 15% to improve the health sector. Moreover, less than 1% of the general budget of the State was currently allocated to women's and children's health, despite the chronic vulnerability of those population groups.<sup>155</sup>

The Health Accounts of 2011<sup>156</sup> showed that 47,6% of the health expenditure was funded by international cooperation, 42,6% by out-of-pocket payment and only 8,2% by the General State Budget. According to programming data from the Ministry of Public Health, Directorate of Human Resources for Health Services and Administration of 2019, the number of health professionals and breakdown by cadre are as follow: doctors is 0.22 and nurses and midwives is 0.92 per 1,000 inhabitants, combined is 1,15% per 1,000 inhabitants which is far from the threshold established by WHO of 2.3 skilled health professionals (doctors, nurses and midwives) per 1000 inhabitants.

The joint assessment of International Health Regulation (IHR) capacities in the country shows that, on a scale of 1 to 5, the country is between 1 and 2. Hence the country's level of preparedness in terms of health emergency is very low, including poor capacity to implement the Minimum Initial Service

---

<sup>154</sup> UNFPA-PATH, 2008; Singh S, Darroch JE, Vlassof M, Nadeau J. Adding It Up: The Benefits of Investing in Sexual and Reproductive Health Care. New York: Alan Guttmacher Institute; 2003. Available at: [www.guttmacher.org/pubs/covers/addingitup.html](http://www.guttmacher.org/pubs/covers/addingitup.html).

<sup>155</sup> OHCHR, compilation on Guinea-Bissau for the Working Group on the Universal Periodic Review, A/HRC/WG.6/35/GNB/2 (2019), p. 6.

<sup>156</sup> República da Guiné-Bissau, Ministério da Saúde Pública, direcção Geral da Administração dos Sistemas de Saúde: Relatório das Contas de Saúde 2011 – Contas Globais – Despesas de paludismo, VIH/SIDA e Saúde Reprodutiva, 2016.

Package (MISP) for emergency reproductive health during humanitarian crisis. The COVID-19 pandemic hit the country on 24th of March 2020 when it was least prepared.

Irregular migrants face different levels of vulnerabilities. In particular in their access to basic human rights such as healthcare, education, social protection, and information. Returned migrants report shows that circumstances of abuse and exploitation during their journey, thus needing specific protection upon return. The analysis of the data collected on more 620 migrants supported by IOM since May 2017 show that 90% of them suffered different level of violence exploitations and abuses including forced labour, were victims of violence or torture were put in detention during their journey along the Center Mediterranean.

In general terms the existing legislation does not impose barriers for migrants to access healthcare. However, conditions for equal access are not explicit either. For example, the Constitution of Guinea-Bissau grants foreign nationals and stateless individuals the same rights as citizens, on the basis of reciprocity; however, equal access to healthcare for foreigners is not specified. The General Statute of the Emigrant (1986) provides for access to medicines and health services to migrants during their stay in Guinea-Bissau.



SDG 4: Ensure access to inclusive, quality, and equitable education and promote lifelong learning opportunities

SDG Target: 4.1 to 4.8 c

Status: The 2017–2025 education sector plan required the State to progressively allocate 20% of the total budget to education. The lowering of the allocation for education in the 2018 formal State budget to less than 10% and in subsequent years remains as a major cause of concern.

According to MICS 2014, the national primary education completion rate was 75.7% in 2014, being 79.8 for girls and 72.3% for boys. Whereas, the lowest rate was registered in Bafatá (37.5%), Gabú (46.9%) and Oio (56.6%). Regarding secondary education (2nd cycle). The national completion rate in 2014 was 88.7%, (90.4% for boys and 86.5% for girls). Regarding education quality, according to UNESCO, 2016<sup>157</sup>, the situation is equally critical regarding the quality of learning<sup>158</sup>. Whether in language or mathematics, the children in Guinea-Bissau have, according to national assessments, a second-grade level of school achievement, comparable to similar countries, but they score poorly after five years of primary school. This means that within three years, pupils fall behind their peers in neighboring countries. There are no specific provisions in relevant legislation or policies regarding migrants' access to education. The Constitution of Guinea-Bissau grants access to all levels of education only to citizens. The Civil Code grants equal rights to countries with reciprocity agreements (similar to that of Guinea-Bissau and Portugal). The basic law of the education system defines as a principle the recognition of the right of all Guineans to education and culture, with no reference to foreigners' access to education. Improving access to quality education to meet the target of universal primary education set by the Education Ministry for 2020 remains as major challenge. Only a quarter of primary schools had provisions for six years (grades 1 to 6), the full complement of primary-level schooling. Moreover, while nine years of basic education were compulsory, only six years were free of charge. The rate of completion of the first two cycles of basic education had deteriorated from 64% in 2010 to 59% in 2013. School drop out before was high (38%).<sup>159</sup>

<sup>157</sup> República da Guiné Bissau. (2013). Relatório de estado do sistema educativo nacional de Guiné Bissau. Bissau

<sup>158</sup> República da Guiné Bissau. (2013). Relatório de estado do sistema educativo nacional de Guiné Bissau. Bissau

<sup>159</sup> OHCHR, compilation on Guinea-Bissau for the Working Group on the Universal Periodic Review, A/HRC/WG.6/35/GNB/2 (2019), para 55-6, p. 7.

A module on Comprehensive Sexuality Education (CSE) is being progressively integrated in the national curriculum of primary and secondary education. Further efforts to incorporate human rights into primary education started in 2017 and a number of modules for children and teachers were concluded by the INDE. This pilot was however interrupted in 2020 due to the governability crisis and the measures to prevent the spread of COVID-19.

The report of the Special Rapporteur on extreme poverty indicated that the number of schools was inadequate and hence children had to travel long distances in order to continue attending school past the primary level.<sup>160</sup> Some factors hampering access to education were the prevalence of child labour, early pregnancy and early marriage. Child labour affected both boys and girls, while early pregnancy and marriage affected girls predominantly.<sup>161</sup>

A module on Comprehensive Sexuality Education (CSE) is being progressively integrated to the national curriculum of primary and secondary education. Most of the schools, do not have the basics such as instructor's manuals, and other teaching materials; and the students do not have access to basic tools like pencils, paper, schoolbooks, etc.

The parity index shows that all indicators (women/men, rural/urban, the 1<sup>st</sup>/5<sup>th</sup> wealth as disability status, indigenous and conflict-affected populations, in this list that can be disaggregated (4.5.1), according to SDG implementation report, in recent years, the parity situation has been improving based on data available in the MEN Statistical Yearbook, the national parity index went from 0.94 in 2006 to 1 in 2019. The situation is also improving at the regional level. Only Oio has a lower level, 0.92, as shown in Table 2.

According to the 3rd (secondary) cycle, the national gender parity index has also improved significantly, from 0.73 in 2006 to 0.81 in 2014 and 1.12 in 2019. At the regional level, only Gabu region (0, 39), and SAB (0.67) did not reach parity.

Given the high numbers of migrant children, children impacted by seasonal mobility and of children who are victims of trafficking in Guinea Bissau. It is difficult to plan for them in the provision of education when some children hosted in dedicated protection shelters is essential to meet this target. Migrant students also face difficulties accessing education and can be excluded from education due to language or socioeconomic barriers, and hence often achieve poorer learning outcomes.

Guinea-Bissau has been making progress since 2006, where schools have been welcoming pupils at all levels equally and on an even basis. There is currently parity at the national level, both in EB and secondary education. On the other hand, according to the 2019 Statistical Yearbook of the Ministry of National Education (MEN), in 2019, about 80% of children had equitable access to education in teaching facilities for the 3rd cycle of EB. The difference in accessibility between boys and girls is 22.5% in favour of boys representing 72.5%. In the urban environment it is 91%.

Regarding the share of the population of a given age group with at least a certain level of proficiency in (a) literacy and (b) functional numeracy skills by sex (4.6.1), analysis conducted by INE and Afristat, from the Integrated Regional Survey on Employment and the Informal Sector (IRI-ESI) in 2018 found that the literacy rate of the population aged 15 and over, regardless of language, is 80.8%, with 86.9% for men and 75.4% for women.

Regarding proficiency measurement, *Terra Ranka* proposed an indicator of the percentage of second grade children disaggregated by gender and locality/sector with weak mastery of the Portuguese language (corresponding to less than 25% of the correct answers). MENES data (2017-2025 Sector Plan Summary) showed that due to the increased in the number of pre-school, results have been improving from year to year at all levels related to the 1st and 2nd cycle of Basic Education from 20% of children

---

<sup>160</sup> A/HRC/29/31/Add.1, para. 49.

<sup>161</sup> OHCHR, compilation on Guinea-Bissau for the Working Group on the Universal Periodic Review, A/HRC/WG.6/35/GNB/2 (2019), para 57, p. 7.

with learning difficulties in 2014 to 17% in 2019. Besides, there was improvement in mathematics skills, where the percentage of children facing difficulties fell from 35% in 2014 to 30% in 2019.

According to UNESCO (2016), the quality of education in the country is worrisome: teachers do not have mastery of what they teach. At a level corresponding to the 5th grade, teachers cannot answer a quarter of the Portuguese language questions and about half of the math questions coming from their students' school programme. There has been a long delay in the payment of salaries, which resulted in long strikes and, in addition, contract teachers only worked 7 months instead of 10. The school systems have never completed a full school calendar year in 20 years, resulting in an entire generation without adequate schooling.

UNESCO (2016) also reports that the level of schooling in Guinea-Bissau is abnormally low, with 60% of children completing the 6-year primary cycle. Three reasons explain the school dropout rate: late school entry (children in Guinea-Bissau are on average 4 years behind their official age), very high repetition rate (over 20% in primary school) and the scarcity of schools offering a full 6-year cycle of primary education (only 25% of schools). Also, about half of Guinea-Bissau's children attend schools that do not offer 6 years of elementary education, i.e., one child over two who starts school in a teaching facility will not complete their primary education there.

School dropout, especially in secondary education, is also a concern. About 45% of school-age children in Guinea Bissau are out of school.

Currently there are scholarship opportunities for Bissau Guinean students to study in Portugal, France, Brazil, China, Morocco among other countries. The Ministry of Education does not provide information on a centralized database on scholarship opportunities and the system in place to attribute those scholarship was observed by many students and CSOs to not be highly transparent. Expanding the number of cross-border scholarships available and putting in place transparent mechanism for students to apply for scholarships is of fundamental importance to promote student's mobility. Student mobility provides an opportunity to increase the number of education migrants, thus increasing higher education opportunities.



SDG 5: Reach gender equality and empower all

The country has prioritized the following goals to meet SDG 5:

---

SDG Target: 5.1

Status: For the indicator, the existence of legal frameworks to promote, enforce and monitor gender equality and non-discrimination (5.1.1). The country has proposed a legal and institutional reform to promote, implement and monitor equality and non-discrimination based on sex and protection of vulnerable groups through the publication of a number of instruments: (i) legislation setting quotas; (ii) victim and witness protection legislation; (iii) protection legislation to fight forced begging; (iv) legislation to tackle early or forced marriage. Unfortunately, to date, the authorities have only succeeded in passing the Election Parity Law. The law, while being an important step forward, sets a quota for the election of women without guaranteeing gender alternation in the parties' candidate lists or in other government positions. The representation of women is confined to the National Assembly of the Parliament and local authorities. On the other hand, the sanctions foreseen for the parties that do not comply with gender in their list of candidates are not very strong. Achieving "zero gender-based violence" remains a big challenge and shows results in several gaps.

---

#### SDG Target: 5.2

Status: For Goal 5.2, no data exists concerning the share of women and girls 15 years of age and older who have been subjected to physical, sexual or psychological violence by a current or former partner in the last 12 months (5.2.1), and share of women and girls aged 15 and over who have been sexually assaulted by non-intimate partners in the last 12 months, by age and place of occurrence (5.2.2).

Existing data and reports from government and CSOs demonstrate that trafficking in persons (TiP), in particular of children and women for forced labor and sexual exploitation, constitutes a major challenge in the country, involving both national and foreign criminal networks. According to the National Committee on Prevention of Trafficking of Human Beings of Guinea Bissau, CSOs and border police reports, around 2,350<sup>162</sup> children were referred to child protection services from 2011 to date, mainly supported by UNICEF, IOM and NGOs. At level of the border posts capacities of the border officers to improve signalization and referral of children and vulnerable women in irregular situation and in border areas with no permanent control remain scarce.

---

#### SDG Target: 5.3

Status: According to the 2014 multi-indicator cluster survey data, 28% of girls became pregnant before reaching 18 years of age<sup>163</sup>. The prevalence of Female Genital Mutilation (FGM) was 45% among women and girls aged 15-49 and 30% for girls aged 0-14. The practice is more prevalent in the Gabu region, where 96% of women and 69% of girls underwent FGM. In addition, according to data published in the 2014 by UNICEF, about 7% of Guinea Bissau's children are married before the age of 15.

The drafting of the Child Protection Code to address this situation, is under way, in parallel with work on drafting the Child Protection Policy and its Action Plan.

Regarding the indicator (5.3.2), about half of women of reproductive aged 15-49 who underwent female genital mutilation, indicated by age group, were circumcised and the prevalence affects approximately 40 % of girls aged 0-14. According to UNICEF (2016) about 80% of FGM occurred before girls reached 14 years of age. In turn, the MICS 2014 reveals that FGM decreases with increasing education level, i.e., for illiterate women the level is 61.8%, for those with primary education it is 41.2%, and those with secondary education it is 24.2%. The same research informs us that about 5000 women and girls continue to be at risk for FGM in the country.

---

#### SDG Target: 5.4

No data.

---

#### SDG Target: 5.5

The share of parliamentary seats held by women (a) in national parliaments and (b) local governments remain low, despite the publication of the Parity Law in December 2018. The percentage of women parliamentarians in the 10<sup>th</sup> Legislature of 2019 (5.5.1) is only 11.8%, compared to 13.7% in the 9<sup>th</sup> legislature in 2015. On the other hand, women occupy 50% of ministerial positions, the only Community of Portuguese Language Countries (CPLP) with parity at the government level. In 2019, the government led by PM Aristides Gomes, had 50% women in ministerial positions, the only CPLP

---

<sup>162</sup> Mainly children (boys) who were sent to Senegal and sub-region countries, for religious studies, who end up in forced begging and other forms of exploitation and violence and with no access to education and health services.

<sup>163</sup> UNICEF. (2014). Guinea Bissau multiple-indicator cluster survey (MICS). Available at <http://ghdx.healthdata.org/record/guineabissau-multiple-indicator-cluster-survey-2014>. The results of the sixth multiple-indicator cluster survey are expected to be published during the third quarter of 2019.

country with parity at the government level. No local elections took place hence no local governors elected. Female appointed governors can then be mentioned.

There are no data regarding the share of women in leadership managerial positions (5.5.2).

---

SDG Target: 5.6 -

Status: There is some data which indicates (5.6.1) the share of women aged 15-49 who make informed decisions about their sex life, contraceptive use and reproductive health.



SDG 6: Ensure the availability and sustainable management of drinking water and sanitation for all

The country has prioritized six targets:

---

SDG Target: 6.1 to 6.6a and 6.6 b

Status: According to data from the IRI-ESI (2018), the share of population with access to safe drinking water is 66.2% nationwide with large variations among areas of residence, 82.5% in urban areas, against 54.6% in rural areas. At regional level, except for SAB (87.9%), Quinara (68.6%) and Bafatá (68%), the others are below the national average, with the lowest level found in Oio (42, 5%). According to the WHO/UNICEF Joint Monitoring Program conducted in 133 health facilities (2018/2019), the share of health facilities with basic water services is 71% and very low implementation of sanitation and hand hygiene services (11% to both), including minimal health care waste management. The IRI-ESI (2018) used a proxy to determine the share of population with access to latrines to assess the share of population using safe sanitation services, including soap and hand-washing facilities. As can be seen from Graph 4, the levels are high at the national level (84.6%), with Bafatá and SAB showing the best scores (93.8% and 96.4% respectively). However, in rural areas, specifically in some regions, such as Bolama/Bijagós (53.8%) and Oio (67.3%), critical attention is needed. There have been improvements in the country regarding the practice of open-air defecation, with PEO Terra Ranka aiming to reach 800 open air-defecation-free communities by 2020 with 1,152 communities already reached in 2019. However, statistics at the household level are needed to provide a better understanding of the situation at the national level.



SDG 7: Ensure access to reliable, sustainable energy sources

The country has prioritized the following targets:

---

SDG Target: 7.1 to 7.2

Status: According to data from the IRI-ESI (2018), the share of population with access to electricity is only 46.2%, with 65.3% in urban areas and 33.8% in rural areas. Whereas the SAB has the highest level (74.9%), at the opposite extreme is Bolama Bijagós with only 10.9%, followed by Tombali. If we take the 2030 target of universal access to modern, reliable, and affordable energy services into account, then much remains to be done. The IRI-ESI (2018) reported only 1.3% of the population as having access, with 3.2% in urban areas and 1.3% in rural areas.



SDG 8: Promote inclusive and sustainable economic growth, full and productive employment, and decent work for all

The country proposed to measure several indicators:

SDG Target: 8.1 to 8.10

Status: According to data published by the United Nations Statistics Division (DENU), in 2013, the GDP grew by 0.6%, reaching (-1.6%) in 2014 and from then on there was an upward trend, having reached an average of 3.4% in the last three years. According to the IRI-ESI, in 2018 the share of informal employment in non-agricultural employment was 92.2% at the national level, 88.7% for men and 96.4% for women. The average hourly earnings of female and male employees, by profession, age group, and people with disabilities was at CFAF 2178 at the country level (USD 3.7), with men earning almost twice as much as women, CFAF 2487 (USD 4.2) against 1410 (USD 2.4) for women. Unemployment rate was 7.1% at the national level and practically without differences regarding sex. Unemployment affects the urban population (9.3%) more than the rural population (5.2%). In terms of age, unemployment affects young people (age < 34 years old) more. The rate of young people (15-24 age group) not employed and who are not in school or training (8.6.1), is at 25.4%. Women in this age group are the most affected, representing around 32%, against 19% of men.

According to the Report of the Situation of Childhood in Numbers, the number of children aged 5-17 years old who are child labourers, by sex and age (8.7.1) is about 38%. The IRI-ESI (2018) estimated the share of fatal and non-fatal work accidents, by sex and migration condition at only 1.9%, affecting mainly men, with 2.4% against 1.3% for women. Guinea Bissau does not yet have Tourism Satellite Accounts, which would allow it to determine the weight of tourism in the economy. According to data from the 2018 Informal Sector Survey, the share of jobs in sustainable tourism-related industries in overall tourism employment is still only 4.4%.

Migrant returnees who embarked in the perilous journey of the Central Mediterranean route assisted by IOM since 2017 are mostly engaging in the informal economy. The same situation also involves irregular migrants. Target 8.8 upholds the rights of all types of migrant workers. Supporting the government of Guinea Bissau in taking a rights-based approach that promotes international rights frameworks, including labour standards, would help improve the situation of many migrant workers facing vulnerabilities by helping address common challenges, including those relating to working conditions, wages, social protection, occupational safety, migration status and access to health care (including access to sexual and reproductive health). The achievement of this target would also help address human trafficking, debt bondage and forced labour.

Until 2017, the country had 15 bank branches, distributed across different regions and sectors in the country. The PEO foresees 32 branches in 2020 but, already in August 2019, the country had reached 38 bank branches. There are many variations at the regional level, where Bissau has 23 branches, Bafatá, five (05), Cacheu, four (4) branches, Quinara, two (2) and Biombo, one (1). The Oio, Tombali and Bolama/Bijagós regions do not yet have bank branches to serve their populations. According to data from MEF - DGSAB and BCEAO, only 2% of the Bissau-Guinean population had a bank account before 2017. The reforms undertaken by the authorities, the payment of civil servants' salaries through the banking system, as well as bank awareness campaigns, have increased the ease to open bank accounts. Consequently, the number of people holding bank accounts increased from 58,595 in 2014 to about 95,500 in 2019, representing about 6.2% of the total population. If we consider that the 2020 PEO target of 5%, it can be concluded that progress is being made on this indicator.



SDG 9: Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation

Guinea Bissau has set several goals concerning SDG 9:

SDG Target: 9.1. to 9.3 -

Status: No data.



SDG 10: Reduce inequalities within countries

Three targets were prioritized for the Goal:

SDG Target: 10.2 to 10.7

Status: The share of the population reporting personally discriminated against or harassed in the last 12 months on grounds of discrimination prohibited under international human rights law was 7.4%, with no difference in terms of gender. On implemented and well-managed migration policies”, Guinea Bissau is rated three (3), meaning it has three policies out of the six domains of policies. The country fully complies (rating 4) with regard to “Evidence-based/government-wide policies”, “Cooperation and partnerships” and “Safe, orderly and regular migration”. The country complies (rating 3) regarding the “Rights of migrants” and “Dimensions”.

Guinea-Bissau does not have a national migration strategy. However, the Director General of Regional Integration intends to launch the process of the development of a comprehensive National Migration Policy funded through ECOWAS funds.

The government is working towards the enhancement of horizontal coordination among ministries, through the creation in December 2017, of an inter-ministerial committee on migration comprised of key government agencies, international organizations, and migration-related civil society organizations. The inter-ministerial committee ceased to function at the beginning of 2018 due to the political instability of the country. There is a need to ensure that the inter-ministerial committee on Migration resumes its activities to facilitate the mainstreaming of migration and policy coherence between different government entities.

Legislation currently governing migration in Guinea-Bissau is fragmented and migration regulations are not easily accessible to the public. When available, laws are only in Portuguese, which can pose difficulties to the majority of immigrants coming from the ECOWAS region who do not speak the language.

Guinea-Bissau's immigration policy is regulated by the Decree No. 1/92 of 7 February 1992 that establishes the conditions and procedures for the entry, stay and exit of foreigners but lacks clarity in terms of definition of different migrant categories and migrants' rights.

Collection, analysis, and dissemination of data on migration in Guinea-Bissau is limited and does not take place in a regular way<sup>164</sup>. However, the National Institute of Statistics (INE) collects data on migration as part of the Population and Housing Census conducted every 10 years. While the Census includes migration-related questions disaggregated by age, sex, country of residence, country of birth and previous country of residence, no report is produced on the number of foreign residents in the country, nor about inflows and outflows of migrants.

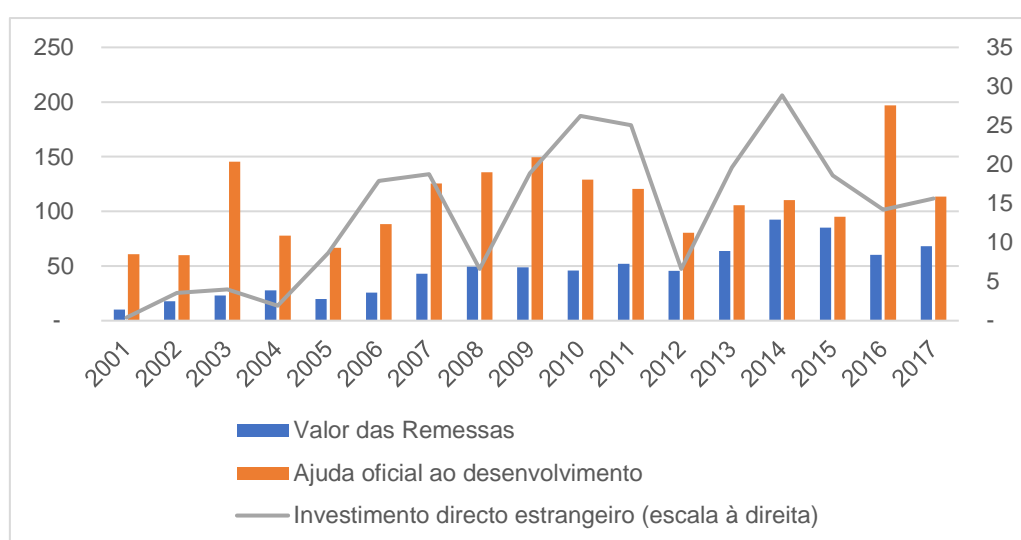
<sup>164</sup> The National Center of the Registration of Enterprises, collects data on the nationality of business owners abroad the Embassy of Guinea Bissau in Portugal actively collects online data from students of Guinean origin.

In September 2019, the government developed a National Action plan for the implementation of the Global Compact for Safe, Regular and Orderly Migration which constitutes an important advancement in the GCM implementation. The National Action plan should now be validated and implemented by the government to ensure a whole of the government and whole of society approach in terms of good migration governance.

With a significant migratory movement, both internally<sup>165</sup> and internationally<sup>166</sup>, Guinea-Bissau is increasingly losing labour and staff, especially in communities, due to the need to seek better opportunities and access in administrative centres, namely the capital.

Guinea-Bissau is among 40 countries in the world (8th in Africa) in which remittances are more important in the GDP, according to World Bank (2017) data. Remittances accounted for 7.7% of 2017 GDP. Remittances have been increasing, being more stable than Official Development Assistance and largely superior to Foreign Direct Investment.

Fig. 1 - Relation between Remittance Value, ODA and FDI from 2001 to 2017 (in millions of USD)



Source: World Bank.

NB: The value of foreign direct investment is reported at current prices. The value of remittances and official development assistance is reported at nominal price.

Remittances are estimated to benefit more than 70% of households in the country (Carreiro, 2011), especially in the North and East and in the Bissau region (Abreu, 2012). A more recent study by Samuel Hall (2018) reports that 48% is receiving remittances from abroad.

A study by Sangreman (et al., 2012) identified different types of initiatives promoted by emigrants: construction of schools, centers for roads and water pumps, productive investments in agriculture and other income-generating activities, and one-off support in the event of medical emergency. Remittances were considered to be fundamental to the satisfaction of basic needs (food, health, and education) and countless communities considered their emigrants as the main actors in local development.

Nevertheless, the impact that remittances could have on development is diminished by the weak banking practices of its receivers, who use the funds to meet basic necessities.

Meeting target 10.c could have potential positive effects for remittance recipients. Remittances can help increase household incomes, therefore facilitating cheaper remittances could help meet poverty eradication targets under Goal 1. Remittances can also lead to higher household savings and

<sup>165</sup> World Bank data for 2017 indicate the presence of 23'405 immigrants in the national territory

<sup>166</sup> United Nations data from the Department of Economic and Social Affairs and the World Bank estimate that the Guinean diaspora is 106'901 Guinean emigrants

investment, which would help meet target 1.5 and others. Remittances can increase household expenditure on health care and education, and these have been associated with positive outcomes for family members in these areas, thus helping meet Goals 3 and 4. Meeting target 10.c could also encourage remittances to help local, regional or national level development through initiatives that encourage their investment into certain activities, such as specialized development initiatives.



## SDG 11: Making cities and communities inclusive, safe, resilient, and sustainable

### SDG Target: 11.1 to 11.7

Status: Currently, Guinea-Bissau has no established urban or housing policies at the national and/or local levels that can serve as a reference point for urban and housing development in the country (Target 11.3, on urban planning and management).

According to the ECA (2019) the proportion of the urban population living in slums in Guinea-Bissau was 82.3% in 2014, significantly above the average for Africa for the same year (52.8%) (Target 11.1 on access to housing). Regarding convenient access to public transport, only 27.8% of the population at the country level need to spend 60 minutes or more to reach the nearest transport stop (ILAP, 2010), in a country where only 33% of the total roads are paved (Target 11.2 on transport systems).

The 2019 African Statistical Yearbook published by AfDB, AUC and ECA showed that, based on the available data in the African region, Guinea-Bissau had the highest number of deaths, missing persons directly affected persons attributed to disasters in 2016. Thus 582 per 100,000 population (ECA, 2019) (Target 11.5, on reduction of impact from disasters).

On waste management, 53% of household waste disposal is done mainly on open land or street by 53.2% of households. 36.7% of households burn or bury their waste in the yard and only a small portion is collected by the waste management service, representing 3.7% (ILAP, 2010) against (Target 11.6, on reducing environmental impact in cities).

There are significant gaps in the quantity, accuracy, timeliness, comparability, and accessibility of migration (over time and across countries) and accessibility of migration data. Currently, migration data is poor or difficult to access and understand making it challenging for decision-makers around the world to create sensitive and intelligent migration policy. Low-quality scattered or poorly disseminated information can also distort public debate on migration. There is an acute lack of quality regular data on certain migration topics, which makes it difficult to create evidence-based policy in these areas. For example, reliable data on undocumented and irregular migrants are especially difficult to obtain. As this represents a significant share of the migrant population in many countries, this keeps large numbers of migrants statistically invisible and makes it hard to manage irregular migration and meet the needs of migrants. Further examples of data gaps include the impact of migratory movements to and from rural areas and return migration. There is a need to work towards data disaggregated by migratory status, as this would help provide information on topics such as migrant's living standards, including access to health care, education, and social protection. This would also provide migration data to be disaggregated by age, sex and other variables.



## SDG 12: Ensure the Implementation of Sustainable Consumption and Production Standards

The country has prioritized 8 targets in the “linkage” made with PEO *Terra Ranka*:

### SDG Target: 12.1 to 12.8

Status: Guinea Bissau fully complies with the Montreal Protocol<sup>167</sup> on hazardous wastes and other chemicals and the Basel Convention on hazardous wastes and other chemicals. It complies at 98.0% with the Rotterdam Convention on hazardous waste and other chemicals and 33.3% with the Stockholm Convention on hazardous waste and other chemicals. No information on the other targets under this SDG.

The government's policy has been to promote greater efficiency in the use of the country's natural resources, particularly in the energy sector. It has also attempted to reduce waste and minimize the over utilization of limited resources in the production process.

The government intends to promote research projects and sensitization campaigns, in collaboration with international organizations, aimed at reversing unsustainable consumption patterns, particularly to reduce the pressure on limited forest resources on which more than 90% of the population depends for fuel wood.

Several research projects on consumption and production patterns have been carried out in the country's major cities and regions to promote alternative sources of energy and preserve forest resources. These include the following:

- A project carried out by the Ministry of Rural Development and Agriculture, in collaboration with FAO, to encourage the reuse/recycling of waste wood products.
- An educational and sensitization campaign is also in progress to raise awareness to make production more efficient and consumption more sustainable.



## SDG 13: Take urgent action to tackle climate change and its impacts

### SDG Target: 13.1 to 13.3

Status: Guinea-Bissau ratified the United Nations Framework Convention on Climate Change (UNFCCC) on 27 October 1995 and also ratified the Kyoto Protocol on 18 November 2005. To meet its obligation, the country has already prepared and submitted systematically: i) the First Inventory and the Initial National Communication in 1996 (reference year 1994); ii) the Second Inventory and subsequent Second National Communication in 2011 (base year 2000); iii) the Third Inventory and consequently, within this framework, iv) the Reporting Guidelines, adopted during the Conference of the Parties (COP) 8 for the preparation of national communications from Parties not included in Annex-I to the Convention; and v) the Third National Communication (reference year 2010), steered by the guidelines and/or good practice guidance for land use, land use change and forestry (2003) of the Intergovernmental Panel on Climate Change (IPCC) for the preparation of national communications from Parties not included in Annex-I of the Convention. In 2015 the country submitted the INDC serving as the basis for the Paris Agreement.

Guinea Bissau has not yet adopted and implemented a national disaster risk reduction strategy in line with the Sendai Framework for Disaster Risk Reduction 2015-2030, but currently it is carrying out its

<sup>167</sup> Source: United Nations SDGs database - <https://unstats.un.org/sdgs/indicators/database/>

risk profile<sup>168</sup>. The country presented its first “Intended Nationally Determined Contributions report” in 2015 and the second in 2018.<sup>169</sup>

The mobility dimensions of crises are not specifically taken into account at the legislative or operational levels in Guinea-Bissau. While the country is considered one of the most vulnerable countries to climate change<sup>170</sup>, and there have been past episodes of displacements resulting from floods and droughts<sup>171</sup>, there is still no national strategy to manage disaster and climate-induced internal displacement. The country developed a National Action Plan for Adaptation to Climate Change in 2006 but there are no policies in place to address migratory movements caused by extreme events and the adverse effects of climate change.

There are no special communication systems available to the population in times of crisis or emergencies, and existing communication channels do not account for the specific vulnerabilities that migrants and other vulnerable groups face.

There are no emergency plans for Guinean citizens living abroad. Nonetheless, ad hoc missions from the Ministry of Foreign Affairs have been previously organized to repatriate nationals in a vulnerable situation in Libya and Angola. Moreover, an agreement was established with the Portuguese Republic (1998) to assist Guinean nationals abroad in case of death, serious illness or accident, detention, victims of violent acts, repatriation and evacuation.



SDG 14: Conserving and Using Sustainably Oceans, Seas and Marine Resources for Sustainable Development

The following goals were prioritized regarding SDG 14:

SDG Target: 14.1. and 14.5

Status: There is no data for most of the targets.

Regarding the average share of marine areas, a biodiversity covered protected areas<sup>172</sup>, it remained at 53.7% from 2000 to 2013, increasing to 53.8% in 2015, a value that is observed until 2018.



SDG 15: Protect, restore, and promote sustainable use of terrestrial ecosystems, sustainably manage forests, fight desertification, halt and reverse soil degradation and halt biodiversity loss

Regarding SDG 15, several targets have been retained for follow-up:

SDG Target: 15.1 to 15.9

Status: Guinea-Bissau, signed, in 1992, and ratified, in October of 1995, the Convention on Biological Diversity, resulting in the country's National Plan of Environmental Management (PNGA). According to data from the SDGs database, the country witnessed a progressive loss of forest area, from 75% in 2000 to 70% in 2015 (2,120 hectares in 2005 to 1,972 hectares by 2015). According to the same source, the share of important sites for terrestrial and freshwater biodiversity covered by protected areas, by

<sup>168</sup> <https://www.unisdr.org/partners/countries/gnb>

<sup>169</sup> Republic of Guinea Bissau. (2015). Intended Nationally Determined Contributions. Bissau

<sup>170</sup> The Disaster Risk Profile: Guinea Bissau, 2018 can be accessed at: <http://africa.cimafoundation.org/documents/1087>

<sup>171</sup> Those seasonal movements were mainly for the cashew campaigns.

<sup>172</sup> Source: United Nations SDGs database - <https://unstats.un.org/sdgs/indicators/database/>

type of ecosystem (15.1.2), was 52.2% from 2000 to 2014 and 52.6% from 2015 to 2018. Regarding progress towards sustainable forest management, the SDGs-database-defined above-ground biomass in forests per hectare (tonnes per hectare) decreased from 84.4% in 2000 to 83.7% in 2015.

Above all, it should be noted that the country has been making progress in the drafting of critical laws and already has a strategy. For example, for the PEO, specifically in the institutional reforms programme and legal framework for environmental management and sustainable development, the country drafted 7 national normative texts until 2018. However, despite the efforts made at the technical level, national institutions failed to have more normative texts approved by the People's National Assembly (ANP). The country has made progress in drafting important laws and sector strategy. However, much work remains. As an example, bush fires destroy more than 120 hectares of forest per year<sup>173</sup>. Guinea Bissau is part of the Nagoya Protocol. However, it does not have a “legislative, administrative and political framework or measures communicated to the Chamber of Access and Benefit Sharing”, nor does it have “measures for online reporting system on compliance with the International Treaty on Plant Genetic Resources for Food and Agriculture (PGRFA)”.

Guinea Bissau has not adopted relevant national legislation and allocated adequate resources for the prevention or control of invasive exotic species but has a “National Biodiversity Strategy and Action Plan (NBSAP) which aims to align with the objective of Aichi Biodiversity 9, established in the Strategic Plan for Biodiversity 2011-2020”. According to Aichi Goal 2 on biodiversity of the Strategic Biodiversity Plan 2011-2020, the protected areas currently occupy 26.3% of the national territory, meeting the 2020 target set by 2017, “far exceeding Aichi's international target, thus making Guinea-Bissau a biodiversity country whose population's survival is highly dependent on these resources.” The country still lacks data in many areas under this SDG targets.

The share of the territory with degraded soils was 15% in 2015.



SDG 16: Promoting peaceful and inclusive societies for sustainable development, providing access to justice for all and building effective, responsible, and inclusive institutions at all levels

Several targets have been prioritized. However, to date few have been monitored.

SDG Target: 16.1 to 16.10

Status: According to the UNODC Data website<sup>174</sup> the number of victims of intentional homicide, per 100,000 inhabitants, by sex and age group was 1.1 / 100,000 in 2017, with the country presenting a gradual decline 4.8 (2013), 3.8 (2014) and 3.5 (2016). The conflict-related deaths per 100 000 inhabitants, by sex, age group and cause, was less than 0.1/100.000 according to the same source. According to IRI-ESI (2018), the share of the population aged 18 and over, subjected to physical, psychological or sexual violence in the last 12 months (16.1.3) was 7.8%, which accounts for 8.5% for men and 7.2% for women. This phenomenon reaches 11% in urban areas, about twice as high as in rural areas and mainly affects the population of the last quintile of living standards, On the other hand, the share of people who feel safe walking alone in the area where they live (16.1.4) is only 22.3%, with little variation on gender grounds. On a regional basis, security perception is higher in the Quinara and SAB regions, with 24.5% and 28.5% respectively and the Bijagós and Cacheu regions appear at the opposite end with 16.3% each. Security perception is higher in the quintile with lower living standards.

In Guinea-Bissau, the Judiciary Police (JP) is the sole Law Enforcement Agency legally mandated to investigate serious crimes, including trafficking/organized crime, terrorism, corruption, money-laundering, by virtue of the Lei de Organização da Investigação Criminal (LOIC). Data compiled by the JP with the support of an Integrated Criminal Investigation System (SIIC) software covers a wide range

<sup>173</sup> <http://ambientecplp.org/guine-bissau/documentos/indc-guine-bissau-resumo-pdf.aspx>

<sup>174</sup> UNDOC website - [http://dataunodc.un.org/GSH\\_app](http://dataunodc.un.org/GSH_app)

of offense categories. For 2016, statistics indicate a total of 4957 offenses, 1336 of which qualify as violent crimes. According to MICS (2014), the percentage of children aged 1-17 who were subjected to physical punishment and/or psychological aggression by caregivers (16.2.1) was 82.4% for children aged 1-14. No data was found regarding the number of victims of human trafficking per 100,000 inhabitants, by sex, age group and form of exploitation (16.2.2), as well as the percentage of young women and men aged 18-29 who are the object of sexual violence at age 18 years old (16.2.3). The existing data, on all forms of violence against children, reveals that 73 crimes were investigated. In 2017, 2018 and 2019, respectively 36, 18 and 27 cases of abuse, exploitation, trafficking in persons and other forms of violence against women and child were perpetrated. According to the 2018 IRI-ESI data, the share of the population of victims of violence aged 18 and over who reported to the authorities or other officially recognized conflict resolution bodies (16.3.1) was 42.4% at national level, with a higher incidence (44.8%) of men, against 39.9% of women. Violence mainly affects the rural population (46.4%).

According to the Ministries of Defense and Interior, the Armed Forces General Staff (EMGFA) in 2015 it collected 87 small arms of different calibers but reckon that many people continue to keep undocumented firearms at home. The share of persons aged 18 and over who had at least one contact with a civil servant and who paid a bribe or who was asked for a bribe by civil servants in the last 12 months (16.5.1) was 99.6% and there were no gender differences, according to IRI-ESI. Furthermore, 70.8% of the population aged 18 and over consider corruption to be important in the country, with 74.3% in urban areas and 68.1% in rural areas. The proportion of companies that had at least one contact with a public official and who paid a bribe, or who were asked to pay a bribe by public officials over the course of a year, was 27.6% in 2016. The share of the population that considers the decision-making processes to be inclusive is at 34.9%. The Committee to Protect Journalists reports that there were zero journalists killed between 1992-2020. Freedom of Press classifies Guinea Bissau as a practically free country (2017).

According to Governance indicators published by the World Bank in 2017, Guinea Bissau has the worst indicators worldwide on sub-indicator Voice and Accountability; the country is rated 24.63 percentile (2017). On Political Stability and Absence of Violence/Terrorism the rating is 25.24 percentile; Government Effectiveness: 3.37 percentile; Regulatory Quality: 11.06; Rule of Law: 6.73; and Corruption Control: 2.88 percentile<sup>175</sup>.

It is that no data is available on several other sub-targets, including on the provision of legal identity for all and birth registration. The country also lacks an independent national human rights institution in compliance with the Paris Principles (Goal 16, indicator 1).



SDG 17: Strengthen implementation and revitalize the Global Partnership for Sustainable Development

Several targets were retained in relation to SDG 17:

SDG Target: 17.1

Status: According to Ministry of Economy and Finance (MEF) data, total tax revenue in 2018 was 9.6% of GDP<sup>176</sup> and the share of the state budget financed by domestic tax collection is 77.12%. The remittance volume (in United States dollars) is between 6.1% and 8.77% and Guinea Bissau imported from WAEMU countries 16.7% of total goods, according to data from the Directorate of Foreign Trade Services of the Ministry of Commerce in 2018.

<sup>175</sup> World Bank database - <http://info.worldbank.org/governance/wgi/index.aspx#reports>

<sup>176</sup> Ministry of Economy and Finance. (2018). Macroeconomic Committee.

## Identification and analysis of those left behind or at risk of being left behind (LNOB Analysis)

Following the adoption of the 2030 Agenda for Sustainable Development, Guinea-Bissau agreed to tackle multidimensional inequalities and marginalisation that prevent its people from realizing full potential growth and development. The 2030 Agenda spells out 17 SDGs to be achieved “for all people and segments of society”. It includes a firm commitment by all UN Members States to “leave no one behind” and “endeavour to reach those furthest behind first”. The 2030 Agenda sets the world’s time-bound and measurable goals seeking to improve the lives of all people, with explicitly defined pledge to “leave no one behind”.

Following a UNDP study on Leaving No One Behind<sup>177</sup>, which puts forward a framework to analyse and track progress on the SDGs, the following factors have been put forward as the key determinant of the people left behind:

- Who are they (discrimination)
- Where they live and how isolated they are (geography)
- How they are governed (governance)
- Their standing in the economy (economics) and
- What risks they face (shocks)

Any one of these five factors can, by itself, cause people to be left behind. In Guinea-Bissau many people are facing multiple deprivations emanating from several drivers of vulnerability.

Disaggregated data is essential to analyse these five factors and fulfil the commitment of leaving no one behind. Knowing the most vulnerable populations grouping and geographic localities compared to types, accessibility and quality of social services provided, is vital for appropriate allocation of resources and targeting policies. National averages do not suffice in context of identifying those left behind, because average variables mask factors and causes exacerbating inequalities. Therefore, efforts have been made to use various data and information sources, in order to identify the most vulnerable population using the five determinants factors of those left behind by categories, in order to ensure the UN support to the national development programme and acceleration of SDGs are responsive to the commitments. It remains a dire need to improve the collection and analysis of data to better define an evidence-based approach and implement adequate responses.

## Socio-economic status

Guinea-Bissau is ranked 178 out of 189 countries and territories<sup>178</sup> on the UNDP’s Human Development Index (HDI; 2019). Although, Guinea-Bissau, showed an improvement in its HDI from 0.393 to 0.461 between 2005 and in 2018, mainly due to improvements in life expectancy at birth of 10.9 years, poverty levels remain high, especially in rural areas.

The positive figure, however, hides poorly performing individuals and households in comparison with the average of countries in the low development group (0.507) and in sub-Saharan Africa (0.541). This progress also masks a broad range of inequality variables, including gender, age and geography disparities.

Guinea-Bissau’s is marred by very a high Gini coefficient, estimated at 50.7, as a result OF WHICH the country loses 5 positions in HDI ranking. As such, the country’s inequality adjusted HDI falls to 0.288, amounting to 37.5% loss.<sup>179</sup> Consequently, the Human Development Report (HDR) 2019 indicated that the poorest 40% of Guinea-Bissau population only share 12.8% of the country’s income, while the richest 10% amassed 42% of the country’s total share of the income. Inequality is estimated at 32,3% in life expectancy at birth, 41,9% in education and 37,9% in income<sup>180</sup>.

---

<sup>177</sup> What does it mean to leave no one behind? A UNDP Discussion paper and framework for implementation, July 2018.

<sup>178</sup> UNDP, Human Development Report, 2019. Beyond income, beyond averages, beyond today: Inequalities in Human Development in the 21st Century.

<sup>179</sup> Ibid.

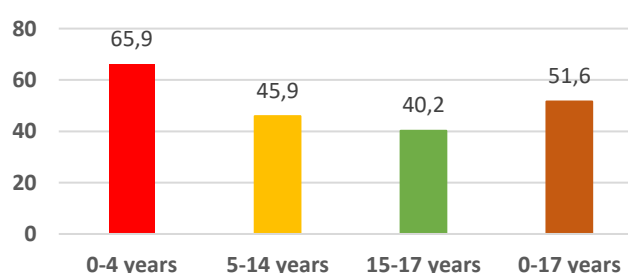
<sup>180</sup> Ibid.

In 2017, Guinea-Bissau developed its Analysis of the Multidimensional Poverty Index (MPI) and Analysis of Multiple Overlapping Deprivations (MODA), using Multiple Indicator Sampling Survey (MICS) database in 2010 and 2014. The MPI analysis assesses (1) living conditions (floor, electricity, drinking water source, sanitary facilities, household goods, access to information); (2) health status (child and youth mortality, nutrition, vaccination and alcohol consumption); and (3) education status (literacy level of household's members and school attendance rate for school age children)<sup>181</sup>.

Adopting a limit value of 0.33, the national MPI index equals to 0.37 (2014). Normally, the average deprivation is at 33.5% or 6.7 out of the total weighted scale ranging from 0 to 20, where 20 would be full deprivation of all measures included. Also, 67.3% of the population is multidimensionally poor while an additional 19.2% are classified as vulnerable to multidimensional poverty. The breadth of deprivation (intensity) in Guinea-Bissau, which is the average deprivation score experienced by people in multidimensional poverty, is 55.3%. The multidimensional poverty is even more exacerbated in rural areas where 77% of the population is poor. The MPI index hides, in fact that, wide disparities between urban and rural areas with MPI index for urban areas being of 0.19 (2014) compared to 0.51 (2014) for rural areas respectively. All the Regions of the country, except the capital Bissau (SAB), have relatively similar results ranging from 0.33 (Cacheu) to 0.54 (Bafata), while the capital Bissau is significantly less poor (0.16)<sup>182</sup>. The disparities are also wide between the poorest (0.39) and the affluent (0.05), and between those with better access to education (0.11) and those who do not (0.33). Accordingly, the determinants of poverty in 2014, was mainly deprivations in living conditions (48%), followed by lower education level (29%) and health conditions (23%)<sup>183</sup> respectively.

Complementing this multidimensional poverty analysis with a MODA methodology<sup>184</sup> to understand child poverty and deprivations through seven dimensions (housing, water, sanitation, nutrition, health care, education development and child protection/birth registration), it appears that quite all children in Guinea Bissau (0-17 years) face at least one deprivation, and 75% suffer from up to three deprivations that exacerbate each other. When we use a threshold value of four dimensions, as recommended by the participants in the MODA process, it appears that children aged 0-4 years are the most deprived in all the dimensions of their wellbeing followed by those aged 5-14 years. Overall 51.6% of children aged 0-17 are multidimensionally deprived. An analysis based on wealth quintile shows that, children in the lower quintile are also the most affected in the different dimensions of their well-being.

**Multidimensional Poverty Incidence by Age Group (%) - 4-7 deprivations**



In terms of food and nutrition security, the people of Guinea-Bissau remain in a precarious situation. FSNMS data showed that about a third of the population suffers from seasonal food insecurity. Economic vulnerability and dependency on coping mechanisms is widespread particularly among the most vulnerable households.

In line with findings from the MODA, data from the Food Security and Nutrition Monitoring System (FSNMS) conducted in September 2019 by WFP in partnership with the country's Ministry of

<sup>181</sup> Guinea Bissau developed its Analysis of the Multidimensional Poverty Index (IMP) and Analysis of Multiple Overlapping Privations (MODA) according to the Multiple Indicator Sampling Survey (MICS) database 2010 and 2014. November 2017

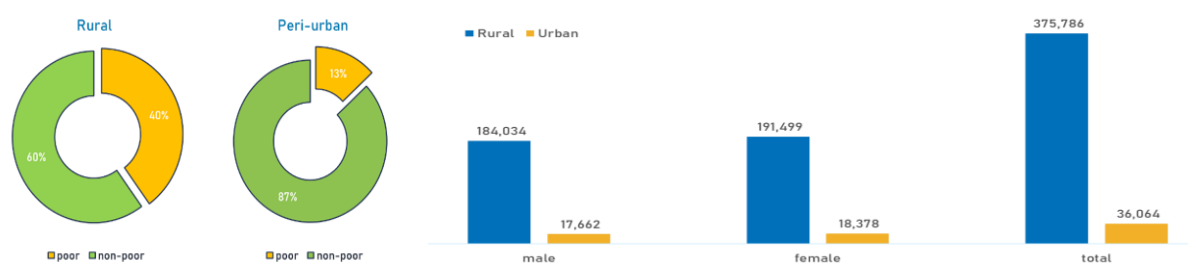
<sup>182</sup> MICS year 2014.

<sup>183</sup> UNDP, Human Development Report, 2019. Beyond income, beyond averages, beyond today: Inequalities in Human Development in the 21st Century.

<sup>184</sup> The methodology takes the child as the unit of analysis and makes use of the lifecycle approach to reflect the changing needs of children at different stages of their lives. It uses seven dimensions (housing, water, sanitation, nutrition, health care, education development and child protection/birth registration) for each of the three age groups chosen for the MODA analysis (<5, 5-14 and 15-17 years).

Agriculture and Forestry (MAF) and the National Institute of Statistics (INE), showed that 33% of the population (421,850 people) living outside the capital city Bissau, was multidimensionally poor, experiencing simultaneous deprivations across all key dimensions (education, health, living conditions and food security). It was also noted that multidimensional poverty affected to a greater extent the rural population (40%) compared to urban (13%). The MPI measures acute non-monetary poverty based on a range of ‘deprivations’ across five dimensions (education, health, living conditions and food security) in eight regions of the country, excluding Bissau the capital. Households with children under the age of five, large number of dependents, single headed households, pregnant and breastfeeding women, were amongst the most at risk of poverty. The severity of deprivation allows insight into how deprived households are relative to the full MPI scale.

Figure: prevalence and number of multidimensionally poor in urban and rural areas are illustrated as below:



Households with children under the age of five, large number of dependents, single headed households, pregnant and breastfeeding women, were amongst the most at risk of poverty. The severity of deprivation allows insight into how deprived households are relative to the full MPI scale.

Employment and economic activities remain lagging behind in Guinea-Bissau. Data from the National Policy for Gender Equality and Equity (PNIEG, 2012) showed that vast majority of the population is self-employed in seasonal informal sectors, such as, farming cashew nut harvesting and small-scale commercial activities. Salaried workers are essentially men (73.5%), for men employed in the State administration, the public sector, the private sector, and family and individual companies. The PNIEG finds that men hold 69% of government positions and are over-represented in key ministries compared to women such as agriculture and education, where women hold just 14% and 26% of positions, respectively<sup>185</sup> (2015). The ratio of women to men employment is 36 women per 100 men.

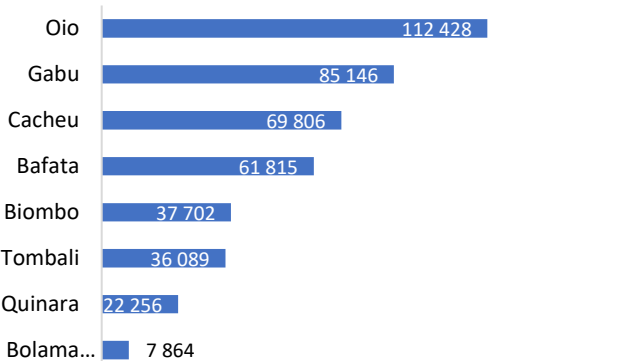


Figure: Number of multidimensionally poor by region

Compared with men, women also have reduced incomes, higher rates of unemployment and greater difficulties in overcoming poverty. The Special Rapporteur on extreme poverty and human rights (2014), stated that women and girls are often solely responsible for unpaid care work and for providing for their families in situations of extreme scarcity and their reward for a life of indefatigable effort is the complete denial of their rights, such as the rights to education, health and physical integrity.

Women’s access to factors of production such as land and other economic resources are also very limited. According to the same Special Report, although women are the main users of the land as farmers and producers, and domestic law confirms the equality of the sexes, in practice, women do

<sup>185</sup> Country Profile, Guinea Bissau, African Development Bank and UN Women, 2015.

not have secure land tenure (para 38). Consequently, rural women are at risk of even deeper poverty (para 39).

More broadly, women in Guinea-Bissau face several socio-economic disadvantages. For instance, while teaching in lower levels of education in most countries is often undertaken by women, in Guinea-Bissau, there are just 22% of female Teachers in primary education, according to UNESCO Global Education Monitoring Report (2019).

While women continue to suffer multiple disparities and deprivations, there are a few promising elements with regards to women's participation in society when considering the increase of women's movements advocacy and actions in support of women's rights and participation, notably on the political sphere. There is therefore a strong potential for strengthening the existing actions, from civil society in particular, to advance the women's rights agenda.

Even though youth constitutes most of the population in the country, they are not full participants in socioeconomic development. They are out of leadership positions and the most vulnerable group to unemployment, especially in urban areas. General unemployment rate (15+ of age) is 6.1%, whereas the youth unemployment rate (15-24 ages) is 11.6% (World Bank, 2016). ILO estimates in 2020, youth not in employment, education, or training (NEET) are 69,100 in total, out of which 25,200 male and 43,900 females.<sup>186</sup> One third of children (5-17 ages) still engage in labour (UNDP 2018 UDR). Access to property of land is also problematic due to customary laws and lack of civil registration.

Unemployed citizens do not have any social safety net, security system or any unemployment benefits. The National Institute of Social Security provides benefits only to active workers and their direct family in case of disability and illness, as well as access to a meagre retirement pension, after having contributed to the pension fund for at least 10 years.

Other social services indicators show mixed results. According to UNDP 2019 HDR, in the year 2017, only 9% of the rural population had access to electricity, 21% used at least basic sanitation facilities and 67% had access to at least basic drinking-water sources<sup>187</sup>. Access to education is also a challenge among children in the rural areas and from disadvantaged backgrounds. According to the UNESCO Institute of Statistics (UIS), in 2014, the percentage of children out of school at the primary level in rural areas was 38%, whereas in urban areas it was 18%. Educational challenges are exacerbated by associated multiple deprivations. For instance, the percentage of children out of school at the primary level from the poorest quintile was 34 and 15% for the richest.

Despite the lack of recent data, considering the MPI and MODA analyses<sup>188</sup>, it is generally accepted that the levels of livelihoods of the populations and related opportunities are decreasing, economic growth is not inclusive, and it is mainly driven by one single sector (raw cashew nuts).

The Ministry of the Economy and Regional Integration is responsible for defining the procedures for the accreditation of foreign qualifications, but the country does not have a formal skills and qualifications accreditation system. Moreover, there is no defined programme for managing labour immigration into the country, nor different types of visas to attract specific labour skills.

Although remittances represent the second largest source of foreign exchange and they correspond to 7.7% of GDP (according to 2017 estimates), there are no schemes to encourage or formalize those flows. Nonetheless, in response to a government request, a study on remittances is currently being carried out by UNDP and IOM.

---

<sup>186</sup> World Bank Database

<sup>187</sup> UNDP, Human Development Report, 2019. Beyond income, beyond averages, beyond today: Inequalities in Human Development in the 21<sup>st</sup> Century.

<sup>188</sup> The studies were done by the UNDP and the UNICEF.

## Discrimination

Even though in legal and constitutional terms, men and women have equal rights in Guinea-Bissau, the same cannot be said of applied norms, traditions, and cultures, which continue to perpetuate and contribute negatively to women's inequality in their communities. Discriminatory cultural norms and harmful practices, such as, female genital mutilation, forced and early marriage against women and girls are particularly prevalent in the rural areas. Here women do not have the same rights as men to own property, to seek divorce, to achieve their reproductive health rights and seek appropriate healthcare, to access justice, education and so on<sup>189</sup>. Moreover, structural and cultural barriers to the participation of women in public life, on an equal basis with men, remain a great concern in the country.

According to the 2018 IRI-ESI, the literacy rate of the population aged 15 and over, was 86.9% for men and 75.4% for women. The gap between male and female increases with the progression of education levels and the gender gap is even wider when analysing in terms of rural and urban divide. Girls in rural areas remain largely excluded from education in comparison to girls and boys in urban areas<sup>190</sup>.

On broader gender inequality issues, the Gender Development Index for Guinea-Bissau, despite limited analysis of the existing data on health, education and command over economic resources, shows that female life expectancy is 59.9 years compared to 56.0 years for male population. However, this positive advantage has not translated into a broader advantage for women. Females' participation in labour force is only 67.3 when compared to 78.9 for male<sup>191</sup>. The disparity is even more striking on gross national income per capita. Females earn 1,305 \$ (2011 PPP \$) while males make 1,895 \$ (2011 PPP \$), which represents a difference of 500 \$ (2011 PPP \$) on average. Inter alia, domestic work seems to have a negative effect on women professional development and on perception of their economic activity. Although, women domestic work compensates the State, it is not recorded as an income attributable to women. This issue deserves some attention in the context of gender discrimination and the valorization of the economic contribution of women.

In the health sector, a study conducted by World Bank in 2019, revealed that more than half of health workers in Guinea-Bissau are women (59%) but with variation in their distribution across regions, location and function. Tombali is the region with the greatest proportion of men among its health workers (65%) while SAB (Bissau) is the region with the smallest proportion of men (19%) followed by Biombo, where over two-thirds of the health workforce is female. The gender distribution across cadres also shows some differences; many facility Directors (90%) and doctors (66%) are men while most midwives (98%) and nurses (62%) are women.

The full realization of the right to health in the country is hampered by serious multiple obstacles, which includes the underlying determinants of health, such as endemic poverty; deficits in access to food, education, safe drinking water and sanitation; limited and inadequate infrastructure as well as other outstanding challenges to the availability, accessibility and quality of the health care system. There is also a continuous need to address several shortcomings to promote and enhance accountability for, participation in, and monitoring of the public health system.<sup>192</sup> Health Management Committees only exist in 10% of all health facilities in the country. On average, committees are composed of 3 members, including a small share of female members (10%)<sup>193</sup>.

Gender-based discrimination remains a significant problem in Guinea-Bissau. Low literacy rate among women may have contributed to the low attendance rate to the ANC visit routine, particularly the

---

<sup>189</sup> Country Gender Profile Guinea-Bissau, African Development Bank and UN Women 2015.

<sup>190</sup> Statistical Yearbook of the Ministry of National Education for school year 2014-2015, and The World Bank, "Guinea-Bissau: the quality education for all project", p. 4-5, 2016.

<sup>191</sup> Idem.

<sup>192</sup> Ibid.

<sup>193</sup> World Bank – 2019, p 66.

fourth visit (23%) (INASA, 2014). To note that 17,981/77,107 - 64,9% attend at least 4 visits (MICS-2014).

Concerns related to sexual and reproductive rights, include lack of women's reproductive health services; low rates of contraceptive utilization (16% MICS); adolescent pregnancy (28,3% MICS); female genital mutilation (44,9% among women of reproductive age (14-49) and 49,7% among girls aged 0-14y MICS (2014); early, forced and child marriage (37,1% and 3,7% among women and men under 18y respectively and 7,1% and 0,6% among girls and boys under 15y. MICS - 2014); sexual violence and human trafficking, including domestic violence and gender imbalance (41,8% among women of 15-49 declared that domestic violence by male partner is justifiable, MICS – 2014). Additionally, the HIV prevalence rate was 3.7% for adults aged 15-49 years in 2013 (1.3% among young people aged 15-24 years), with young women nearly twice as likely to be HIV positive as young men. The highest prevalence rates were for sex workers and pregnant women, at 8.9% and 5.0%, respectively.

On broader gender roles in society, Bissau-Guinean women play an important role in conflict resolution at all levels, particularly within the family and community<sup>194</sup>. Women organizations have engaged intensively in the struggle for Human Rights, Gender equality and women's engagement in the prevention of conflict and the maintenance of peace and security. Nevertheless, women are affected disproportionately by gender discrimination. Outdated Civil Codes, gender-based discrimination and culture of violence remain major concerns. Gender equality and equity are still not sufficiently assured in the Bissau-Guinean justice system. Thereby exacerbating vulnerability of women to injustices and domestic violence and strengthening the collusion and impunity of the aggressors. Crimes related to sexual and domestic violence are rarely denounced or prosecuted and the implementation of recent laws against Female Genital Mutilation<sup>195</sup> (2011) and Domestic Violence (2014) remain extremely difficult. Violent disputes between people who know each other, particularly couples or towards young females, are usually less likely to be reported; stigma, discrimination and a profound patriarchal culture are just a few of the factors that continue to limit the report of cases and should be addressed.

Gender inequality by social and cultural design also makes access to health care services difficult for high risk groups such as girls and women. Gender-based discrimination remains a significant problem in guaranteeing accessible health care goods, services and facilities for everyone without discrimination in Guinea-Bissau. The disproportionate burden of illness borne by women of childbearing, combined with their specific needs for access to quality sexual and reproductive health care, means they have much greater exposure to the health system.<sup>196</sup> Concerns related to sexual and reproductive rights, which are also considered as drivers of poor maternal health, include: lack of women's agency in their own reproductive health as reflected too in the third party consent requirement; low rates of contraceptive utilization; adolescent pregnancy; female genital mutilation; early, forced and child marriage; sexual violence and human trafficking.<sup>197</sup> At the household level, health seeking behaviours are clearly associated with households' expenditure: 75% among the richest quintile received any form of health care, while 63% of the lowest quintile received care. The bottom 40% suffered most from a significant lack of access to healthcare. Bafatá and Cacheu are the two regions with highest degrees of inequity in access to health (World Bank, 2016).

The same is true for other vulnerable groups such as pregnant women, adolescent boys and girls, young people, persons with disabilities living with physical impairment, blind, deaf, people living with HIV/AIDS, irregular migrants and migrants in situation of vulnerability. This also includes HIV mothers and their children, whose rights to life and wellbeing are often seriously limited. Access to basic human rights such as healthcare, education, social protection and information is extremely limited.

---

<sup>194</sup> The voices of women. Beyond social pressure and institutional barriers: the role of women in decision-making spheres in Guinea-Bissau, Voz di Paz and Interpeace, 2018.

<sup>195</sup> According to the HDR 2019, the prevalence of Female Genital Mutilation in Guinea-Bissau is 44.9%. See UNDP, Human Development Report, 2019. Beyond income, beyond averages, beyond today: Inequalities in Human Development in the 21st Century.

<sup>196</sup> UNIOGBIS and OHCHR, Public Report on the right to health in Guinea-Bissau, April 2017.

<sup>197</sup> Ibid.

Although official data is limited, evidence and observation by governmental and non-governmental stakeholders imply that Guinea-Bissau is heavily affected by trafficking in persons, including child trafficking for forced labour and sexual exploitation. Often reference is the trafficking of children (so called Talibés), children entrusted by their parents to adults pretending to be religious leaders (Marabouts) under the pretext of providing religious education to the children. However, in most of the cases, the children end up in forced labour or on the street begging, where they experience severe abuse by their traffickers. Trafficking for sexual exploitation, targeting minors and adults, is also reportedly taking place both by locals and by foreign tourists in the capital Bissau and in the archipelago, especially during the high tourism season and weekends.

According to the third Universal Periodic Review (2020), Guinea-Bissau LGBTI individuals are also discriminated against, and there are no legislations enacted for the LGBTI individuals' rights' protections; lack of non-discrimination laws based on sexual orientation and gender identity is a glaring gap. Therefore, being a member of LGBTI remains a taboo, which likely translates into fear of exposure and reporting cases of discrimination or violations against the LGBT citizens' human rights.

Despite the promulgation by the President of the Republic of the Law on Parity for the participation of women in politics and in the spheres of decision-making (Law 4/2018) on 3 December 2018, setting a minimum of 36% of women candidates in all lists for elective positions in the legislature and in municipality assemblies, the discrimination women face in the political sphere continues to be a concern. According to the UN Human Rights Report on the right to participate in political and public affairs in Guinea-Bissau,<sup>198</sup> for the legislative elections of 2019, the Supreme Court of Justice published the list of candidates from 21 political parties that were running for legislative elections. Women represented on average 31.2% of candidates in electoral rolls: of a total of 2,654 candidates, 830 were women.<sup>199</sup> In the legislative elections of 10 March 2019, women represented 30.8% of titular candidates (409 of a total of 1,325), 16.7% of top list candidates (62 lists out of a total of 370) and 38.1% of candidates listed in second position in electoral rolls (98 out of 257), being the chances of women being elected when listed in second position much lower.<sup>200</sup> Moreover, only 8 of 21 political parties running for the Legislative elections of 2019 complied with the Law 4/2018 for the electoral rolls in all constituencies. Despite progress made, the initial assessment of the implementation of the Law 4/2018 showed that the number of women candidates eligible for the 2019 legislature was low in connection with the minimum 36% it established.<sup>201</sup> Some women leaders suggest that this could be minimized by a future review to the law to include mandatory alternation between women and men in the electoral lists and/or a minimum quota for women in Parliament. It is expected that the full implementation and enforcement of the Law 4/2018 will contribute to long lasting changes in power relations between men and women, concerning the enjoyment of the rights to participate in political and public affairs in Guinea-Bissau. Those changes have already started: as a direct result of the adoption of the law, national constituencies mobilized around women's right to participate in political and public affairs, including through the media, in public debates and statements. Moreover, political parties mobilized over 800 women for the configuration of electoral rolls to ensure a stronger female presence within their ranks.<sup>202</sup>

## Geography

While roads and bridges connect part of the country, national and local roads and most infrastructures are in bad shape or do not exist. Some localities are not connected to the capital city Bissau. Mobility is not fluid, especially during the rainy season and in the south of the country.

Government administrative and services institutions are centralized and rural populations and people living in small towns and human settlements are disadvantaged. Formalities and Government

---

<sup>198</sup> UNIOGBIS, Human Rights Section, Public Report on the right to participate in political and public affairs in Guinea-Bissau, November 2019.

<sup>199</sup> Ibid.

<sup>200</sup> Ibid.

<sup>201</sup> Ibid.

<sup>202</sup> Ibid.

bureaucracy require rural stakeholders to travel to the capital city to process any legal documents and other services, which entails increased costs and time spent. Access to justice, for instance, is very poorly represented in the eight regions, except the Bissau autonomous region. For instance, the sectorial courts are poorly distributed throughout the country. At the regional level, apart from Bissau, there are 4 provincial courts in Bissora, Bafata, Gabu and Buba covering the whole country. The functioning of the courts, particularly those located in the interior of the country, is affected by the lack or absence of qualified staff, including infrastructure and equipment. In some areas, the courts have not yet been installed, while in others they have ceased to function due to lack of infrastructure or degradation. Courts operating in rented buildings are often evicted due to unpaid rent. In addition, all lawyers are based in Bissau, which has impacted the quality of the defense of litigants in the regions and jeopardizes the right to a fair trial. In this case, access to justice, as an essential prerequisite for Human Rights, is insufficient for the rural population. Additionally, literacy among the general population is very low, particularly for women due to their high illiteracy rates, have little awareness of their rights or how to ensure those rights through the legal system.

The risk of isolation or exclusion due to location can also be noticed in the electoral register. Although the electoral register captured more women than men, in the largest urban center of the country (Bissau), the opposite is true, it registered more men than women, the same was verified in the islands (Bolama Bijagós), highlighting a different rate of participation of women and men according to their location.

#### Voter Registration Results by Gender<sup>203</sup>

Region - Círculo	# Men	# Women
Tombali	19 017	20 687
Quinara	15 960	15 960
Oio	49 663	59 516
Biombo	23 552	26 938
Bolama Bijagós	4 254	2 226
Bafatá	34 209	34 857
Gabú	57 552	68 994
Cacheu	32 174	37 677
Africa	12 410	14 318
Europa	12 023	12 030
Sector Autónomo de Bissau	106 367	101 295
TOTAL	367 181	394 495

The lack of infrastructures in rural or remote areas has contributed to high number of student school dropouts in Guinea-Bissau. This affects girls with 25.7% of girls being out-of-school in the 10-11 years age-group, against 17.5% for boys. Very few schools offer the full six-year primary curriculum (just 25% of schools across the country). Dropouts peak at the secondary level because schools that offer the six years are mostly located in the urban areas according to (UNESCO IIEP-Pole (2016)).<sup>204</sup> With no local transportation student and pupils are obliged to walk long distances to reach the nearest school, consequently girls and boys in rural areas tend to discontinue their studies.

<sup>203</sup> UNDP, Support to electoral cycle.

<sup>204</sup> IIEP-Pôle de Dakar, "A major overhaul of the Guinea-Bissau education systems is well overdue", November 2016 – country note number 26

Gender, income and location disaggregated retention rates show that girls in the rural areas and those from the lowest income quintile do worst in the current education system<sup>205</sup>. According to the MPI with a MODA methodology<sup>206</sup>, it also appears that children in rural areas are more deprived than children in urban areas. Children in Oio, Bafata and Gabu are the most deprived.

In Guinea-Bissau, there are around 2,000 schools, and many do not have basic amenities. In the ongoing JMP baseline study<sup>207</sup> and with a quarter of the schools assessed, 30% of the schools have no service for water, 47% have no service for sanitation and 75% have no service for handwashing. The access to WASH in schools is important for the nutritional status of children, but also for dignity and attendance to school, especially for girls.

Health and living conditions have the highest incidence of deprivations in the rural areas, both reported at 86%, followed by education at 81%, food security at 77%, and living conditions at 78 %respectively according to FSNMS (2019). In urban areas, living conditions have the highest incidence of deprivation standing at 78% (2019).

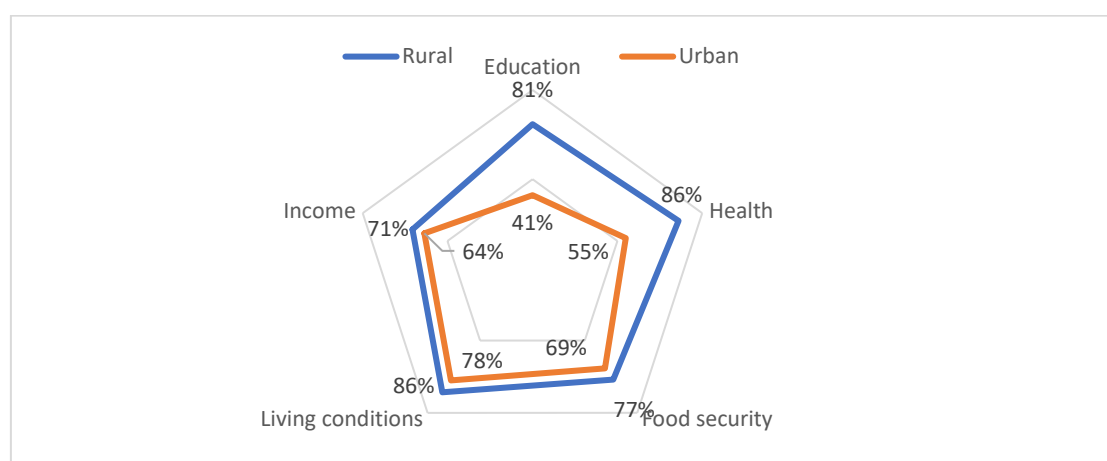
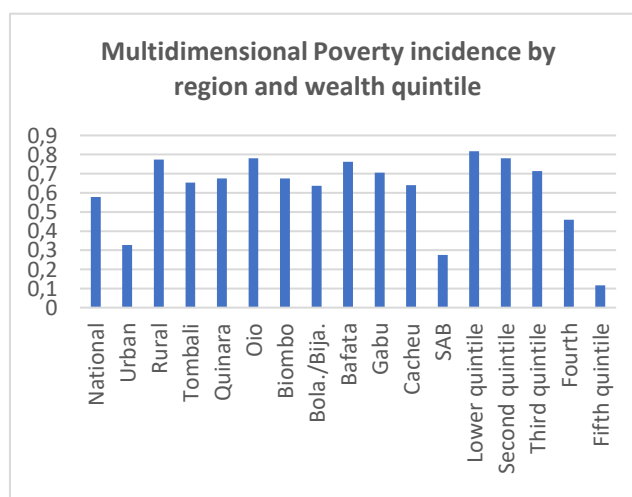


Figure: The severity of deprivation across five dimensions in urban and rural areas

Even access to health centres is highly depend on their location. Health centres indicated that the three main complaints received from patients were long distance (39%), long waiting times (25%) and medicine unavailability (16%). There is a difference between urban and rural areas regarding these patient complaints. In rural areas, the complaint about long distance is more frequently mentioned (44%). As could have been expected, long distance is a complaint reported in the large majority (75%) of centres in the region of Bolama/Bijagos (World Bank 2019, p, 69). Malaria morbidity and mortality is directly affected by geographical circumstances. In Guinea Bissau, the reality is that 40% of the population lives more than five kilometers from a health care facility, representing a geographic barrier for pregnant women to comply with routine antenatal care.

<sup>205</sup> The World Bank, "Guinea-Bissau: the quality education for all project", p. 4-5, 2016 (<http://documents.worldbank.org/curated/en/209071519309858185/pdf/Project-Information-Documents-Integrated-Safeguards-Data-Sheet.pdf>)

<sup>206</sup> The methodology takes the child as the unit of analysis and makes use of the lifecycle approach to reflect the changing needs of children at different stages of their lives. It uses seven dimensions (housing, water, sanitation, nutrition, health care, education development and child protection/birth registration) for each of the three age groups chosen for the MODA analysis (<5, 5-14 and 15-17 years).

<sup>207</sup> JMP indicators WASH in schools 2019/2020, [https://bit.ly/JMP\\_WinS\\_2020](https://bit.ly/JMP_WinS_2020), UNICEF/WHO 2020

Safe WASH in healthcare facilities is critical for maternal and the health of new-born. The prevention and control of infectious diseases through improved water, sanitation and hygiene practices in Healthcare Facilities (HCF's) and communities significantly reduces the burden on public health systems and helps to prevent the overuse of antibiotics, reducing the risks for microbial resistance. Following a complete situation analysis and assessment of all health institutions in the country, recent rehabilitations in health centres have increased the number of health centres with water inside and the recent JMP survey 2019/2020<sup>208</sup> shows good coverage for water but less so for sanitation, hygiene and waste. Maintaining systems functional in health centres remain difficult since there is no provision of funds for maintenance from central level and limited dedication at local level, even small defects cause health centres systems to fail.

Geography constitutes another barrier for the fight against Malaria, especially for people living in the Bijagos archipelago. Although the region suffers from the highest Malaria morbidity in the country, the accessibility difficulties, high transport cost and low population numbers negatively affect the provision of malaria prevention and treatment. The many isolated small islands and remote corner regions etc. often remain forgotten when planning for priorities, especially the islands of Bijagos and Bolama.

In rural areas, women and children are also severely lack access to electricity and energy they need. Providing energy access to poor households adds value to agricultural production and to micro, small and medium enterprises economic activities. It would also generate high positive impacts on women as consumers of electricity and managers of renewable energy community systems. Rural women and girls are primarily responsible for most domestic work, and as a result, access to energy will make a significant difference in their quality of life, including their health. Biomass represents up to 95% of the total energy consumed for cooking in Guinea-Bissau, and that increases women' workload. It is estimated that the time spent for wood collection varies between 2 to 3 hours per woman per day. With adequate management of firewood and improved cooking stoves, this can be reduced to only 2 or 3 hours per week. Pollution and deforestation caused by traditional cooking stoves is a very serious health problem for women and girls and to the environment. In addition, the number of female-headed households is increasing throughout Guinea-Bissau, and they tend to be among the poorest and most vulnerable households in rural communities. In cities and human settlements, the most vulnerable groups of women are composed of household heads living in informal settlements.

In Guinea Bissau, there are also large inequities in terms of access to water. A secondary GIS analysis of sector data shows that 34% of villages have never had access to safe water (borehole with handpump or water system, protected well with pump) within 1000 meters constituting 12% of the population or communities that have in the past received a safe water infrastructure, 30% of all the pumps at any given time are out of order. The poorly functioning pumps are attributed to four major causes, namely the lack of spare parts, the poor retention of pump mechanics, the distrust of pump mechanics by the communities and a generally low understanding of the link between water quality and illnesses. Access to safe water and sanitation is an important determinant of child health. Poor WASH is the main cause of fecal-transmitted infections, including cholera and diarrhoeal disease. Poor WASH is also strongly associated with malaria, polio and neglected tropical diseases (NTDs) such as guinea worm, schistosomiasis, helminths, and trachoma that have a debilitating effect on children, their physical and mental development, and their families.

Sanitation status in Guinea-Bissau is comparable to neighboring countries. The most adverse condition of sanitation, Open Defecation, is practised by 28% of the rural population according to the Joint Monitoring Program (JMP <sup>209</sup>). The governmental strategy to combat Open Defecation is the Community Led Total Sanitation where villages are triggered to take communal action and be declared open defecation free. Around 33% (1345 of 4017 communities) of the Guinea Bissau villages in the country have been declared "Nô Para Coco na Mato" (PACOMA) and Guinea-Bissau is one of few

---

<sup>208</sup> JMP update on WASH in Healthcare facilities 2019/2020 [http://bit.ly/JMP\\_WinHCF\\_2020](http://bit.ly/JMP_WinHCF_2020), UNICEF/WHO 2020

<sup>209</sup> Joint monitoring program UNICEF/WHO <https://washdata.org/data/household#/>

countries on track to meet the 2030 sanitation goals. If the current rate of around 250 villages becoming Open Defecation Free per year can be sustained, rural Guinea Bissau should be open defecation free by 2028.

In urban areas, people living in poor housing conditions and homeless people correspond to 82,3percent of the urban population and is, by far, higher than the average found in Africa (52.8%) (ECA, 2019). Informal settlement dwellers and homeless people are deprived of adequate housing and lack of access to basic service. Sanitation in Urban areas is categorized by an extremely limited sewage system and private toilets with septic tanks. There are sludge emptying services. There is however no treatment of sewage and discharge is directly into the sea. Also, security of tenure can be a major issue, making them vulnerable to forced evictions. This has direct consequences on the health and social well-being of this population.

### **Vulnerability to shocks**

Children and young people and rural population, especially those living along the coasts, are particularly vulnerable to shocks and climate changes adverse events. Many of the children fail to complete their education due to climate, economic and political crisis vulnerabilities. A depressed economy and frequent changes in the government results in the non-payment of teacher's salaries, which in turn leads to prolonged teachers strikes and the closing of schools. This has severe repercussions on millions of children's future, because they are denied their right to education. Hence, 37.6% of children in the 6-11 age group (primary school) and 21.9% for the 12-14 age group (lower secondary education) are out of school in Guinea-Bissau.<sup>210</sup>

Furthermore, the country faces enormous adverse effects of climate change. On average 74 thousand people (5% of the total 2016 population), are affected annually by droughts and climate conditions, this number is expected to increase up to 38% (UNISDR 2018: pp 15). The country's is Islands and coastal areas are at higher risk to adverse climate impact. Geographical position (lowland), coastal erosion, salinization of agricultural land, sea level rise and floods, engender negative consequences on the lives and livelihoods of women, children and most poverty-stricken rural populations. According to UNISDR, most of the floods affected people who are concentrated in the south-western part of the country, in the Quinara province.

Changing rain patterns and over-use of water increases salinization and reduces water levels. Regular monitoring of ground water levels, rivers and hydrological basins was abandoned due to a combination of lack of resources and obsolete equipment.

The agrarian sector (agriculture, forests and livestock) is most vulnerable to climate change, and its effects in fisheries and in cashew nuts production may undermine food security for a large part of the population. With no disaster risk reduction policies and programme, a situation which is compounded by high illiterate rate in the population and weak education system, Guinea-Bissau is highly vulnerable to natural and man-made disasters.

Moreover, there are no early warning or special communication systems available to the population in times of crisis or emergencies, and existing communication channels do not account for the specific climate change vulnerabilities the country faces.

### **Governance**

Ideally the Government programme should be based on the priority needs and participation of citizens. In practice, there are no mechanism in place for citizens to voice their perspectives and participate in policy formulation, especially for rural populations. This presents obstacles for the population in exercising their freedom of expression and in influencing government plans and actions which are essential rights in any democracy.

---

<sup>210</sup> Education Policy and Data Center, "Guinea-Bissau National Education profile", 2018 update

In Guinea-Bissau, exercising freedom of expression and freedom of the press remains a challenge. Concerns are related to Government control over media licensing, because there are no laws which define and enable licensing procedures which would ensure pluralistic political and media environments and hence address the issues of State budget to the functioning of public broadcasters. Whilst direct violence or threats against journalists is not a widespread pattern in Guinea-Bissau, recent post-electoral crisis episodes led to a considerable increase of threats to journalists and freedom of the press<sup>211</sup> and the use of inflammatory rhetoric, including hateful speech, discriminatory and defamatory remarks in social media and by individual bloggers against the political parties and leaders.

In terms of representation mechanisms in the political sphere, women's representation at the National Assembly remains low. Out of the 102 seats, there were nine women parliamentarians from 1994 to 1999 (8.8%); seven from 1999 to 2004 (6.8%); 13 from 2004 to 2008 (12.7%); 10 from 2008 to 2012 (9.9%); 14 from 2014 to March 2019 (13.7%). In the 2019 legislative elections, 13 women won seats (12.7%). However, the composition of women parliamentarians in the current legislature might decrease nearly to 10 women (9.8%), as three women elected parliamentarians were appointed as Ministers in July 2019.<sup>212</sup> However the appointment of these women as ministers is a positive development.

Another concern is the way in which the 13% women quota in each political party is distributed among the parties with parliamentary representation - see table below:

The parity law lacks amendments and needs to be expanded to include the participation of women in all sectors of the government. To date no woman has ever served as Prime Minister in Guinea-Bissau. From November 2016 to April 2018, women constituted 13.5% of Government positions, and no woman was appointed at the Ministerial level, only five women were appointed at the level of Secretary of State. From April 2018 to March 2019, women represented

Political parties	# Men	# Women	Total No. of Deputies
PAIGC	36	11	47
MADEM - G15	26	1	27
PRS	20	1	21
APU	5	0	5
PND	1	0	1
UM	1	0	1
<b>TOTAL</b>	<b>89</b>	<b>13</b>	<b>102</b>

19.2% of Government positions, out of a total of 26 Government positions, three women were appointed at the ministerial level, and two at the level of Secretary of State.<sup>213</sup> There are no female judges at the Supreme Court of Justice or at the Superior Military Tribunal. In the civilian justice system, 26.7% of judges are women (23 out of 86 judges) and 21.8% of prosecutors are women (19 out of 87 prosecutors).<sup>214</sup>

In December 2017 the formal establishment of a national Human Rights Defenders Network (HRDN), with the technical and financial support of UNIOGBIS and OHCHR, was a positive development in terms of the advocacy and promotion of the human rights in the country and has contributed to broadening the civic space and to enhancing civil society engagement in the country.

However, the establishment of a National Human Rights Institution compliant with the Paris Principles<sup>215</sup> remains important, as recommended by 12 Member States during the third Universal Periodic Review (UPR) exercise in January 2020.

In conclusion, substantive evidence deduced from this LNOB analysis, suggests that in Guinea-Bissau, about twenty-five percent of the population are left behind and suffering from multiple deprivations,

<sup>211</sup> Ibid.

<sup>212</sup> UNIOGBIS, Human Rights Section, Public Report on the right to participate in political and public affairs in Guinea-Bissau, November 2019.

<sup>213</sup> Ibid.

<sup>214</sup> Ibid.






<sup>215</sup> paras. 6.33-6.44, A/HRC/WG.6/35/L.8

multiple forms of discrimination and geographic isolation. Groups generally left behind are most affected by the weak and poor governance, the lack of access to social services, suffering most from scarcity of socioeconomic opportunities and are at greater risks of multiple shocks, including adverse effects of climate change, disease epidemics and environmental and socioeconomic shocks. Deeper analysis also suggests that the left behind population could be categorized in to following groups, ranged by the most affected, as follows:

1. Rural population, including those living in coastal areas and islands,
2. Women and girls,
3. Children,
4. Adolescent & Youth,
5. Peri-urban populations and
6. People living with disabilities, HIV-AIDS, and mental impairment.

Members of the LGBTI community and persons with disabilities, even though are in limited numbers, also face multiple discriminations and deprivations. Therefore, any effective response programmes and policies designed to assist the population left behind, must be prioritized to also meet the needs of these population groups as the most left behind in all stages of development endeavors.

### Annex #3: Climate Change Impacts in Guinea-Bissau

#	CC Sectors	Climate related hazards	General impacts of climate change in Guinea-Bissau
1	<b>Ecosystems</b> 	<ul style="list-style-type: none"> <li>Changes in precipitation regularity, intensity, monthly variability and amounts</li> <li>Coastal flooding</li> <li>Temperature rise</li> </ul>	<ul style="list-style-type: none"> <li>Decreasing flow of ecosystem services</li> </ul> <p><u>More specifically,</u></p> <p>In coastal ecosystems:</p> <ul style="list-style-type: none"> <li>Mangrove destruction</li> <li>Soil exposure and erosion</li> </ul> <p>Upland ecosystems:</p> <ul style="list-style-type: none"> <li>Anthropogenic pressure mostly related to agriculture and partially caused by the CC impacts on this sector</li> </ul> <p>Forests:</p> <ul style="list-style-type: none"> <li>Desertification</li> <li>Degradation of vegetation cover</li> <li>Changes in composition of the species</li> <li>The likelihood of bushfire striking, particularly in the interior.</li> </ul>
2	<b>Water Resources</b> 	<ul style="list-style-type: none"> <li>Changes in precipitation regularity and intensity</li> <li>Decrease in rainfall amounts overall</li> <li>Decrease of rainfall in dry months and storms in humid months</li> <li>Coastal flooding</li> </ul>	<ul style="list-style-type: none"> <li>Drying out of water sources</li> <li>Contamination of water sources with salty water, bacteria, soil particles or dangerous substances</li> <li>Increased pressure from agriculture as a result of CC impact on this sector, such as overexploitation of water sources for the use of agriculture</li> <li>Disturbed drainage</li> </ul>
3	<b>Agriculture</b> 	<ul style="list-style-type: none"> <li>Changes in precipitation regularity and intensity</li> <li>Decrease in rainfall amounts overall</li> <li>Decrease of rainfall in dry months and storms in humid months</li> <li>Coastal flooding</li> </ul>	<ul style="list-style-type: none"> <li>Soil fertility loss</li> <li>Soil acidification and salinification</li> <li>Decrease in agricultural productivity</li> <li>Drainage problems</li> <li>Decrease in livestock grazing areas</li> <li>Yield loss</li> <li>Intensification of pressure on ecosystems</li> <li>Migrations</li> <li>Malnutrition</li> <li>Higher incidence of locust in crop areas, resulting in significant loss of produce</li> </ul>
4	<b>Health</b> 	<ul style="list-style-type: none"> <li>Temperature rise</li> <li>Changes in precipitation intensity and amounts</li> </ul>	<ul style="list-style-type: none"> <li>More frequent outbreaks of diarrheal and vector-borne diseases</li> <li>Malnutrition, as a result of CC impact on agriculture</li> </ul>
5	<b>Urbanization</b> 	<ul style="list-style-type: none"> <li>Changes in precipitation intensity</li> <li>Coastal flooding</li> </ul>	<ul style="list-style-type: none"> <li>Infrastructure destruction</li> <li>Rural-urban migrations as a result of CC impact on agriculture</li> </ul>
*	<b>Disaster Risk Management (DRM)</b>	<b>The sudden onset of extreme weather events</b> <b>Unusually persistent high temperatures</b>	<ul style="list-style-type: none"> <li><b>Floods</b></li> <li><b>Droughts</b></li> <li><b>Wildfires</b></li> <li><b>Tropical storms</b></li> </ul>

**Figure #1: Food Security Trends at Regional Level**



Source: Source: Food Security and Nutrition Monitoring System Sept 2016- Sept 2019, WFP

## References

- Associação Nacional das Empresas Metalúrgicas e Eletromecânicas. (2018). Estudo Guiné-Bissau Enquadramento Perspetivas De Desenvolvimento Levantamento e Caracterização Das Empresas Comerciais e Industriais. Lisboa*
- Afristat, INE. (2018). Enquête Régionale Intégrée sur l'Emploi et le Secteur Informel (ERI-ESI). Bissau*
- Banco Mundial. (2019). Estudo prévio de viabilidade para Melhoria do Transporte Urbano. Bissau*
- Banco Mundial. (2019). Gerenciando Finanças Publicas para o Desenvolvimento. Bissau*
- Banco Mundial. (2019). PPP Pré-Estudo de Viabilidade de Gestão de Resíduos Sólidos em Bissau. Bissau*
- Bandim Health Project. (2018). Survey on Reproductive Health Products and Services in Guinea Bissau.*
- Barros, Miguel. (2014). A Sociedade Civil e o Estado Na Guiné-Bissau - Dinâmicas, Desafios e Perspetivas. Bissau*
- Birgit Embalo. Guiné-Bissau - Análise de Conflitos*
- Boletim Oficial (2018). Lei 4/2018, de 4 de dezembro*
- Boubacar-Sid Barry, Edward Creppy, Quentin Wodon. (2007). Cashew Production, Taxation, and poverty in Guinea Bissau. World Bank. Washington*
- CIMA Research Foundation (2018). Perfil de risco de desastres. Savona*
- Comissão Económica das Nações Unidas para a África. (2017). Perfil da Guiné Bissau*
- Direção Geral do Plano. (2015). Relatório sobre a realização dos Objetivos de Desenvolvimento do Milénio. Bissau*
- FAO. (2019). Guinea-Bissau country strategic plan (2019–2024). Bissau*
- Fundo Monetário Internacional. (2011). Guiné-Bissau: Segundo Documento de Estratégia Nacional de Redução da Pobreza.*
- Guerreiro, Sara e Hélder Pires. (2019). Manual Jurídico de Formação para Profissionais sobre a Lei contra a Mutilação Genital Feminina/Excisão na Guiné-Bissau. Bissau*
- Guinea Bissau. (2019). Unlocking diversification to unleash agriculture growth. Bissau*
- Instituto Nacional de Estatística. (2009). Recenseamento Geral da População e Habitação. Bissau*
- Instituto Nacional De Estatística. (2018). Estratégia Nacional De Desenvolvimento Da Estatística (ENDE) 2018-2020. Bissau*
- Joint Health and Governance global Advisory Services and Analytics. (2019). Public Financing Management in the Guinean-Bissau Health System: Challenges and Opportunities.*
- Lei Florestal. Preâmbulo do DL nº 14/2011. 2011*
- Ministério da Economia do Plano e Integração Regional. (2011). Inquérito Ligeiro para Avaliação da Pobreza (ILAP2). Bissau*

*Ministério da Economia e Finanças. (2018). Comité de Enquadramento Macroeconómico.*

*Ministério de Economia e Finanças (2019). Relatório do Pais sobre o Progresso da Implementação do Plano Estratégico Operacional ‘Terra Ranka’ e Realização dos Objetivos do Desenvolvimento Sustentável. Bissau*

*Ministério da Juventude e Emprego. (2015). Política Nacional de Juventude. Bissau*

*Ministério das Finanças. (2018). Nota de Enquadramento Macroeconómico e Orçamental. Bissau*

*Ministério de Economia e Finanças (2018). Nota de Enquadramento Macroeconómico e Orçamental. Bissau*

*Ministry of Public Health, Family and Social Cohesion. (2014). Standardized Monitoring and Assessment of Relief and Transitions.*

*Mo Ibrahim Index Data Portal. (2019)*

*National report submitted in accordance with paragraph 5 of the annex to Human Rights Council resolution 16/21 - A/HRC/WG.6/35/GNB/1*

*Nations Unies et République de la Guinée Bissau. Plan Cadre des Nations Unies pour l’Aide au Développement (UNDAF) 2013-2017,*

*ONU HABITAT (2019). Bissau 2030. Plano de Desenvolvimento Sustentável. Bissau*

*Organização das Nações Unidas. (2016). Roteiro para a Localização dos Objetivos de Desenvolvimento Sustentável*

*PNUD. (2017). Relatório de Desenvolvimento Humano de 2016 relativa à Gestão e Exploração dos Recursos Naturais na Guiné-Bissau. Bissau*

*PNUD. (2018). Rapport Final de l’évaluation de l’effet 2 du programme pays du bureau du Programme des Nations Unies pour le développement (PNUD). Bissau*

*PNUD. (2018). Rapport Final Evaluation à mi – parcours, CPD 2016 – 2020. Bissau*

*Programa Alimentar Mundial. (2019). Guinea-Bissau country strategic plan (2019–2024).*

*Republic of Guinea-Bissau. (2011): Completion Point Document Under the Enhanced Heavily Indebted Poor Countries Initiative (HIPC)*

*República da Guiné Bissau. (1973). Constituição da República. Revisto em 1996. Bissau*

*République de la Guinée Bissau. (2019). Enquête Nutritionnelle SMART et de Mortalité Rétrospective. Bissau*

*Republic of Guinea-Bissau. (2019). Guinea-Bissau Health Sector Diagnostic. Bissau*

*Republic of Guinea-Bissau. (2019). Health Labour Market Analysis. Bissau*

*República da Guiné Bissau e PNUD. (2017). Evaluation de la Fragilité en Guinée Bissau. Bissau*

*República da Guiné Bissau. (1997). Programa de Nações Unidas para Desenvolvimento. Estratégia e Plano de Acção Nacional para a Biodiversidade. Bissau*

*República da Guiné Bissau. (2013). Relatório de estado do sistema educativo nacional de Guiné Bissau. Dakar*

*República da Guiné Bissau. (2014). Diagnóstico do Sector da Juventude. Bissau*

*República da Guiné Bissau. (2014). Política Nacional de Nutrição. Guiné Bissau. Bissau*

*República da Guiné Bissau. (2015). Intended Nationally Determined Contributions. Bissau*

*República da Guiné Bissau. (2015). Plano Estratégico e Operacional, 2015-2020 “Terra Ranka”. Bissau*

*República da Guiné Bissau. (2016). Gestão do Financiamento Público no Sistema de Saúde Guineense-Bissau: Desafios e Oportunidades. Bissau*

*República da Guiné Bissau. (2016). Relatório das contas de saúde 2011 contas globais despesas de paludismo, VIH/SIDA e saúde reprodutiva. Bissau*

*República da Guiné Bissau. (2017). Plan Stratégique National de la riposte au VIH/sida de la Guinée – Bissau 2019 – 2023. Bissau*

*República da Guiné Bissau. (2017). Plano de Ação para a Promoção da Igualdade e Equidade de Género/PNIEG 2016-2025. Bissau*

*República da Guiné Bissau. (2017). Política Nacional de Igualdade e Equidade de Género –II. Bissau*

*República da Guiné Bissau. (2018). Analyse de l'écosystème des donnés et cartographie des indicateurs ODD de la Guinée Bissau. Bissau*

*República da Guiné Bissau. (2018). Final Report - Survey on Reproductive Health Products and Services in Guinea Bissau GPRHCS 2018-GB. Bissau*

*República da Guiné Bissau. (2018). Fome Zero - Desafios para alcançar a segurança alimentar e nutricional (2018-2030)*

*República da Guiné Bissau. (2018). Inquérito SiSSAN 2017 (Sistema de Seguimento da segurança Alimentar e Nutricional). Bissau*

*República da Guiné Bissau. (2018). Matriz de resultados e indicadores do Plano Estratégico e Operacional ‘Terra Ranka’ e de alinhamento e integração dos objetivos de desenvolvimento sustentável, da Agenda 2063, do Roteiro de Samoa e da avaliação de fragilidade. Bissau*

*República da Guiné Bissau. (2019). Plano Nacional de Desenvolvimento Sanitário 2018-2022 - PNDS III. Bissau*

*República da Guiné Bissau. (2019). Plano Integrado Nacional de Combate a Droga, Crime Organizado e Redução de Riscos 2020-2026. Bissau*

*República da Guiné Bissau. (2019). Política Nacional para a Educação Pré-Escolar na Guiné-Bissau. Bissau*

*República da Guiné Bissau. (2019). Sexto Relatório Nacional sobre a Diversidade Biológica da Guiné-Bissau. Bissau*

*República da Guiné Bissau. (2017). Programme Sectoriel de l'Education de la Guinée Bissau (2017 - 2025). Bissau*

*Tiniguena. (2016). Relatório do Inventário sobre o Estado da Produção Legislativa PNUD. Bissau*

*Tiniguena. (2016). Relatório do Inventário sobre o Estado da Produção Legislativa relativa à Gestão e Exploração dos Recursos Naturais na Guiné-Bissau. Bissau*

*Transparency International. (2020). Corruption Perceptions Index 2019. Berlin*

*UNCT. (2018). Pre-MAPS Mission Guinea Bissau Report*

*UNDP. (2018) Public institutions, civil society organizations, and the private sector promote the preservation and development of biodiversity, and the prevention and management of disaster risks.*

*UNESCO, (2019). Revisão Periódica Universal (35ª sessão, janeiro-fevereiro de 2020).*

*UNFPA. (2017). Rapport sur la mesure du dividende démographique de la Guinée Bissau.*

*UNFPA. (2017). Rapport Sur La Mesure Du Dividende Démographique. Bissau*

*União Africana. (2001). Declaração de Abuja. Abuja*

*UNICEF e DGP. (2017). Análise do Índice Multidimensional da Pobreza e Análise de Privações Múltiplas Sobrepostas (MODA). Bissau*

*UNICEF. (2014). Guinea-Bissau multiple-indicator cluster survey (MICS). Available at <http://ghdx.healthdata.org/record/guineabissau-multiple-indicator-cluster-survey-2014>.*

*UNICEF. (2015). Inquérito aos Indicadores Múltiplos 2014. Bissau*

*"UNICEF/WHO/World Bank Group. (2018). Levels and trends in child malnutrition*

*UNICEF – WHO – World Bank Group joint child malnutrition estimates - Key findings of the 2015 edition. Geneva and Washington"*

*UNIOGBIS e Institute for Security Studies. (2018). Fornecer Guiné-Bissau com uma nova constituição para reforçar o Estado de direito e estabilidade política.*

*United Nations Office for Disaster Risk Reduction – Regional Office for Africa and Centro Internationale in Monitoraggio Ambientale. (2018). Disaster risk profile – Guinea Bissau. Bissau*

*United Nations Sustainable Development Group. (2019). United Nations Sustainable Development Cooperation Framework - Internal Guidance.*

*United Nations. (2018). Pre-MAPS Mission Guinea Bissau, Report (Draft)*

*UNODC (2013). Criminalité Transnationale Organisée en Afrique de l'Ouest : Une Evaluation des Menaces. Vienna*

*UNODC. (2018). Global Report on Trafficking in Persons 2018. Vienna*

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

*World Bank. (2007). Cashew Production, Taxation, and Poverty in Guinea-Bissau.*

*World Bank. (2017). Guinea-Bissau Public Expenditure Review. Managing Public Finance for Development.*

*World Bank. (2018). Republic of Guinea-Bissau for The Quality Education for All Project. Washington*

*World Bank. (2019). Doing Business 2019 – Training for Reform. Washington*

*World Bank. (2019). Service Delivery Indicators Report - Health. Bissau*

*World Bank. (2019). Unlocking diversification to unleash agriculture growth. Washington*

*World Food Programme. (2016). Study in Bafatá, Gabú and Oio*

*World Food Programme. (2019). Guinea-Bissau country strategic plan (2019–2024). Bissau*

*World Food Programme. (2019). MOPAN 2017-2018 Assessments*

## Hyperlinks

World Population Prospects (2019 Revision) - <http://worldpopulationreview.com/countries/guinea-bissau-population/>

Base de Dados da OMS - <apps.who.int/nha/database>

Base de Dados da UNESCO - <http://data.uis.unesco.org/>

Base de Dados de Mo Ibrahim - <https://mo.ibrahim.foundation/iiag>

<http://ambientecplp.org/guine-bissau/documentos/indc-guine-bissau-resumo-pdf.aspx>

Base de Dados do Banco Mundial - <http://info.worldbank.org/governance/wgi/index.aspx#reports>

Portal de Dados da ONUDC - [http://dataunodc.un.org/GSH\\_app](http://dataunodc.un.org/GSH_app)

Website do INE - [www.stat-guinebissau.com](http://www.stat-guinebissau.com)

Base de Dados de UNAIDS - <https://www.unaids.org/en/topic/data>

Base de Dados de United Nation Inquiry among Governments on Population and Development (the Inquiry) - <https://esa.un.org/PopPolicy/Inquiry.aspx>

Fonte: Base de Dados dos ODS das Nações Unidas - <https://unstats.un.org/sdgs/indicators/database/>  
<https://www.unodc.org/westandcentralafrica/en/2019-09-02-seizure-guinea-bissau.html>

Portal de Dados da ONUDC - [http://dataunodc.un.org/GSH\\_app](http://dataunodc.un.org/GSH_app)  
[https://www.odemocratagb.com/wp-content/uploads/2016/11/CONAKRY-AGREEMENT-ON-GUINEA-BISSAU\\_versao-inglesa.pdf](https://www.odemocratagb.com/wp-content/uploads/2016/11/CONAKRY-AGREEMENT-ON-GUINEA-BISSAU_versao-inglesa.pdf)

[https://www.un.org/ga/search/view\\_doc.asp?symbol=A/CONF.227/L.1](https://www.un.org/ga/search/view_doc.asp?symbol=A/CONF.227/L.1)

[https://uniogbis.unmissions.org/sites/default/files/english\\_1\\_constitution.pdf](https://uniogbis.unmissions.org/sites/default/files/english_1_constitution.pdf)

<https://www.unisdr.org/partners/countries/gnb>

## Resoluções

A/CONF.227/L.1

A/RES/71/313

A / 69/700

E/CN.3/2017/2

E/CN.3/2016/2/Rev.1

Convenções nº 138 e nº 187 da OIT