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ANNEX 2

to the Commission Implementing Decision on the financing of the annual action plan in favour of the Republic of Guinea-Bissau for 2024

Action Document for “Strengthening Democratic Governance in Guinea-Bissau”

ANNUAL ACTION PLAN

This document constitutes the annual work programme within the meaning of Article 110(2) of the Financial Regulation, within the meaning of Article 23 of the NDICI-Global Europe Regulation.

1 SYNOPSIS

1.1 Action Summary Table

1. Title CRIS/OPSYS business reference Basic Act	Strengthening Democratic Governance in Guinea-Bissau OPSYS number: ACT-62624 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)
2. Team Europe Initiative	No
3. Zone benefiting from the action	The action shall be carried out in Guinea-Bissau
4. Programming document	Multiannual Indicative Programme (MIP) 2021-2027 for the Republic of Guinea-Bissau ¹
5. Link with relevant MIP(s) objectives / expected results	<p>The objective is to improve democratic governance and accountability in Guinea-Bissau.</p> <p>The expected results are to (i) promote the conditions for a vivid democratic life, including by reinforcing the role of civil society and key democratic institutions, ii) strengthen CSOs, including women’s CSOs capacity in order to support the needs of the most vulnerable groups, (iii) invest in people to favour social cohesion and peace, notably promoting active citizenship, human rights and environmental education and awareness raising, engaging youth and women and addressing conflict prevention and resolution.</p>
PRIORITY AREAS AND SECTOR INFORMATION	
6. Priority Area(s), sectors	Priority area 3: Good governance and Stability DAC 151: Government & Civil Society-general
7. Sustainable Development Goals (SDGs)	Main SDG: SDG 16. Peace, justice and strong institutions Other significant SDGs: 5 (Gender equality); 10 (Reduced inequalities); 17 (Partnerships for the goals)
8 a) DAC code(s)	15150: Democratic participation and civil society – 60%

¹ https://international-partnerships.ec.europa.eu/system/files/2022-01/mip-2021-c2021-9363-guinea-bissau-annex_en.pdf

	15151: Elections – 20%			
	15152: Legislatures and political parties – 20%			
8 b) Main Delivery Channel	Non-Governmental Organisations (NGOs) and Civil Society – 20000 UN entities– 41100 Other multilateral institution – 47000			
9. Targets	<input type="checkbox"/> Migration <input type="checkbox"/> Climate <input checked="" type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input type="checkbox"/> Education <input checked="" type="checkbox"/> Human Rights, Democracy and Governance			
10. Markers (from DAC form)	General policy objective @	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women's and girl's empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Nutrition @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
11. Internal markers and Tags:	Policy objectives	Not targeted	Significant objective	Principal objective
	Digitalisation @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	digital connectivity	YES <input type="checkbox"/>	NO <input checked="" type="checkbox"/>	
	digital governance	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
	digital entrepreneurship	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	digital skills/literacy	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	digital services	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	Connectivity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		YES	NO	

	digital connectivity	<input type="checkbox"/>	<input checked="" type="checkbox"/>	/
	energy	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	transport	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	health	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	education and research	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	Migration @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reduction of Inequalities @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Covid-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BUDGET INFORMATION				
12. Amounts concerned	Budget line: 14.020120 Total estimated cost: EUR 5 000 000 Total amount of EU budget contribution EUR 5 000 000			
MANAGEMENT AND IMPLEMENTATION				
13. Type of financing	Direct management through: - Grants Indirect management with the entities to be selected in accordance with the criteria set out in section 4.4.2.			

1.2 Summary of the Action

The proposed Action will promote democratic governance as a driver of peace and prosperity by supporting civil society organisations (CSOs), building capacity in Parliament, and ensuring transparent, inclusive and peaceful elections. The Action aims to achieve tangible synergies by mainstreaming CSO involvement across all three components, thereby boosting CSOs capacity to positively contribute to parliamentary actions and electoral processes.

A mapping of civil society in Guinea-Bissau conducted by the EU in 2018 revealed that CSOs tend to position themselves more as service providers compensating for the lack of elected local government than as autonomous political actors and drivers of social transformation. Nevertheless, some CSOs strive to participate in public governance, democratic life, inclusive local development and State-building, which merits further EU support.

Guinea Bissau's CSOs have successfully formed and sustained an election monitoring network, despite the lack of formal recognition or accreditation for citizen election observation. Nevertheless, this legacy CSOs network has significantly contributed to the peaceful conduct of closely staggered presidential and parliamentary snap elections and to the acceptance of their results. The network shows strong cohesion and, with further EU support, could expand its monitoring scope to include voter registration, results management and dispute adjudication, thereby enhancing electoral transparency, credibility and inclusivity.

In line with democratic norms, the Constitution of Guinea-Bissau and parliamentary rules of procedure mandate the National Popular Assembly (Assembleia Nacional Popular - ANP) to exercise legislative and oversight functions. However, several gaps hinder the effective exercise of these key functions. These gaps relate to committees, legislative process, lack of clearly defined oversight processes, insufficient information and staff support for analysis and deliberation, and a lack of CSOs entry points to parliamentary deliberation.

Therefore, the **Action aims to strengthen democratic governance in Guinea-Bissau** by supporting CSO's, the ANP and electoral processes.

The Action is divided into **three distinct but interlinked components**: CSOs (EUR 3 000 000), NPA (EUR 1 000 000) and elections (EUR 1 000 000). The first component aims to strengthen civil society as an actor in inclusive development at national and local levels. The second component will focus on the effective and gender-sensitive

functioning of the ANP and improving CSOs access thereto. The third component will work with election management bodies and CSOs aiming at enhancing the inclusivity, legitimacy and transparency of electoral processes, including local elections, if held during the implementation period.

1.3 Zone benefitting from the Action

The Action shall be carried out in Guinea-Bissau, included in the list of ODA recipients.

2 RATIONALE

2.1 Context

Guinea-Bissau counts a population of over 2 million,² composed of various ethnic groups each with their own linguistic, cultural and religious identity. While this diversity is a strength, it can also be exploited for electoral purposes by politicised ethnic hate speech. With an undiversified *cajú*-based economy, the country faces significant challenges to create formal employment and generate better living standards for its population. It is also confronted with major issues in terms of inequality, maternal and child mortality, climate vulnerability, social cohesion, resource allocation, and improving public services. Meanwhile, Guinea Bissau's national governance paralysis is stifling internal and external investment critical for sustainable socio-economic growth and inclusive human development. This trajectory undermines the enabling environment of good governance envisioned by the EU Global Gateway.

Guinea-Bissau ranks 179th of 193 in the Human Development Index (HDI 2024, UNDP) and 192nd of 209 in terms of government effectiveness (WGI 2021, World Bank). The private sector is embryonic and intertwined with political interests, and the country ranked 174th (out of 190) in the 2019 World Bank's Doing Business index. Transparency International's corruption perception index places Guinea Bissau as one of the most corrupt in the world, with a score of 21 points out of 100. In terms of human rights and specifically women and girls' rights, although Guinea-Bissau has demonstrated commitment to promoting women's empowerment with a number of recent legislation, gender inequality persists at all levels of society, including the executive, legislative and judicial spheres³. In this context, the EU's Gender Action Plan III (2021-2025) and respective Country Level Implementation Plan for Guinea-Bissau (CLIP) aim at promoting and fostering gender equality and women's empowerment (GEWE) considering the challenges at national level, following a human rights-based approach. A number of 11,584 people are estimated to live with disabilities in all regions of the country⁴.

Guinea-Bissau's 1996 Constitution introduces multi-party democracy within a semi-presidential political system with government being accountable more to ANP than to the directly elected President. The 1996 Constitution's fluid delimitation between presidential and parliamentary powers, however, did not anticipate the eventuality of divided government (*co-habitation*), which has persisted in since 2019. Recent attempts by the ANP to amend the Constitution to more clearly delimit legislative and executive powers in its favour have led to an institutional stand-off between the head-of-state and the Parliament-controlled government, culminating in the two-time dissolution of the ANP in the course of a year. The Constitution itself lacks an enforceable timeframe for holding fresh parliamentary elections in the event of the ANP's dissolution, even if underlying legislation does.

Radio and social media reach the widest target populations (especially youth) for civic education, but are not yet leveraged by CSOs and do not yet engage their audiences in the constitutional debate. When in session, the ANP is made up of 102 members, directly elected for four-year terms in multi-member constituencies in a proportional list system. Because of the low number of seats in each district and the weak penalties against breach of the 36 percent gender quota, only 10 women (9,8 percent) were elected to the ANP in 2023, fewer than in 2019 (14) and far below Guinea Bissau's regional lusophone peers. Among the 10 ANP women members, only three were seated on standing committees, and none on the powerful First Committee. Guinea Bissau's multi-member constituencies also dilute geographic accountability of ANP members.

Following the ANP's first recent dissolution in 2022, delayed snap elections took place on 4 June 2023 in a remarkably peaceful atmosphere. The transparency of the elections was recognised by international observation

² Extrapolated on the basis of its last census from 2009

³ Gender Action Plan III- 2021-2025 Country Level Implementation Plan- CLIP Guinea-Bissau

⁴ [Launch of database of persons with disabilities in Guinea-Bissau | United Nations Development Programme \(undp.org\)](#)

missions. The *Inclusive Alliance Platform PAI-Terra Ranka*, led by the main opposition party, won an absolute majority. Assembly speaker Domingos Simões Pereira took office on 28 July 2023 and appointed a new government in August 2023. Throughout the Fall of 2023, the ANP and its standing committees sharpened the exercise of their oversight functions—empowered also by its twinning with the Portuguese Assembly—but without involving civil society. On 4 December 2023, after what was labelled a coup attempt, the President once again dissolved the ANP, which entailed the dismissal of the Government. In turn, the Assembly speaker accused the President of carrying out a "constitutional coup d'etat", since the Constitution bars dissolution of the ANP during the first year of its term.⁵ On 13 December 2023, police prevented members of the ANP from accessing the ANP premises, using tear gas to disperse the crowd gathering near the building. In January 2024, the President appointed a new government. A demonstration by the *Inclusive Alliance Platform - Terra Ranka* was planned for 8 January 2024, but security forces blocked off strategic areas of the capital, and dispersed citizens attempting to join the march, while the Interior Ministry has issued a press release banning all demonstrations in Guinea-Bissau.

The current President's 5-year-term lapses in February of 2025, but dates for the presidential election and for parliamentary snap elections, remain unknown in June 2024, including to the National Election Commission (CNE). However, the current government is updating the electoral roll and in January 2024 the President announced to the press that he would start consultations with the CNE – whose mandate however expired in April 2022 - to set the date for another ANP snap election. The judicial system is headed by the Supreme Court, appointed by the President, but the head of the Supreme Court resigned in November 2023 so that the court lacks a quorum in May 2024. Previous Supreme Court decisions to clarify separation and balance of powers in RGB's semi-presidential dispensation have not settled the recurrent clinch between the directly elected head-of-state and the legislature. The President is therefore now ruling by decree.

Local council elections (*autarquias*), mandated by the Constitution since at least 1996, never took place. Lack of elected local authorities means that citizens (and CSOs) do not have democratically legitimised and accessible channels to demand service delivery and budget allocations from central government, and no venues to influence political processes. This paradigm is compounded by limited CSO advocacy and public relations skills. Instead, CSOs have taken direct charge of the delivery of social services, in the fostering of social cohesion at local level and in influencing policy setting in several sectors (i.e. environment, gender, child rights, education, health, etc.). But CSOs still lack weight and assertiveness to influence national political processes, to open interfaces between citizens and the State, or to mediate among opposing actors involved in the political conflicts.

In terms of policy functions, however, donor-funded CSOs currently support development planning processes at local level. Strengthening CSOs means in this framework also strengthening the linkages between the State and political institutions and society at large, as strengthened CSOs can improve the relevance and effectiveness of public advocacy, strengthen the protection and the exercise of citizen rights and entitlements through advocacy and judicial review in the administrative court system and support the development of democratic policies by fostering capacity of the grassroots and of elected officials by facilitating access to information. CSOs strengthening is also critical to improve access to newly elected leaders and convey societal dynamics in the political arena, and foster the mediation of political conflicts by creating or managing spaces for political dialogue.

2.2 Problem Analysis

Guinea-Bissau has suffered recurrent political instability, short-lived elected government, internal armed conflicts and violation of human rights. Since the late 1980s, state capacity to provide services to citizens and to uphold good governance have gradually deteriorated to the extent that CSOs deliver most essential services, particularly in the rural areas. The situation has been improving in recent years but remains hampered by a weak public administration. The President, whose term lapses in February 2025, has dissolved the -, dismissed government, and appointed a new cabinet by decree. Lack of accessible venues, mechanisms and forums for CSOs monitoring of and inputting into governance processes hinders productive interaction between CSOs and state institutions.

Civil society:

In Guinea-Bissau, CSOs have been a key EU partner in a wide range of actions. A wide array of CSOs operate across the country, ranging from community-based organisations to local and thematic platforms, to about 100 active NGOs mainly working at regional level, and another large group operating at national level. CSOs have

⁵ Article 94.1 of the Constitution

been widely targeted by the support of international development partners since the early 1990s, both through capacity building and funding.

CSOs often engage successfully in governance processes. Mainly at community level, community based organisations (CBOs) engage in the identification and implementation of solutions to local problems, while at rural level several CSOs (mainly NGOs and Civil Society Platforms) are involved in the delivery of social services (from health and education to agricultural extension, water supply and sanitation and environment management) and in dialogue with public authorities for influencing policy formulation. During last 10 years CSOs have also been interacting mainly with governors in development planning, at regional level as the decentralisation process which has been officially launched was never put into practice.

Despite the above achievements, CSOs have not been enabled to advance in their engagement with political institutions to improve governance and to mitigate Guinea Bissau's democratic deficits, as well as its political instability, or to adequately represent citizen voices in relation to the political processes. Yet, experience in managing conflicts at different levels suggests strong CSO potential for mediating among political actors and improving the functioning of institutions.

Several obstacles stand in the way of CSOs playing a stronger role in this paradigm: First, it is a question of weakness of governance framework allowing for adequate participation of CSOs and their engagement with political institutions, political actors and to influence the political decision-making and policy implementation processes. While some spaces were developed – often with international partner support – to foster CSOs engagement in the policy setting processes, there are still limited venues and opportunities for productive dialogue with political institutions actors. Secondly, the lack of capacities and of levers to successfully sustain engagement in the governance and policy implementation processes, both caused by the prevalence of capacity strengthening activities focusing on “project implementation” rather than on strategies and tactics CSOs could wield to hold government and the administration accountable for service delivery. A variety of other elements hold back CSOs from exerting **stronger influence on democratic governance processes**, such as divides within the CSO community, and lack of **spaces for fostering collective CSO engagement**, which is linked both to the politicisation of organisations and competition for funding among CSOs for projects to fundraise for their own functioning.

Parliament:

The ANP is given very broad mandates by Guinea-Bissau's 1996 semi-presidential Constitution. The Constitution, however, does not delimit whether the directly elected President or the Prime Minister, who is accountable to the ANP, has the last word in executive decision-making. Citizen interest and understanding of Guinea Bissau's branches of government has not yet been measured through surveys, which would be critical for designing and targeting effective civic education measures. Better popular understanding of the ANP's constitutional prerogatives could also allow citizens to take ownership of the work of parliamentarians, and thereby protect the independence and prerogatives of the ANP in relation to the executive.

Previous support from the EU has mainly focused on the ANP's oversight and legislative function. The constitutional and regulatory framework for the ANP is in line with democratic norms, but several gaps still hinder the effective exercise of its key functions. ANP committee and plenary procedures lack frameworks for oversight, such as building a shadow cabinet, and staff support for analysis and deliberation. The establishment of **tripartite joint-committees**, associating relevant members of Parliament and of government, as well as CSOs specialized in thematic issues at hand, is an approach advocated by the main Parliament stakeholders. The expectation would be to avoid gridlock when Parliament exercises its core functions to legislate and ensures oversight over executive action by mainstreaming the ANP's representative mandate into its other functions—and to thereby avoid another premature dissolution of the next legislature. At the same time, a fresh cohort of incoming ANP members will need to receive the same induction as previous cohorts (plus the so far neglected representation component), which Parliament also expressly requested support for.

Elections:

Guinea-Bissau follows the mixed model of **election management** with an independent commission, the National Electoral Commission (CNE) and a ministerial department the Technical Support Office for the Electoral Process (GTAPE) under tutelage of the Ministry of Territorial Administration) splitting institutional mandates. Guinea-Bissau's election administration operates just over 3,500 polling stations, and Portugal usually provides election ballots and other printed matters as an in-kind contribution. In 2023 UNDP created a basket fund to support the

electoral cycle managing the resources of various donors. The total contribution in cash to the basket fund is 2,409,314.13 USD and 217,864.00 USD in contributions in kind from the Government of Portugal, totalling 2,627,178.13 USD. The partners supporting the Basket Fund are: UNDP, Spain, Portugal, Brasil, ECOWAS and the EU with 1M EUR. The cost of each electoral event varies between US\$3,5 million and US\$5 million to depending on whether more than one election is held on the same day. RGB's per voter cost is hence modest when compared within the subregion. RGB also avails of a biometric voter register that is updated annually, albeit with a very small number of registration kits. The limited reach of voter register updates raises questions of accessibility for first-time voters and persons living with disabilities, as well as young mobile citizens in need to change their voting address. The 2023 EU Election Expert Mission (EEM) hence recommended to enhance the CNE's oversight function of the GTAPE's voter updates. The voter register was audited in 2019 with assistance from ECOWAS and does currently not raise controversy among CSOs. Nevertheless, scant online and radio information about the itinerary of roaming registration teams leaves room for improvement in order to ensure youth inclusion.⁶

The rates of blank and invalid votes vary significantly between districts and reach double digits in some areas,⁷ pointing to the need for more geographically targeted voter information, which was confirmed by the CNE and CSO interlocutors. Despite the Parity Law of 2018, which sets a 36 percent "soft" quota in women's representation in parliament, only ten women (9,8 percent) were elected into in the ANP elected and dissolved in 2023—fewer than in previous parliamentary elections.⁸

The CNE has expressed interest in EU funding for a novel electronic results transmission system aiming to reduce the time window for results disinformation while not envisioning online publication of results, despite the 2001 ECOWAS Protocol on Democracy, ratified by RGB, requires that *the announcement of results shall be done in a transparent manner*.⁹ EU EEM 2023 recommended CNE to commit to more transparent results publication (Priority Recommendation #3) and/or to express authorization by joint-CNE-Célula monitoring the Code of Conduct (CoC) application, or through an MoU for citizen "monitors" to publish their reporting (EU EEM 2023 Recommendation #17).

CSO election monitoring has developed empirical methodology in line with international best practice. RGB's legal and regulatory framework still lacks provisions for the formal accreditation of citizen election *observers* (as opposed to monitors) and their organizations. Lack of formal standing continues to have a chilling effect on the *Célula's* willingness to publish its findings, or to expand its monitoring activity to voter registration, candidate registration (especially in terms of gender), counting, results management and electoral dispute resolution.

The risk of increased **ethnic and religious tensions because of electoral campaigns** persists and should be mitigated, also considering prevalence of misinformation and disinformation campaigns. Civil and political rights education – including for women, elderly and first-time voters, people living with disability, especially in rural areas – needs reinforcement. **Adoption of a gender and youth perspective** in CNE/GTAPE decision-making and strategic planning can contribute to improve women and youth participation in electoral processes.

Improved civic education on RGB's semi-presidential political system is also important when voters are asked to vote in parliamentary and presidential elections on the same day. The above findings lead to the conclusion that funding CSO monitoring, civic/voter education and advocacy remains highly relevant. Technical assistance to the election management could also add value, in case the CNE shows institutional will to enhance electoral transparency in line with regional and sub-regional norms that Guinea Bissau has ratified, or if it is tasked to hold local elections.

Identification of main stakeholders and related institutional and/or organisational issues (mandates, potential roles, and capacities) to be covered by the action:

Primary stakeholders (Right holders)

CSOs, including international, non-governmental and community base organisations, work on community development, advocacy, and capacity-building issues. CSOs play a crucial role in mobilizing local communities and can contribute to action implementation with the involvement of local NGOs and CBOs, providing technical expertise, raise awareness and mobilize communities, and ensuring accountability of authorities. Several groups exist – both at national and local level – fostering structured dialogue and joint initiatives focusing on governance

⁶ <http://www.cne.gw/noticias/310-atualizacao-de-recenseamento-eleitoral>

⁷ http://www.cne.gw/images/docs/APRESENTAO_DE_RESULTADO_2023.pdf

⁸ <https://data.ipu.org/women-ranking?month=2&year=2024>

⁹ Article 6, <https://www.eisa.org/pdf/ecowas2001protocol.pdf>

and policies. The Group of **Civil Society Organisations for Elections (GOSCE)** is an umbrella organisation linking over 20 local civil society groups; it was created in 2012 following the coup d'état, with the objective to contribute to re-establishing the democratic order, supporting the transitional Government and the new electoral process. It includes organisations with different missions and covering various groups, including women and youth.

The ANP, which is constitutionally mandated to hold government to account, initiate legislation, and represent citizen interests vis-à-vis government.

Important ANP stakeholders include:

- **CSOs**, including actors such as the media and press freedom organisations, women's organizations, organizations of people living with disabilities academic institutions and research centres;
- **The citizens** as the ultimate beneficiaries of this programme;
- Other relevant **state and public institutions**;
- The United Nations Development Programme (**UNDP**) and resident **EU Member States** (PT, FR, ES);
- Regional organisations, such as the **African Union and ECOWAS**, can also play an active political role.

The National Elections Commission (CNE) and the Technical Office to Support Electoral Processes (GTAPE), under tutelage of the **Ministry of Territorial Administration**.

Secondary stakeholders relevant to all three components (Duty bearers)

Ministry of Economy, Planning, and Regional Integration: this ministry is generally responsible for economic planning, coordinating development policies, and managing financial resources. It will be involved in formulating and implementing development policies, and coordinating partner interventions at regional level with a focus on CSO implication.

Ministry of Territorial Administration and Local Powers: this Ministry oversees decentralization, can facilitate coordination between central and local levels, and support the implementation of development policies at the local level. Despite the mandate, decentralization has not advanced and human and institutional resources to support the decentralization process and local governance are currently insufficient. The ministry also implements voter registration through its GTAPE department.

Technical and Financial Development Partners as UNDP and UNFPA and EU Member State agencies: these partners provide technical and financial support for implementing CSO development programs. They can contribute to project funding, provide technical expertise, and support the implementation of development policies. Development partners have technical and financial capabilities to support development interventions, as well as significant international networks and experiences.

Other institutions, such as **the Supreme Court**, are involved in the elections in terms of vetting and certifying the candidates and handling the judicial appeals. The **Ministry of Foreign Affairs** conducts out-of-country voter registration and polling, and it defines electoral assistance priorities for the UNDP basket fund, of which the EU is one of the main contributors.

3 DESCRIPTION OF THE ACTION

3.1 Objectives and Expected Outputs

The **Overall Objective** of this action is to **strengthen democratic governance in Guinea-Bissau** with the purpose of consolidating democracy and facilitating lasting peace in the country.

The **Specific Objectives** of this action are to:

1. Strengthen civil society as actor in inclusive and gender responsive development at national and local levels;
2. Strengthen representative and inclusive democracy through the effective and gender-sensitive functioning of the parliament;
3. Enhance credibility, inclusiveness, legitimacy and transparency of elections, in line with the domestic legislation and regional obligations.

The **Outputs** to be delivered by this action contributing to Specific Objective 1 are: 1.1 – Enhanced governance mechanisms for strengthened civic engagement at national and local levels

1.2 - Fostered spaces and tools to support CSOs organisational and advocacy capacity and to promote knowledge exchange at national, regional and international level.

The **Outputs** to be delivered by this action contributing to Specific Objective 2 are:

2.1 - Capacities of the elected members of ANP and its administration strengthened on key topics, including a better consideration of gender and the inclusion of people with disabilities in the legislative process, and a better information, consultation and engagement with citizens;

2.2 - Exchanges ensured with other parliaments (including on quota systems for women), constitutional experts and networks for technical improvements;

The **Outputs** to be delivered by this action contributing to Specific Objective 3 are:

3.1 - Political participation and representation of women, youth, elderly, persons with disabilities (PwD) and rural populations are strengthened;

3.2 - Observation and reporting on the elections are facilitated and improved.

3.2 Indicative Activities

Activities relating to Output 1.1 - Enhanced governance mechanisms for strengthened civic engagement at national and regional level

- Promote initiatives at national and regional level to enhance citizens control on service delivery and dialogue with relevant public authorities.
- Establish frameworks and instruments for regular CSOs involvement in public policy planning and execution processes in selected regions, establishing pilot hubs to facilitate civil society participation in the preparation and implementation of local plans.
- Conduct a comprehensive assessment aimed at identifying legal and institutional barriers hindering effective civil society participation in public policy dialogue and decision-making, establish a roadmap and support its implementation.

Activities relating to Output 1.2 - Fostered spaces and tools to support CSOs organisational and advocacy capacity and to promote knowledge exchange at national, regional and international level

- Create and reinforce dedicated spaces managed by CSOs to exchange best practices, acquire new skills, and collaborate on common challenges, including digital learning portals and initiatives and mentoring programmes offering training modules, resources and tailored support specifically designed for different types of CSOs.

- Provide technical assistance to develop programmes aimed at strengthening CSOs' organisational and advocacy capacities, as well as enhancing their effective communication, negotiation, and collaborative decision-making.
- Organise regular workshops, seminars and conferences focused on organisational development, fostering networking intra-Africa and with European organisations and promoting opportunities for innovative collaboration.

Activities relating to Output 2.1 - Capacities of the elected members of ANP and its administration strengthened on key topics, including a better consideration of gender in the legislative process and a better information, consultation and engagement with citizens

- Technical assistance to develop tools for oversight of political decision-making processes and policy implementation, including by exploring the possibility of setting up a "shadow cabinet";
- Capacity building to conduct consultative public hearings with citizens, CSOs and government officials on draft legislation and support staff in preparing technical reports for committee deliberation, including the support to the staff of the Citizen's Office;
- Support to operationalizing the ANP radio station and/or production of regular ANP podcasts/radio programming.

Activities relating to Output 2.2 - Exchanges ensured with other parliaments (including quota systems for women), constitutional experts and networks for technical improvements

- Twinning of ANP members, staff, women CSOs leaders and women youth leaders for more effective consideration of gender in parliamentary processes;
- Experience sharing on the range of laws and amendments that wait to be debated and adopted in accordance with international norms (electoral laws, political party law, political party finance transparency and the role of media and election observation by CSOs);
- Training for committees and MPs, including women, on gender impact analysis of budgets.

Activities relating to Output 3.1 - Political participation and representation of women, youth, elderly, PwD and rural populations strengthened

- Dialogue and advocacy between women organisations and political parties to apply the Law on Parity to the political sphere;
- Support CSOs in tracking the routing of GTAPE voter registration update units and to inform citizens on the radio, online and visuals, specifically targeting women, youth, PwD, elderly and rural populations;
- Exchange days with political parties on the integration of gender, young and other vulnerable people (elders, people in remote rural areas) in the political and electoral process.

Activities relating to Output 3.2 - Observation and reporting on the elections are facilitated and improved

- Support to strengthen the CSO election monitoring framework and publication of reports, in cooperation with the CNE; support CSOs in initiating Codes of Conduct for political parties and candidates and for citizen election monitoring and promote their widest possible adoption and dissemination;
- Support national and community radio-based candidate-to-candidate and candidate-to-public debates with women, youth, PwD, elderly and rural populations, focusing on electoral manifestos, especially to strengthening the parity law; support CSO social media and community radio engagement for electoral and constitutional education, with an emphasis on fundamental rights and the capacity to respond to misinformation/disinformation and hate speech during all phases of the electoral process;
- Support the CNE in enhancing results publication transparency through disaggregation by polling station and/or online publication of each polling station's results protocol facsimile (EU EEM 2023 Priority Recommendation #3).

3.3 Mainstreaming

Environmental protection and climate change

Outcomes of the Environmental Impact Assessment (EIA) screening: the EIA screening classified the Action as Category C (no need for further assessment).

Outcome of the Climate Risk Assessment (CRA) screening: the CRA screening concluded that this Action is of low risk (no need for further assessment).

Gender equality and empowerment of women and girls

As per the OECD Gender DAC codes identified in section 1.1, this action is labelled as G1. This implies that a gender perspective is applied throughout all components of the action. An assessment of specific gender shall be drafted with a focus on politics, governance and electoral processes, and guide the planning, implementation, monitoring, and reporting of the action. The action will apply gender-sensitive and sex-disaggregated indicators to monitoring and evaluation. In line with the GAP III, and its policy area “Advancing equal participation and leadership” the action will contribute to (i) increasing the level of women participation, representation and leadership in politics, governance and electoral processes, (ii) enhancing women’s capacity as political leaders in governments and parliaments and (iii) promoting gender-responsive legislative processes and budgeting. The Gender Profile of Guinea-Bissau has also guided the drafting of this action, as the report states that: “in the short and medium term, it is more likely that the consolidation of the achievements relating to women's participation in politics and decision-making will be taken on by civil society, due to its lobbying and social mobilisation capacity”. The action will also focus part of its citizen election observation component to monitor gender-based violence during the election campaign, including during party-internal candidate selection. The action will ensure that its implementing partners and grantee staff are selected according to gender parity at all management and field observer levels.

Human Rights

The action supports the exercise of civil and political rights enshrined in instruments ratified by the Republic of Guinea-Bissau, notably the right to vote and to stand for election, as well as the right to participate in government (Article 25 of the ICCPR and Article 13 of the African Charter for Human and Peoples’ Rights). More specifically, the action supports the right of national civil society to observe elections, as stipulated by Article 22 of the African Charter of Democracy. The action integrates a human rights-based approach, promoting democracy and inclusive governance in all its activities. The action ensures the participation and representation of right-holders in decision-making, placing a special emphasis on invigorating civil society organisations. Through the support to CSO the action will be able to reach groups that are marginalized, mostly outside Bissau, as women in rural areas, elders and people with disabilities. The action also strengthens the capacities of states/duty-bearers (ANP, CNE and other states institutions) to fulfil human rights obligations and gender equality commitments. The action aims to promote the participation in public life of vulnerable groups, especially women and people with disabilities, through (i) sensibilisation and communication campaigns during the electoral process and (ii) through the support to ANP to conduct consultative public hearings with citizens. The support to the oversight functioning of the ANP can also play an important role in ensuring accountability and transparency from state institutions, thus promoting the right to freedom of information.

Disability

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D1. This implies that, although this action does not have a specific objective to disability, reasonable accommodation will be ensured to allow participation of persons with disabilities in each activity - in line with the UN Convention on the Rights of PwD. Also, the action will be implemented following an inclusive approach, integrating the needs of different categories of people, including the most vulnerable. In particular, regarding the second objective of this action, the needs of people with disabilities will be considered when enhancing effective and inclusive access to vote. The action sustains the Monitoring Cell (*Célula de Monitoramento*), which recruits persons living with disabilities among its observers, and which embraces in its election monitoring methodology the statistical capture of wheelchair inaccessible polling stations, as well as respect for queueing privileges for PwD, in line with Article 29 of the Convention on the Rights of PwD.¹⁰ Within the logframe, disaggregation by disability status is also taken into account

Reduction of inequalities

In Guinea-Bissau elite capture of resources has led to gross inequalities in the distribution of wealth. Inequalities between men and women, rural and urban, young and old, rich and poor keep increasing in the country. Poverty is persistently high, with an estimated 70% of the population (50% women) living below the poverty line, and a Human Development Index ranking Guinea-Bissau 179th of 193. The role played by civil society organizations in the action will help to strengthen the “social capital” in Guinea Bissau: the ability of communities to share common values and coordinate actions at the local level to improve their lives. Besides, the action will contribute to

¹⁰ <https://www.un.org/development/desa/disabilities/convention-on-the-rights-of-persons-with-disabilities.html>

transparency measures that promote lower inequality when building capacity in civil society organisations, giving them access to information and the ability to conduct public hearings with the ANP. Inequality locks women and girls into unequal power relations, limiting their access to political power and decision-making as well as impairing their autonomy and freedom. Through the support to the electoral process component which aims at increasing women's participation as voters and candidates, the action will also contribute to reducing inequalities.

Democracy

The action aims to support CSOs, as well as the democratically elected legislature in the exercise of its core functions to legislate and to hold government to account. Supporting the exercise of democracy and diverse forms of participation of citizens in and beyond elections is at the very core of the EU intervention. Women and youth will be integrated for full participation in electoral processes as voters and candidates. Support to ANP will include internal governance, capacity building, compliance with standards and ethics, programmatic communication and promotion of women and youth meaningful participation. The mainstreaming of cross-cutting issues and good governance considerations are ensured through: (i) the systematic involvement of different stakeholders in transparent decision-making processes, feasibility review and in the implementation of actions at all levels; (ii) the EU's good governance objectives; (iii) the application of the principles of gender and inclusiveness of youth and vulnerable people, and (iv) the integration of the project's strategies/actions into the overall good governance framework.

Conflict sensitivity, peace and resilience

The action contributes to conflict sensitivity, peace and resilience. It follows some of the recommendations contained in the Conflict Analyse Screening Report for Guinea Bissau of May 2023, as it aims to (i) strengthen capacities of civil society, including youth and women's associations, in its advocacy role, (ii) ensuring and strengthening the quality of participation of the civil society at the electoral process, (iii) planing the preparation and monitoring of a Code of Conduct for the elections and of an Electoral Monitoring Cell, (iv) support women participation in elections and public life, and (vi) support the media and invest in them as allies in promoting peace and social cohesion. The action aims to strengthen accountability mechanisms trough the support to civil society and to the ANP, and it continues to focus on gender equality, women empowerment and youth.

Disaster Risk Reduction

Natural and man-made disasters have the potential to throw elections into chaos, destroying infrastructure, displacing populations, and potentially rendering the impacted system more vulnerable to security threats. While politicians are not responsible for natural disasters, they are often held accountable and anticipated to act. In line with the EU Multiannual Indicative Programme 2021-2027, the action ties into, in particular for electoral bodies, strengthen the link between democratically elected bodies and citizens, to faster articulated needs and response to such disasters, deployment of early warning and response system that will eventually go beyond mere focus of electoral violence. The action itself does not directly or indirectly increase risk of natural disaster.

3.4 Risks and Lessons Learnt

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
External Environment	Risk 1 Recurrent political instability	High	High	Regular dialogue with relevant Government counterparts and CSOs, including through CSO thematic platforms
External Environment	Risk 2 Limited technical capacity of human resources and financial capacity of the beneficiaries to allocate	High	High	Focus on institutional capacity-building to ensure sustainability of the results and enhance resilience

	the necessary means to sustain the attained results and effects in the long term			
External Environment	Risk 3 Uncertainty of the election dates can affect both the electoral and the ANP components	Medium	Medium	Focus on institutional capacity-building of the permanent staff of the ANP and the CNE and training on democratic values to CSO and medias, to guarantee long term results and resilience
Planning, processes and systems	Risk 4 For the electoral component, UNDP does not find sufficient funding to accomplish its tasks and feed the basket fund	Medium	Medium	The UN coordination will set up a fundraising plan with international community in order to find the necessary resources. EU Delegation will contribute to this as co-leader of the TFPs group and will continue to lobby
Planning, processes and systems	Risk 5 Overlapping donor interventions	Medium	Medium	Stronger coordination between development partners and with the Government, both in the design and the implementation phases of the action
People and organisations	Risk 6 High turnover of human resources into the concerned national institutions	Medium	Medium	Technical assistance ensuring capacity building of the pivotal players (technical staff of ANP committees)
People and the organisation	Risk 7 Competition for funding and animosity among key civil society organizations, platforms and networks	Medium	Medium	Promote structured dialogue with and within civil society, both at national and provincial levels, as well as promote opportunities/define criteria for them to work in a joint and complementary manner
People and organizations	Risk 8 Isolation of grassroots CSOs based outside Bissau	Medium	Medium	Promote the implementation of decentralised support actions notably communication activities with strong involvement of local media (community radios)
People and organizations	Risk 9 Limited engagement in favour of gender equality and the empowerment of women, a human rights-based approach, and persons with disabilities by the targeted organizations	Low	Low	Resources to work with CSOs on the importance of integrating gender equality, a human rights-based approach, and the rights of persons with disabilities
Lessons Learnt: EU support to CSOs in Guinea Bissau spawned a wide array of lessons learned, mainly through the EU-funded projects, such as PAANE, Djuntu, and CSO-LA thematic programme, as well as the EU CSO Roadmap: <ul style="list-style-type: none"> - Adopting diversified support modalities, taking into account the level and nature of involved CSOs, and avoiding “one size fits all” approaches; 				

- Avoiding “training” activities which do not involve a tangible follow-up and funding opportunities for testing newly developed capacities;
- Avoiding activities aiming at individual learning of skills, and instead focusing on organisational development actions, including support for changing organisational management and operational mechanisms;
- Avoiding short-duration projects and activities in order to foster consolidation of long-term CSO resilience;
- Incentivizing creation of consortia, while encouraging National and Local CSOs to engage with International NGOs for accessing resources, mentoring and knowledge transfer;
- Encouraging pooling of CSO infrastructure, venues and equipments, by supporting shared procurement and maintenance;
- Fostering information and knowledge sharing, thus avoiding organisational isolation;
- Funding sub-granting mechanisms allowing the access to resources for all kinds of organisations engaging in governance and policy work, including those that are not legally registered.

Donor reliance on CSOs to deliver services to citizens has disincentivized CSO advocacy and service delivery monitoring. Neglect to establish elected local government, to maintain parliamentary district offices, or to hold periodic local parliamentary townhalls deny CSOs entry points to the state at local level. Parliament’s unawareness of amendment mechanisms to the law of finance deprives MPs of the ability to channel funding to their elective districts. Local CSOs lack the means to periodically travel to the capital to follow up with their ANP members.

Previous **parliamentary support** seems to have been effective in encouraging the ANP in exercising its legislative functions. Support has, for instance, supported the ANP in drafting constitutional reform that would shift power from the Presidency to Parliament. But because the 1996 Constitution lacks a referendum mechanism, the Parliament’s mandate to initiate constitutional reform has hit a dead end, raising the need to consensually fill Guinea Bissau’s constitutional gaps without acting in the detriment to either branch of government.

Legacy parliamentary assistance has also boosted Parliament’s capacity to exercise its budgetary oversight function, albeit without contemplating collateral mediation mechanisms, an omission that led to gridlock with the Presidency. The expertise and commitment to the partnership offered by Portuguese Parliament staff has been remarkable. Through hands-on in-person technical assistance, offered by peers who are already familiar with the context, problems and actors in the ANP, the activities were highly relevant for the ANP, so that the leadership of the ANP has remained supportive of the partnership. The partnership has so far not had opportunity to mainstream CSO, gender, youth and PwD considerations.

RGB’s **election** administration continues to receive support through the UNDP Electoral Assistance Project, via the Basket Fund managed by UNDP of which the EU is one of the main contributors. Most assistance requests reach UNDP late and pertain to logistical support, such as vehicle rentals and payment of personnel.

The *Célula de Monitoramento* has performed important educational, informational, oversight and mediation functions during previous electoral cycles. Its monitoring methodology for opening, operating and closing polling collects and aggregates statistically relevant data points in line with best international election observation practice. The *Célula* has, however, shied away from extending its methodology to the candidate registration (gender), counting, results management and electoral dispute resolution stages, and also from publishing its findings, which remain inaccessible to the public to this day (even though it preserves a positive record of previous electoral cycles). The CNE should be encouraged to take ownership of the work of the *Célula* and to publish *Célula* reporting on its own homepage (as for instance the TSE in Brazil does).

Recent support parliament, as well as to CSO election monitoring and civic education lacked effective gender mainstreaming, something the present action seeks to compensate for.

3.5 The Intervention Logic

The **underlying intervention logic** for this action seeks to strengthen democratic governance in Guinea Bissau, with the purpose of consolidating democracy and facilitating lasting peace in the country. The action will be based on three components: **civil society, parliament and elections**. The expected results/outcomes are: 1) Strengthened civil society as actors towards an inclusive development at national and local levels; 2) Strengthened representative and inclusive democracy through the effective and gender-sensitive functioning of the parliament; and 3) Enhanced credibility, inclusiveness, legitimacy and transparency of elections, in line with the domestic legislation and regional and sub-regional obligations.

The logic assumes that:

IF CSOs more widely interface with political/administrative actors, then political conflicts will be mitigated and governance will improve, as common interests will be more consistently introduced and maintained on the governance agenda, **SO THAT** civil society as actors towards an inclusive development at national and local levels will be strengthened, and

IF CSOs (especially women organizations) interface with ANP members and committees and other democratic institutions at the national level, **THEN** representative and inclusive democracy through the effective and gender-sensitive functioning of the parliament will be strengthened; and

IF members and staff of the ANP are further capacitated to exercise their institutional and elective mandates, **THEN** checks and balances and representation of citizen interests will be enhanced; and

IF the CNE agrees to take into account EU EEM priority recommendations, **THEN** the project could invest in its results transmission project, which could **THEN** produce more transparent results publication, and

IF CSOs sustain, modernize and widen their civic/constitutional education, early warning on hate speech and disinformation and electoral monitoring function, **THEN** credibility, inclusiveness, legitimacy and transparency of elections, in line with the domestic legislation and regional and sub-regional obligations, will be enhanced, and

THEN democratic governance in Guinea Bissau will be strengthened, with the purpose of consolidating democracy and facilitating lasting peace in the country.

3.6 Logical Framework Matrix

This indicative logframe constitutes the basis for the monitoring, reporting and evaluation of the intervention.

On the basis of this logframe matrix, a more detailed logframe (or several) may be developed at contracting stage. In case baselines and targets are not available for the action, they should be informed for each indicator at signature of the contract(s) linked to this AD, or in the first progress report at the latest. New columns may be added to set intermediary targets (milestones) for the Output and Outcome indicators whenever it is relevant.

- At inception, the first progress report should include the complete logframe (e.g. including baselines/targets).
- Progress reports should provide an updated logframe with current values for each indicator.
- The final report should enclose the logframe with baseline and final values for each indicator.

The indicative logical framework matrix may evolve during the lifetime of the action depending on the different implementation modalities of this action.

The activities, the expected Outputs and related indicators, targets and baselines included in the logframe matrix may be updated during the implementation of the action, no amendment being required to the Financing Decision.

Results	Results chain (@): Main expected results (maximum 10)	Indicators (@): (at least one indicator per expected result)	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
Impact	Strengthened democratic governance in Guinea-Bissau with the purpose of consolidating democracy and facilitating lasting peace in the country	V- Participatory democracy index,	Score: Participatory democracy index, 0.247 (2020)	Raise by 3 ranks	V-Dem Participatory Democracy Index	<i>Not applicable</i>
		Global State of Democracy Indices - overall GSOD score / and Effective Parliament	Effective Parliament 0.48 (2020)	Raise by 3 ranks	Global State of Democracy Indices	
Outcome 1	1. Civil society strengthened as actor towards an inclusive development at national and local levels	<p>(1.1) Number of CSOs platforms at national and local level involved in monitoring of governance and political processes</p> <p>(1.2) Number of operational Citizens' control mechanisms in monitoring key public services</p> <p>(1.3) Percentage of legislation developed with CSOs input</p>	<p>(1.1) CSO platforms are not engaging on monitoring governance and political processes</p> <p>(1.2) Citizen control mechanisms exist in the Health Sector (AIDA) in SAB</p> <p>(1.3) Tbd</p>	<p>(1.1) At least 1 at national level and 1 per region</p> <p>(1.2) At least 1 per each key sector (Health, Education, Transports, WASH, Energy)</p> <p>(1.3) Tbd</p>	<p>(1.1) Project reports</p> <p>(1.2) Project reports</p> <p>(1.3) Project reports</p>	Relative institutional stability allow the CSOs to build up cooperative agreements with public institutions.
Outcome 2	2. Representative and inclusive democracy strengthened through the effective and gender-sensitive functioning of the parliament	<p>(2.1) Number of Ministerial questions asked by MP, demonstrate the capacities of the elected members of ANP and its administration</p> <p>(2.2) Number of women parliamentarians who develop and implement strategies for better consideration of gender in the legislative process</p> <p>(2.3) Number of exchanges with other parliaments (including quota systems for women), constitutional experts and networks for technical improvements</p>	<p>(2.1) were not tracked, baseline tbd</p> <p>(2.2) Ten women MPs were supported (2023)</p> <p>(2.3) One (2023)</p>	<p>(2.1) MP questions are documented in all governance and policy areas (2028)</p> <p>(2.2) More than 10 women MPs engage in defining and fostering strategies for better consideration of gender in the legislative process (2028)</p> <p>(2.3) At least 3 of which two with a gender focus (2028)</p>	<p>(2.1) ANP Committee Reports</p> <p>(2.2) ANP committee reports/Country Gender Profile</p> <p>(2.3) Project reporting</p>	Elections are held and institutions restored within the implementation period and a higher number of women is elected into the ANP.

Outcome 3	3. Enhanced credibility, inclusiveness, legitimacy and transparency of elections, in line with the domestic legislation and regional and sub-regional obligations	<p>(3.1) Number of women elected at ANP</p> <p>(3.2) Election results are accepted or peacefully contested at court</p> <p>(3.3) Number of reports of CSOs Electoral Monitoring published</p> <p>(3.4) Citizens are informed about the functioning of elections and PwD, Youth and Women are targeted with specifically relevant messages</p>	<p>(3.1) Ten women elected to the 2023 legislature</p> <p>(3.2) No violent contestation (2023)</p> <p>(3.3) Zero baseline, Célula so far does not publish reports (2023)</p> <p>(3.4) NA/Baseline survey to be foreseen</p>	<p>(3.1) >10 women elected to the next ANP</p> <p>(3.2) No violent contestation</p> <p>(3.3) Two reports published per election (next national elections)</p> <p>(3.4) 10% improvement in relation to the baseline survey</p>	<p>(3.1) IPU women in Parliament Database</p> <p>(3.2) EEM Report</p> <p>(3.3) Célula report</p> <p>(3.4) Survey on information and understanding of the electoral process; update</p>	Elections are held within the implementation period
Output 1.1 relating to Outcome 1	1.1 Enhanced governance mechanisms for strengthened civic engagement at national and regional level	<p>(1.1.1) Number of policy dialogues fostered by CSOs and involving public authorities</p> <p>(1.1.2) Number of public service audits conducted with CSOs participation through Citizen's control mechanisms</p> <p>(1.1.3.) Number of legislative or regulative reform enacted to enhance CSOs participation in governance</p>	<p>(1.1.1) 0 (2024)</p> <p>(1.1.2) 0 (2024)</p> <p>(1.1.3) 0 (2024)</p>	<p>(1.1.1) 10 (2028)</p> <p>(1.1.2) 9 (2028)</p> <p>(1.1.3) 3 (2028)</p>	<p>(1.1.1) Programme M&E</p> <p>(1.1.2) Programme M&E</p> <p>(1.1.3) Programme M&E/CSO baseline-update /CSRM Monitoring</p>	
Output 1.2 relating to Outcome 1	1.2 Fostered spaces and tools to support CSOs organisational and advocacy capacity and to promote knowledge exchange at national, regional and international level	<p>(1.2.1) Number of functioning sustainable and autonomous initiatives for CSO mutual support and capacity strengthening</p> <p>(1.2.2) Number of structured CSOs advocacy campaigns on the improvement of CSOs' environment</p>	<p>(1.2.1) <2 (2024)</p> <p>(1.2.2) 0 advocacy campaigns focusing on the improvement of CSOs' environment (2024)</p>	<p>(1.2.1) At least 5 (2028)</p> <p>(1.2.2) At least 3 campaigns per year (2028)</p> <p>(1.2.3) At least 1 initiative per year is carried out in Bissau involving European,</p>	<p>(1.2.1) Programme M&E reports</p> <p>(1.2.2) Progress reports</p> <p>(1.2.3) Progress reports</p>	

				African and Regional networks		
Output 2.1 relating to Outcome 2	2.1 Capacities of the elected members of ANP strengthened on key topics, including a better consideration of gender in the legislative process, and a better information, consultation and engagement with citizens	(2.1.1) Number of MP questions asked of government tracked (2.1.2) Number of bills initiated by the ANP (2.1.3) Number of legal amendments drafted and tabled by woman MPs	(2.1.1) 0 (2023) (2.1.2) 0 (2023) (2.1.3) 0 (2023)	(2.1.1) All MP questions are tracked (2028) (2.1.2) Above 3 laws (2028) (2.1.3) >3 amendments ((2028)	(2.1.1) Parliamentary roll (2.1.2) ANP docket (2.1.3) Committee reports	ANP election takes place within implementation period and elected ANP is not again dissolved
Output 2.2 relating to Outcome 2	2.2 Exchanges ensured with other parliaments (including quota systems for women), constitutional experts and networks for technical improvements	(2.2.1) Number of exchanges with other parliaments, constitutional experts and networks for technical improvements	(2.2.1) One exchange was held with the Portuguese AR (2023)	2.2.1 At least 3 exchanges were organized – at least two of which with a gender focus (2028)	(2.2.1) Project reporting	
Output 3.1 relating to Outcome 3	3.1 Political participation and representation of women, youth, PwD, elderly and rural population are strengthened	(3.1.1) Number and proportion of citizens registered to vote in the electoral register, disaggregated by sex, age, type of disability (if applicable) and electoral jurisdiction (3.1.2) % of women, PwD and youth candidates registered at the next ANP or Autarquías elections, or presidential number of women ranked atop respective lists (3.1.3) Number of political parties fully respecting the 36% quota	(3.1.1) No data (3.1.2) 28% in 2023 – 1 woman ranked on top (3.1.3) One party (2023)	(3.1.1) Tbd (3.1.2) > 36%, >10 women ranked on top (2028) (3.1.3) Above 5 parties (2028)	(3.1.1) CNE reporting (3.1.2) CNE reporting (3.1.3) STJ candidate stats	Elections held during the project implementation period

Output 3.2 relating to Outcome 3	3.2 Observation and reporting on the elections are facilitated	(3.2.1) Number of political parties signing the CoC (3.2.2) Number of Célula observers deployed (3.2.3) Number of candidate debates broadcasted on national radio	(3.2.1) 17 of 22 signed (2023) (3.2.2) 200 (2023) (3.2.3) 11 radio debates and 1 university townhall (2023)	(3.2.1) >than 17/22 (2028) (3.2.2) 500 (by next election) (3.2.3) >12 (2028)	(3.2.1) Célula reporting (3.2.2) Célula observer roster and payroll records (3.2.3) Célula reports and media records/Media analysis	Elections held during the project implementation period
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4 IMPLEMENTATION ARRANGEMENTS

4.1 Financing Agreement

In order to implement this action, it is envisaged to conclude a financing agreement with the partner country.

4.2 Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 60 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Financing Decision and the relevant contracts and agreements.

4.3 Implementation of the Budget Support Component

N.A.

4.4 Implementation Modalities

The Commission will ensure that the EU rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures¹¹.

4.4.1 Direct Management (Grants)

Grants: (direct management)

(a) Purpose of the grant(s)

The grant will contribute to achieving the action's *Specific Objective 1 "Strengthen civil society as actor towards an inclusive development at national and local levels"*.

(b) Type of applicants targeted

Non-profit-making international and national NGOs or assimilated CSOs, or respective networks, platforms or federations.

4.4.2 Indirect Management with an entrusted entity

4.4.2.1 SO 2

A part of this action, may be implemented in indirect management with an entity, which will be selected by the Commission's services using the following criteria:

- Specific mandate and recognition to work on supporting democratic reforms.
- Expertise in providing technical assistance to strengthen effectiveness of democratic institutions, especially parliaments, and citizens' engagement in democratic processes, with a special focus on women's participation.
- Significant experience in designing and conducting training and other institutional and individual capacity building (such as experience exchange) for members and officers of parliaments.
- Experience in overseeing and supporting public education, public awareness, and advocacy campaigns to foster dialogue between parliaments and citizens.

¹¹ www.sanctionsmap.eu. Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

- Significant experience in fragile countries.
- Proven knowledge and understanding of the Bissau-Guinean context.

The implementation by this entity entails all activities and delivery of all outputs under the actions' *Specific Objective 2 "Strengthen representative and inclusive democracy through the effective and gender-sensitive functioning of the parliament"*.

4.4.2.2 SO 3

A part of this action, may be implemented in indirect management with an entity, which will be selected by the Commission's services using the following criteria:

- Specific mandate and recognition to work in the area of democratic governance, and electoral processes in particular.
- Expertise in providing technical assistance to strengthen capacities of electoral institutions to ensure transparent, credible and inclusive elections.
- Expertise in fostering awareness raising of civil society, media, and citizens in general, on democratic governance and transparent and inclusive elections processes in particular.
- Proven track record in working on legal and institutional elections frameworks, tools of electoral assistance, training and networking for stakeholders involved in electoral processes.
- Experience in overseeing and supporting public education and advocacy campaigns to foster dialogue between democratic institutions and citizens, including in the framework of electoral processes.
- Significant experience in fragile countries.
- Proven knowledge and understanding of the Bissau-Guinean context.

The implementation by this entity entails all activities and delivery of all outputs under the actions' *Specific Objective 3 "Enhance credibility, inclusiveness, legitimacy and transparency of elections, in line with the domestic legislation and regional and sub-regional obligations"*.

4.4.3 Changes from indirect to direct management mode (and vice versa) due to exceptional circumstances (one alternative second option)

If the implementation modality in direct management, identified under 4.4.1 to address *Specific Objective 1*, fails for circumstances beyond the Commission's control, the Commission's services may use indirect management as follows:

- **Indirect management with an entrusted entity**

A part of this action, may be implemented in indirect management with an entity, which will be selected by the Commission's services using the following criteria: i) being a solid development partner in the democratic governance area in Guinea-Bissau, ii) having a consolidated experience supporting civil society, and iii) being able to ensure the availability of confirmed experts on civil society organisation and on supporting mechanisms for participation of civil society in democratic dynamics.

Similarly, if negotiations with the entrusted entities for indirect management described in section 4.4.2 fail for circumstances outside the Commission's control, the Commission's services may use direct management as follows:

- **Procurement (direct management)**

Technical assistance will be used to achieve the outputs related to the *Specific Objective 2 "Strengthen representative and inclusive democracy through the effective and gender-sensitive functioning of the parliament"* and the *Specific Objective 3 "Enhance credibility, inclusiveness, legitimacy and transparency of elections, in line with the domestic legislation and regional and sub-regional obligations"*.

4.5. Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply, subject to the following provisions.

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realisation of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

4.6. Indicative Budget

Indicative budget components	EU contribution (amount in EUR)
Implementation modalities – cf. section 4.4	
Specific Objective 1 “Strengthen civil society as actor towards an inclusive development at national and local levels” composed of Outputs 1.1 and 1.2	
Grants (direct management) – cf. section 4.4.1	2 850 000
Specific Objective 2 “Strengthen representative and inclusive democracy through the effective and gender-sensitive functioning of the parliament” composed of Outputs 2.1 and 2.2	
Indirect management with an entrusted entity- cf. section 4.4.2	1 000 000
Specific Objective 3 “Enhance credibility, inclusiveness, legitimacy and transparency of elections, in line with the domestic legislation and regional and sub-regional obligations” composed of Outputs 3.1 and 3.2	
Indirect management with an entrusted entity- cf. section 4.4.2	1 000 000
Evaluation – cf. section 5.2	150 000
Audit – cf. section 5.3	
Totals	5 000 000

4.7 Organisational Set-up and Responsibilities

The programme will set up a Steering Committee involving the European Commission services in Bissau and the key stakeholders: implementing partners (including civil society as key player for the Specific Objective 1), relevant national counterparts, electoral bodies, parliamentary stakeholders. The Steering Committee will be the policy decision-making body of the programme. It will assess the overall implementation of the programme and will approve the annual work plans of the action, risk analysis and mitigation measures. Meetings will be organised yearly and when requested by one of the members.

A Technical Committee will be established in order to quarterly discuss implementation technical issues, to analyse and monitor implementation of the programme, to decide how to manage new challenges and to share information. Programme managers and other technical staff from the institutions belonging to the Steering Committee will take part at the quarterly meetings. Extraordinary meetings will be organised if requested by one of the members.

Other partners and donors could be invited to both groups as observers and external experts could be invited if considered necessary. The implementing partners will assist both groups and will act as the Secretariat.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action and may sign or enter into joint declarations or statements, for the purpose of enhancing the visibility of the EU and its contribution to this action and ensuring effective coordination.

5 PERFORMANCE MEASUREMENT

5.1 Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes/Specific Objectives) as measured by corresponding indicators, using as reference the logframe matrix (for project modality) and the partner's strategy, policy or reform action plan list (for budget support).

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Roles and responsibilities for data collection, analysis and monitoring:

The implementing partners in charge of each of the three different components of the action (civil society, parliament and elections) will have specific responsibilities with regards to monitoring, evaluation, knowledge management and reporting. It is expected that the implementing teams for each component will count with a dedicated Knowledge Management, Monitoring and Evaluation (KME) officer, which in articulation with her/his Team Leader/Action Coordinator will advise the planning, management and conduct the monitoring and reporting. Each component is expected to have its own logical framework (logframe), aligned with the global logframe of the action, and an internal monitoring system. The monitoring system will assess gender equality and disability results and will be designed and implemented adopting a human-rights based approach according to working principles such as applying all human rights for all, meaningful and inclusive participation and access to decision-making, non-discrimination and equality, accountability and rule of law for all and transparency and access to information supported by disaggregated data, focusing on key target groups, with specific procedures and tools to guide and support data collection. The respective logframes and monitoring systems shall be used as management tools not only to monitor the implementation, but also to support its planning and management with a learning view.

The systems will be fed by data coming from the implementation of the different actions – collected on a regular basis by the KME officer and other relevant partners - as well as through specific monitoring activities aimed at collecting baseline and current values for indicators, to be funded under the regular budget of the action (through specific budget lines identified for this purpose). Common indicators, including from the European Union Roadmap for engagement with Civil Society in the Guinea-Bissau and Gender Action Plan III/ CLIP, shall be used as much as possible to allow for a comprehensive yet specific reporting. Furthermore, whenever applicable, the internal monitoring systems and tools must contain indicators disaggregated by gender, disability status, age groups, and geography. Special attention should be paid to consulting women and youth as well as PwD, with a view to breaking gender and youth inequalities and strengthening the role of women and girls as drivers of change. In order to monitor development and equal access, data/indicators will be disaggregated even further when applicable. Monitoring and reporting shall assess how the action under each component is being implemented both at regional and central levels and its performance/contribution for the achievement of results.

5.2 Evaluation

Having regard to the importance of the action, mid-term and final evaluations may be carried out for this action or its components by independent consultants contracted by the Commission. A mid-term evaluation will be carried out for problem solving and learning purposes, in particular with respect to determining the degree to which the action is on track (and where adaptation may be required) and whether or not activities need to be redesigned or budget reallocated to ensure that outputs and outcomes will be met. A final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the need to verify to which degree the action may continue to be supported under any potential further phase.

The Commission shall inform the implementing partners at least two (2) months in advance of the dates envisaged for the evaluation missions. The implementing partners shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

All evaluations shall assess to what extent the action is taking into account the human rights-based approach as well as how it contributes to gender equality and women's empowerment and disability inclusion. Expertise on human rights, disability and gender equality will be ensured in the evaluation teams.

The evaluation reports may be shared with the partners and other key stakeholders following the best practice of evaluation dissemination¹². The implementing partners and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, apply the necessary adjustments.

Evaluation services may be contracted under a framework contract.

5.3 Audit and Verifications

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

6 STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

The 2021-2027 programming cycle will adopt a new approach to pooling, programming and deploying strategic communication and public diplomacy resources.

In line with the 2022 “[Communicating and Raising EU Visibility: Guidance for External Actions](#)”, it will remain a contractual obligation for all entities implementing EU-funded external actions to inform the relevant audiences of the Union's support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. This obligation will continue to apply equally, regardless of whether the actions concerned are implemented by the Commission, partner countries, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU member states.

However, action documents for specific sector programmes are in principle no longer required to include a provision for communication and visibility actions promoting the programmes concerned. These resources will instead be consolidated in Cooperation Facilities established by support measure action documents, allowing Delegations to plan and execute multiannual strategic communication and public diplomacy actions with sufficient critical mass to be effective on a national scale.

¹² See best [practice of evaluation dissemination](#).

Appendix 1 REPORTING IN OPSYS

A Primary Intervention (project/programme) is a coherent set of activities and results structured in a logical framework aiming at delivering development change or progress. Identifying the level of the primary intervention will allow for:

Articulating Actions or Contracts according to an expected chain of results and therefore allowing them to ensure efficient monitoring and reporting of performance;

Differentiating these Actions or Contracts from those that do not produce direct reportable development results, defined as support entities (i.e. audits, evaluations);

Having a complete and exhaustive mapping of all results-bearing Actions and Contracts.

Primary Interventions are identified during the design of each action by the responsible service (Delegation or Headquarters operational Unit).

The level of the Primary Intervention chosen can be modified (directly in OPSYS) and the modification does not constitute an amendment of the action document.

The intervention level for the present Action identifies as (tick one of the 4 following options);

Contract level		
<input checked="" type="checkbox"/>	Single Contract 1	Grant (direct management): one contract awarded to a civil society organisation
<input checked="" type="checkbox"/>	Single Contract 2	Contribution agreement on support to Parliament (indirect management): awarded to an entrusted entity
<input checked="" type="checkbox"/>	Single Contract 3	Contribution agreement on support to electoral cycles (indirect management): awarded to an entrusted entity