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ANNEX 2

of the Commission Implementing Decision on the financing of the annual action plan 2021 in favour of the Republic of Guinea-Bissau

Action Document for a Cooperation Facility

ANNUAL ACTION PLAN FOR GUINEA-BISSAU

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation, and action plan in the sense of Article 23(2) of NDICI-Global Europe Regulation.

1. SYNOPSIS

1.1. Action Summary Table

1. Title CRIS/OPSYS business reference Basic act	Cooperation Facility CRIS number: NDICI AFRICA/2021/043-335 Financed under the Neighbourhood, Development and International Cooperation Instrument - Global Europe (NDICI-GE)
2. Team Europe Initiative	<input type="checkbox"/> Not applicable <input checked="" type="checkbox"/> Supporting (inter alia) TEI
3. Zone benefiting from the action	The action shall be carried out in Guinea-Bissau
4. Programming document	EU-Republic of Guinea-Bissau - Multiannual indicative programme (MIP) 2021-2027
5. Link with relevant MIP(s) objectives/expected results	Support Measures Objective: support all stages of the programming cycle and respond to specific needs to strengthen political dialogue and coordination in the strategic areas of the EU-Guinea Bissau partnership. Expected result: the main transversal objectives of the EU-Guinea Bissau partnership laid down in the MIP 2021-2027 are achieved
PRIORITY AREAS AND SECTOR INFORMATION	
6. Priority area(s), sectors	Not applicable
7. Sustainable Development Goals (SDGs)	Main SDG: 17 (Partnerships for the goals) Other significant SDGs: 1 (End poverty) and 5 (Gender equality)
8a) DAC code(s)	Main DAC: 15110 Public policy and administrative management Other DAC: 120, 110, 430, 310, 151, 152
8b) Main delivery channel @	Public sector institutions – 10000 Non-governmental Organisations (NGOs) and civil society – 20000 Private sector institutions – 60000

9. Targets	<input checked="" type="checkbox"/> Migration <input checked="" type="checkbox"/> Climate <input checked="" type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input checked="" type="checkbox"/> Biodiversity <input checked="" 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 type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women's and girl's empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input type="checkbox"/>	<input checked="" 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 type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	11. Internal markers and tags	Policy objectives	Not targeted	Significant objective
Digitalisation @ Tags: digital connectivity digital governance digital entrepreneurship job creation digital skills/literacy digital services		<input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
Connectivity @ Tags: transport people2people energy digital connectivity		<input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
Migration @ (methodology for tagging under development)		<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Reduction of inequalities (methodology for marker and tagging under development)		<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 (article, item): BGUE-B2021-14.020120-C1-INTPA Total estimated cost: EUR 3 000 000 Total amount of EU budget contribution EUR 3 000 000			

	The commitment of the EU's contribution to the Team Europe Initiatives foreseen under this annual action plan will be complemented by other contributions from Team Europe partners. It is subject to the formal confirmation of each respective partners' meaningful contribution as early as possible. In the event that the TEIs and/or these contributions do not materialise the EU action may continue outside a TEI framework.
MANAGEMENT AND IMPLEMENTATION	
13. Type of financing	Direct management through: - Grants - Procurement
14. Type of measure	<input checked="" type="checkbox"/> Cooperation facility <input type="checkbox"/> Measures in favour of civil society

1.2. Summary of the Action

The Cooperation Facility (CF) is a horizontal measure that will accompany the overall implementation of the Multiannual Indicative Programme (MIP) 2021-2027 and all its priority areas. The CF aims at contributing to facilitate implementation of the EU cooperation in the country and strengthen its impact while reinforcing the partnership with Guinea-Bissau.

The CF is a flexible mechanism which allows EU interventions to have a greater impact and capacity to react to exogenous risks and political disruptions. It will contribute to raise the profile of the EU as a key partner, providing the means to: (i) design interventions with high quality, alignment and impact; (ii) engage in strengthened and inclusive dialogue with national authorities and civil society regarding national policy and aid coordination processes; and (iii) reinforce strategic communication and public diplomacy actions to promote EU policies and values, as well as its multilateral agenda in the country.

The CF is aligned with the aid effectiveness agenda established in the Global Partnership for Effective Development Cooperation (Busan, 2011) as it supports country policy process and coordination. It will specifically contribute to SDG 17 (Partnerships for the goals), 1 (End poverty) and SDG 5 (Gender equality).

2. RATIONALE

2.1 Context

The European Union (EU) is positioning itself in Guinea-Bissau as a solid and long-standing partner which supports the country in its short-term post-Covid economic and social recovery, in its response to the structural challenges and in its trajectory towards reaching the Sustainable Development Goals (SDGs).

The identification of the MIP priorities were based on consultations with the government and civil society, as well as the analysis of the more recent National Development Plans (Terra Ranka – A fresh start for Guinea-Bissau 2025 and the subsequent Government Programme of the 10th Legislature “Guinea-Bissau in the light of Covid-19 – a new opportunity for a fresh start (2020-2023). Additionally, a number of existing sectoral policies were also analysed, such as the National Agricultural Investment Plan (2018-2030), the Strategic Plan for the Development of Fisheries (2015-2020), the Education Sector Plan for Guinea-Bissau (2016-2025) and its specific contingency plan for Covid-19, as well as the Bissau 2030 – Sustainable Development Plan.

The key priorities presented in these national plans are: i) Stability and good governance through institutional reform; ii) Investment in human development, with education, health and social protection at its core; iii) Promotion of sustainable and inclusive growth, through economic reform and job creation, productive sectors and urban development, as well as investment in enabling infrastructure and iv) Preservation and protection of the natural capital and biodiversity, combating climate change effects. These priorities are in line with the geo-political orientations of the EU-Africa Strategy, and thus corroborate the EU's choice of focal sectors for the 2021-2027 programming cycle in the fields of the “Green Deal”, “Alliance for Sustainable Jobs and Growth” and “Alliance for Governance, Peace and Security”.

Under the 2021-2027 MIP for Guinea-Bissau, the EU has identified three interlinked strategic priorities for its future interventions: (1) human development, (2) green and inclusive economy, and (3) good governance and stability.

Furthermore, it has identified two Team Europe Initiatives (TEIs) under the EU strategic priorities of the Jobs and Growth and Green Deal Partnership: 1) Education and Training towards an Inclusive and Green Transition and 2) Inclusive and Green Cities.

This action aims at supporting the overall implementation of the MIP 2021-2027 and its priority areas, including the TEIs and will contribute to the fulfilment of economic and social rights and gender equality in line with Guinea-Bissau's international human rights commitments. Moreover, it contributes to the EU Gender Action Plan (GAP), in particular its thematic areas of engagement by: 1) Promoting economic and social rights and empowering girls and women and 2) Promoting equal participation and leadership.

2.2 Problem Analysis

Drawing on the lessons learned from the past, it remains highly relevant to have varied and flexible measures to support the implementation of the EU cooperation in the country, and therewith to strengthen its transformational impact, while reinforcing the partnership with Guinea-Bissau in line with the national strategies.

In this context, and with a view to the new NDICI-Global Europe funding framework, the CF will also seek to facilitate assistance and technical support to local coordination mechanisms, including possible Team Europe Initiatives. Furthermore, a recent evaluation has underlined the benefits of the National Authorising Officer's (NAO) support cell (CAON) in terms of facilitating coordination and dialogue within national authorities, so that an equivalent mechanism and/or liaison entity between the EU and the Government should be set-up.

To strengthen the EU's impact, the strategic communication and public diplomacy activities in the country will be regrouped into a single, overarching facility, under the CF. The Delegation will develop a dedicated plan for strategic communication and public diplomacy activities until the mid-term review.

The CF is complementary to all the interventions envisaged within NDICI, especially the MIP, but also regional and thematic programmes.

Interventions under the CF can also help ensuring policy coherence between the DG INTPA external cooperation and other EU policies, such as Fisheries (DG MARE) and that of other relevant Commission DGs.

The CF is also an instrument which is available to the national authorities to support their initiatives in terms of definition and implementation of national policies, institutional development and capacity building, and aid coordination mechanisms.

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

- National authorities, specifically public administration in the key ministries involved in cooperation with the EU. Various ministries and national institutions should be involved in both the identification and formulation phases and in the implementation of interventions. These include, in particular: the Ministries of Finance, Public Administration, Education, Environment, Agriculture and Rural Development, Fisheries, Natural Resources and Energy, Public Works, Construction and Urban Planning, Health, Justice, and also the Ministry of Foreign Affairs, International Cooperation and Communities. In general, these ministries have low capacities to actively engage in inter- and intra-cooperation mechanisms, which reduces the effectiveness, efficiency and ownership of interventions.
- Civil society organisations (CSOs), considering their key role in enhancing democratic processes and, in particular, service provision – and in representing rights of different right-holders groups (women, youth, groups living in vulnerable situations such as persons with disabilities, minorities and people living in poverty and in rural/remote areas).

A mapping of civil society in Guinea-Bissau conducted by the EU in 2018¹ revealed that CSOs are increasingly active and play a crucial role in the provision of basic services to the population, as well as in conflict prevention, peace-building and resilience; however, they do not have the necessary capacity to fully carry out their role and functions. CSOs face many challenges in terms of capacity and internal governance. Lacking strategic vision, resources and financial autonomy, CSOs tend to position themselves more as service providers, replacing state institutions, rather than as autonomous political actors and drivers of social transformation. This affects their ability to influence the construction of resilience mechanisms both at national and local levels. Indeed, civil society participation in public decision-making and policy monitoring, including advocacy functions, is extremely

¹ “Mapeamento da Sociedade Civil da Guiné-Bissau” (2018).

limited. CSOs tend to identify their priorities in the light of the international agenda and short- and medium-term funding opportunities. As a result, there is weak mobilisation of grassroots actors, who are involved in a top-down rather than bottom-up approach that would give real voice to community concerns.

- Other technical and financial development partners, notably those implementing EU interventions, such as the United Nations system and EU Member States' agencies. Various Technical and Financial Partners (TFPs) are involved in the implementation of specific programmes financed by the EU, notably the United Nations Development Programme (UNDP) and EU Member State agencies such as the Camões Institute (Portuguese cooperation) within regional and national projects or ENABEL (Belgian cooperation) within the professional training RESET programme. However, these relations are so far ad hoc and not very integrated; there is some consultation on individual strategies and interventions, but there is no formal, effective, efficient and regular aid coordination mechanism that brings together all the TFPs in Guinea-Bissau. The effective Team Europe response to Covid-19 and subsequent joint elaboration of the Team Europe Initiatives have demonstrated the potential and benefits for joining up forces and resources with EU Member States in view of achieving transformational impact in the development of Guinea-Bissau.

3. DESCRIPTION OF THE ACTION

3.1 Objectives and Expected Outputs

The **Overall Objective** (Impact) of this action is to support the implementation of the EU cooperation in the country and strengthen its impact while reinforcing the partnership with Guinea-Bissau.

The **Specific(s) Objective(s) (Outcomes)** of this action are to:

- 1 Provide technical assistance and support related to the implementation of the MIP and national strategies
- 2 Facilitate assistance and technical support to local coordination mechanisms, including possible Team Europe Initiatives
- 3 Enable strategic communication and public diplomacy initiatives to promote the EU's objectives and priorities in the world, in Africa and in Guinea-Bissau

The **Outputs** to be delivered by this action contributing to the corresponding Specific Objectives (Outcomes) are:

- 1.1 Contributing to Outcome 1 (or Specific Objective 1) National authorities and civil society capacities are strengthened for the design and implementation of national development strategies, particularly through capacity building and policy dialogue.
- 1.2 Contributing to Outcome 1 (or Specific Objective 1) EU interventions are correctly identified, formulated and implemented.
- 2.1 Contributing to Outcome 2 (or Specific Objective 2) Coordination mechanisms aimed at improving aid effectiveness, including Team Europe approach and dialogue/interface between the EU and the government, are revitalized and functioning.
- 3.1 Contributing to Outcome 3 (or Specific Objective 3) Cooperation actors, partners and the general public are sensitized and informed about the EU policies, priorities, and values and EU support to the country is well communicated and visible.

3.2 Indicative Activities

Given the nature of this action, the list of activities is indicative and not exhaustive.

Activities related to Output 1.1: National authorities and civil society capacities are strengthened for the design and implementation of national development strategies, particularly through capacity building and policy dialogue

- Technical assistance to support the design, revision and implementation of national legal and strategic policy frameworks, in line with the principles and provisions of the international legal instruments;

- Trainings and exchange of expertise on priority sectors and cross-cutting themes (including south-south and triangular peer-to-peer approach and integrating gender equality, women's empowerment and human rights based approach);
- Sectoral studies and analyses (including fellowships);
- Policy dialogue and exchange platforms leading to policy reforms, including civil society actors;
- Conferences and other similar events;
- Awareness raising campaigns;
- Write, edit, translate and publish studies and policy documents;
- Participation of public officials and/or civil society actors in international meetings or seminars on topics related to the main political priorities of Guinea-Bissau and/or the EU. These may be organised by organisations other than the EU (e.g. agencies within the UN system).

Activities related to Output 1.2: EU interventions are correctly identified, formulated and implemented

- Identification, formulation and implementation of programmes and projects (including mainstreaming of cross-cutting themes);
- Monitoring and evaluation, audit, and capacity building support missions;
- Information and training sessions (e.g. on project cycle management, EU administrative and financial procedures; guidelines on calls for proposals, priority areas of the MIP, etc.).

Activities related to Output 2.1: Coordination mechanisms aimed at improving aid effectiveness, including Team Europe approach and dialogue/interface between the EU and the government, are revitalized and functioning

- Technical assistance to facilitate the establishment of aid and partnership coordination capacities at country level;
- EU-national authorities' coordination (including identifying and supporting a specific interface structure);
- Technical and Financial Partners' coordination (at national and/or sectoral level);
- Team Europe approach.

Activities related to Output 3.1: Cooperation actors, partners and the general public are sensitized and informed about the EU policies, priorities, and values and EU support to the country is well communicated and visible

- Strategic communication campaigns and activities;
- Public diplomacy specific interventions;
- Fight against disinformation;
- Cultural, scientific and other visibility events;
- Writing, editing, translation and publication of documents;
- Information sessions on, and supporting participation in EU Programmes and cooperation with EU Member States (e.g. Europe Horizon programme).

The commitment of the EU's contribution to the Team Europe Initiatives foreseen under this annual action plan will be complemented by other contributions from Team Europe partners. It is subject to the formal confirmation of each respective partners' meaningful contribution as early as possible. In the event that the TEIs and/or these contributions do not materialise, the EU action may continue outside a TEI framework.

3.3 Mainstreaming

Environmental Protection & Climate Change

The Environment Impact Assessment screening classified the action as Category C (no need for further assessment). The Climate Risk Assessment screening concluded that this action is no or low risk (no need for further assessment).

Although environmental action has not been identified as a core sector, it plays an important role in the country due to its high climate change vulnerability and this is the reason why it will be taken into account in the identification, formulation and implementation phases of mostly EU interventions. Moreover the EU's strong commitment to deliver

a Green Deal turns climate change and environmental resilience a crosscutting issue for most of the EU supported actions.

The country's vulnerability to climate change and the degradation of its natural resources, due to both natural and man-made causes, brings serious risks of deforestation, overexploitation of fisheries' resources and negative impacts on ecosystems dynamics and biodiversity conservation. In turn, this also raises serious socioeconomic concerns, as many communities depend on the enhancement of and on the interaction with such ecosystems. The MIP 2021-2027 foresees to support more transparent legal frameworks and reinforce accountability mechanisms, including for environmental protection and biodiversity conservation, as well as exploitation of natural resources. The action will facilitate capacity building and reforms in the public sector to improve overall governance to integrate environment and climate change dimension across all areas of policy-making.

Gender equality and empowerment of women and girls

As per OECD Gender policy marker identified in section 1.1, this action is labelled as G1. This implies that gender equality and women's empowerment issues will be taken into account in the identification, formulation and implementation phases of the EU interventions supported under the CF.

Violence against women, other harmful practices and child marriages remain major concerns in the country. Female genital mutilation is prohibited since 2011, but Guinea-Bissau still witnesses clandestine mutilation practices – that even increased during the 2020 according to the Bissau Guinean League for Human Rights - in remote areas where authorities confront some popular resistance. Steps forward seem to depend on the international community's capacity to support further projects aimed at developing prevention and protection systems for the victims. The EU has financed a recent study on the situation of women in the country, which could provide a solid basis for the international community's coming interventions.

Human Rights

Access to basic economic, social and cultural rights, as defined in the Universal Declaration on Human Rights (and International Covenant on Economic, Social and Cultural Rights), remains a global challenge for Guinea-Bissau. Rights to education, food, housing, health, justice etc. are still narrowly related to national budgetary capacity. To access these rights, the continuous efforts of international cooperation help to maintain a progressive pathway but further results will also need to be driven by economic growth and better governance.

Guinea-Bissau is known for the high-level political awareness of its population that is culturally much implicated when the fundamental rights of the people are questioned. There is a dynamic human rights network covering various fields and gathering several non-governmental organisations (NGOs) such as “Casa dos Direitos”, active in the field of human rights protection; RENLUV, a network of organisations focusing on domestic violence against women and children; and “Associação dos Amigos das Crianças”, which is the main body fighting child abuse.

In line with the Freedom of Expression principle and with the Human Rights and Democracy Country Strategy report there is a consensus among the international community that major improvements on the human rights situation need further support to progress in the right direction.

Therefore the human rights-based approach will be taken into account in the identification, formulation and implementation phases of the EU interventions supported under the CF.

Disability

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D1. This implies that disability issues will be taken into account in the identification, formulation and implementation phases of the EU interventions supported under the CF.

In the context of Guinea-Bissau, this transversal approach is particularly relevant. Disability is a traditional area for EU support, including actions in the fields of political participation and representation (through advocacy and raising awareness), and the right to health (promoting fair access to groups living in vulnerable situations to health care services, including sexual and reproductive health and rights).

The CF, as a horizontal measure, will accompany the implementation of the MIP 2021-2027 priority sectors of Education and Health, providing the means to design relevant interventions to address disability as well as facilitating the engagement in inclusive dialogue with national authorities and civil society regarding national policy.

Democracy

Despite a democratic and constitutional framework, Guinea-Bissau has a history of political instability and institutional fragility dating back to its independence in 1974, which have seriously hampered the impact of internal and external investments towards sustainable socio-economic growth, inclusive human development and sustained democracy. Although there is a formal separation between the executive, legislative and judicial powers, further support to the ongoing constitutional reform is still required. As to the elections, the EU shall focus its support on strengthening CSOs in their advocacy to review of electoral code, so as to enshrine their role as observer and scrutiniser of the process.

Guinea-Bissau faces many governance challenges preventing the improvement of the living conditions as well as the full enjoyment of the people's human rights and citizenship status. One of the main obstacles remains the constant political instability, affecting the country in particular since the establishment of a multiparty system in 1994. Amongst many other problems faced by Guinea-Bissau, freedom of the media remains a major concern as well as the enforcement of judicial decisions.

This CF will accompany the implementation of the MIP 2021-2027 priority area 3 Good Governance and Stability by ensuring democratic governance and respect for rule of law. Measures in favour of civil society will aim at reinforcing the capacities of the CSOs to support the needs of the most vulnerable groups, in particular women, notably with respect to access to social services and economic opportunities and their involvement in the public debate addressing human rights protection, conflict prevention and resolution, including stimulating inter-religious and inter-ethnic dialogue.

Conflict sensitivity, peace and resilience

Guinea-Bissau is a fragile state highly prone to political instability. According to the UN, there is a systemic failure to address structural (political, institutional and economic) conflict drivers affecting the country, since its independence in 1974. Moreover, successive crises and even violent conflicts, as was the case in 1998-1999 (civil war) and again in 2012 (military coup), have aggravated the situation.

The main structural deficiencies preventing the sustainable development of Guinea-Bissau and risking social unrest, have been the weakness of the State institutions, poor governance structures, and unfavourable macroeconomic factors. The overall vulnerability of national institutions – in spite of some recent peaceful political transitions – have been limiting the adaptability and resilience of the country, hindering the efficiency of public services and facilitating corruption.

Factors of resilience lay mainly on civil society, which is probably the country's strongest asset. A new generation of leaders in the CSOs and the media is emerging. The empowerment of women and youth would benefit from more permanent and independent structures, such as the Human Rights Commission, and the implementation of laws designed to ensure equal representation.

Guinea-Bissau has the highest proportion of natural wealth per capita in West Africa. Its natural resources include agricultural land, fisheries, forests (timber and non-timber), as well as natural habitats and diversified ecosystems protected in national parks.

The CF will support the implementation of the MIP 2021-2027 priority area 3 by reinforcing national security forces, promoting access to quality services of Justice and protection of Human rights. The programme will also assist authorities in the implementation of structural reforms to improve public administration and financial management and therefore, government's transparency and accountability towards its citizens.

Disaster Risk Reduction

Guinea Bissau's vulnerability to climatic risks resides mainly at the level of coastal erosion, drought and food security. In fact, coastal erosion due to sea level rise is a particular risk for this Small Island and Development State (SIDS). In order to ensure sustainability, these risks will be taken into account in actions to be funded by the EU.

The CF will help support the implementation of the MIP 2021-2027 priority 2 (Green and Inclusive Economy) by designing interventions to support regulatory frameworks oriented to biodiversity and ecosystems conservation notably by applying the green, blue and circular economy principles.

Migration and forced displacement

Today irregular migration to the EU from Guinea-Bissau is not significant. However, migration is a structural feature of the country due to a context of institutional fragility and poverty, with some communities particularly dependent on remittances (according to the World Bank, personal remittances represented 11% of Guinea-Bissau's GDP in 2019). Young people often look for better livelihood opportunities abroad, in neighbouring countries such as Senegal or beyond (e.g. Portugal). Guinea-Bissau is also affected by trafficking of human beings, including child trafficking for forced labour and sexual exploitation. Guinea Bissau's vulnerability to climatic risks may also lead to population movements in the future. The country also hosts 7,801 refugees (UNHCR, July 2021), mostly from Casamance (Senegal). Although Guinea-Bissau is not covered for the time being by the Team Europe Initiative on the Atlantic/Western Mediterranean route, it could be included in the future. For the reasons mentioned above, the CF will be prepared to address migration and forced displacement issues if required.

3.4 Risks and Lessons Learnt

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
External environment	The political situation and the recurrent instability and crises could determine the suspension of the EU cooperation with Guinea-Bissau.	M	H	EU cooperation with Guinea-Bissau depends on a stable political, socio-economic and security context. It should be noted, however, that the international community remains engaged in a political dialogue with the authorities and that the situation is being closely monitored.
Planning, processes and systems	Institutional instability, resulting in high turnover of administrative staff, especially managers, in the line ministries and other government institutions.	H	M	Establishment of an EU-government interface structure and a common consultation framework including other TFPs, with a view to facilitate regular and coherent dialogue with national officials occupying strategic positions within the ministries.
People and the organisation	Low degree of ownership and participation of the national authorities (technicians) in the implementation of interventions.	M	M	Establishment of an EU-government interface structure will help to continuously verify and foster ownership by the authorities, particularly in the formulation and implementation of EU interventions.
Environment and Climate Change	<p>a) The increase in average air temperature and drought periods force populations from the most arid areas of the territory to migrate to wetter regions.</p> <p>b) The rise in the sea levels leads to a reduction of fertile areas for the production of mangrove rice, worsening the population's nutritional conditions.</p>	M	H	<p>a) Within the framework of the Green Deal and MIP priority 2 in particular (Green and inclusive economy), a pilot project aimed at increasing the green areas in each village and introducing agroforestry into the agricultural production system is foreseen.</p> <p>b) Continue in the vein of the 11th EDF flagship programme Ianda Guiné (rice and rural infrastructure components) and support the construction of belt dikes to contain sea water levels.</p>

Legality and regularity aspects	Potential abuse of participation in conferences and seminars by inappropriate staff and to non-relevant events	L	L	EU will apply objective criteria for approving requests for funding, as well as adequate narrative and financial reporting on the use of the funds granted. This risk is also mitigated by the fact that the action will be under direct management.
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Lessons Learnt:

Previous experience and recent evaluation findings² show that the CF is a relevant instrument to support capacity building and policy dialogue, especially in volatile and politically instable environments, such as the one in Guinea-Bissau, due to its quick and flexible response capacity.

CF's has three main characteristics that are fundamental to boost effectiveness of EU cooperation interventions: flexibility, quick reaction and a wide coverage of themes. CF offers the possibility of supporting the formulation of national sectoral policies, by strengthening the organisational capacities that are often lacking at the technical level in the country's public administrations. The analysis of previous CFs shows that the heading "technical assistance" absorbs the largest part of the needs.

On the other hand, this action addresses specific recommendations for improving the CF instrument on the following aspects: (i) promotion of crosscutting themes in the implementation of EU interventions, in order to provide complete answers to main global challenges (notably gender and environment aspects and progress towards complementary SDGs); and systematic consultation with civil society in shaping public policy decisions, thus strengthening the capacity of local CSOs in implementing EU supported initiatives).

Moreover, lessons learnt also point to the importance of ensuring regular monitoring and evaluation of planned interventions and sharing this information periodically with the national authorities. Finally, it has also been observed that the first and last CFs of a given programming cycle have an important bridging role to secure continuous programme implementation, thus, should be adequately resourced.

3.5 The Intervention Logic

As a horizontal support measure of the MIP, the CF aims at supporting the implementation of the EU cooperation in the country and strengthen its impact while reinforcing the partnership with Guinea-Bissau (overall objective).

The action will be directly managed by the EU Delegation in Guinea-Bissau, through call for proposals, framework contracts and the use of complementary thematic facilities at headquarters. More specifically, it will be carried out through short and medium-term technical assistance missions, carrying out identification, formulation and feasibility studies as well as supporting events, conferences, seminars and training workshops.

The CF will provide technical assistance and support related to the implementation of the MIP and national strategies, so as to strengthen national authorities and civil society capacities for the design and implementation of national development strategies, particularly through capacity building and policy dialogue, as well as supporting the correct identification, formulation and implementation of EU interventions.

The CF shall also facilitate assistance and technical support to local coordination mechanisms, including possible Team Europe Initiatives, aimed at improving aid effectiveness and policy coherence, dialogue and interface between the EU and the government authorities.

Finally, the CF will enable a more effective impact of strategic communication and public diplomacy activities through a pooling of resources at country level, in order to ensure sufficient critical mass to be effective on a national scale and achieve higher visibility of the EU external action in Guinea-Bissau.

² Mid-term review of the Technical Cooperation Facility V, under the 11th EDF (2021).

3.6 Logical Framework Matrix

Results	Results chain (a): Main expected results (maximum 10)	Indicators (a): (at least one indicator per expected result)	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
Impact	To contribute to facilitate the implementation of the EU cooperation in the country and strengthen its impact while reinforcing the partnership with Guinea-Bissau	1. Human Development Index 2. Regular policy dialogue	1. 175 (2020) 2. 0 regular meetings (2020)	1. 174 by 2024 2. Monthly meetings with the Vice-Prime Ministry, biannual with key sectoral ministries (2024)	1. Human Development Report, UNDP 2. Political report and debriefing reports	<i>Not applicable</i>
Outcome 1	1. Technical assistance and support related to the implementation of the MIP and national strategies are provided	1.1. Ratio of amounts committed under the country MIP (NDICI)	1.1. 0 (2020)	1.1. 50% by 2024	1.1. Annual Action Programmes 1.2. NDICI mid-term review	Sufficient political and institutional stability for the implementation of poverty reduction policies and cooperation with the EU
Outcome 2	2. Assistance and technical support to local coordination mechanisms, including possible Team Europe Initiatives are facilitated	2.1. Structure of interface between the EU and public authorities (eventually including other TFPs) established	2.1. One interface structure eliminated (CAON-FED) (2020)	2.1. One new interface structure established by 2022	2.1. Progress and monitoring reports	
Outcome 3	3. Strategic communication and public diplomacy activities to promote the EU's objectives and priorities in the world, in Africa and in Guinea-Bissau are enabled	3.1. Number of target audiences and KPI reached	3.1. 0 (EU Strategic Communication & Public Diplomacy Plan) (2020)	3.1. 1 Tbd once Strategic Communication and EU Public Diplomacy Plan is elaborated (2024)	3.1 EU Strategic Communication and Public Diplomacy Plan for Guinea-Bissau	

Output 1 related to Outcome 1	1.1. National authorities and civil society capacities are strengthened for the design and implementation of national development strategies, particularly through capacity building and policy dialogue	1.1.1. Number of projects supporting implementation of national and/or sectoral policies and strategies 1.1.2. Number of technical assistance missions, and trainings	1.1.1. 0 (under NDICI) (2020) 1.1.2. 0 (under NDICI) (2020)	1.1.1. 3 projects supported by 2024 1.1.2. 3 technical assistance and/or trainings by 2024	1.1.1. Terms of reference/Description of the action of the projects 1.1.2. Project reports, technical assistance mission reports, training reports	Political will to implement cooperation programmes effectively Capacity of technical ministries to identify needs for technical assistance, studies and trainings and their cooperation in evaluations and audits
Output 2 related to Outcome 1	1.2. EU interventions are correctly identified, formulated and implemented	1.2.1. Number of missions, sectoral studies and analyses for the identification and formulation of NDICI programmes 1.2.2. Number of monitoring and evaluation, and audit missions to NDICI programmes	1.2.1. 0 (under NDICI) (2020) 1.2.2. 0 (under NDICI) (2020)	1.2.1. 3 missions and/or studies by 2024 1.2.2. 3 monitoring & evaluation and/or audit missions by 2024	1.2.1. Identification/ formulation reports 1.2.2. Monitoring and evaluation, and audit reports	Capacities of technical ministries and respective staff to accompany implementation of interventions with adequate resources
Output 1 related to Outcome 2	2.1. Coordination mechanisms aimed at improving aid effectiveness, including Team Europe approach and dialogue/interface between the EU and government, are revitalized and functioning	2.1.1. Number of sectors benefiting from functional coordination mechanisms with the public authorities and/or other Technical and Financial Partners and/or civil society	2.1.1. 3 (education, health, justice) (2020)	2.1.1. 2 additional sectors by 2024 (including general aid coordination)	2.1.1. Minutes of coordination meetings	Quality of the work of technical assistance in charge of studies/trainings
Output 1 related to Outcome 3	3.1. Cooperation actors, partners and the general public are sensitized and informed about the EU policies, priorities, and values and EU support to the country is well communicated and visible	3.1.1. Number of events and services aimed at improving the impact, communication and visibility of EU support 3.1.2. Public's perception of the EU as a recognized partner of Guinea-Bissau	3.1.1. 0 (under NDICI) (2020) 3.1.2. Tbd through a baseline survey (2022)	3.1.1. 3 events/services by 2024 3.1.2. Tbd once baseline is available	3.1.1. Press reviews, photos, brochures and other visibility materials 3.1.2. Surveys to measure public awareness of EU interventions and support	

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 appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures³.

4.4.1 Direct Management (Grants)

Grants: (direct management)

(a) Purpose of the grant(s)

The grant will contribute to achieve, in particular, Specific Objective (Outcome) 1 of the present action: Provide technical assistance and support related to the implementation of the MIP and national strategies.

The grant is foreseen for the successor entity of the current CAON (NAO's support cell), which will remain a valid interlocutor for coordination and follow-up with the government entities. The recent evaluation of the current CF V and CAON corroborates this approach.

Nonetheless, and where appropriate, grant may also contribute to attain specific objectives 2 (Facilitate assistance and technical support to local coordination mechanisms, including possible Team Europe Initiatives) and 3 (Enable strategic communication and public diplomacy initiatives to promote the EU's objectives and priorities in the world, in Africa and in Guinea-Bissau).

(b) Type of applicants targeted

The circle of potential applicants to implement this action is very limited, with a high level risk regarding the quality of the results. It is therefore decided to use a direct award (see point c).

(c) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the grant may be awarded without a call for proposals to CAON or equivalent liaison entity which will replace it formally under the new NDICI-GE funding framework.

The recourse to an award of a grant without a call for proposals is justified because the action has characteristics requiring a specific type of beneficiary for its technical competence and its high degree of specialisation and administrative powers according to article 195(f) of the Financial Regulation (FR). CAON is an experienced partner,

³ 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.

with an outstanding proven track-record in supporting the EU in the implementation of its cooperation programmes. NAO will formally disappear under the new NDICI-GE setup. However, it is generally agreed that a similar mechanism will replace CAON in order to facilitate communication between the government and the EU and to ease coordination and implementation of the EU's cooperation programmes in Guinea-Bissau. This coordination entity is fundamental in a country with so instable governance structures. Due to its accumulated experience and vast technical competence CAON is the best implementation partner to play this role. Furthermore, CAON will remain embedded within the government architecture and this will also ensure sustainability and ownership of the programmes.

4.4.2 Direct Management (Procurement)

The procurement will contribute to achieving all three specific objectives and respective results of the present action: 1. Provide technical assistance and support related to the implementation of the MIP and national strategies; 2. Facilitate assistance and technical support to local coordination mechanisms, including possible Team Europe Initiatives; and 3. Enable strategic communication and public diplomacy initiatives to promote the EU's objectives and priorities in the world, in Africa and in Guinea-Bissau.

Procurement will require to either launch call for tenders or use framework contracts or thematic facilities.

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 components⁴	EU contribution (amount in EUR)
Grants – total envelope under section 4.4.1	850 000
Procurement – total envelope under section 4.4.2 ⁵	1 400 000
Evaluation – cf. section 5.2 Audit – cf. section 5.3	50 000
Strategic communication and public diplomacy – cf. section 6	700 000
Contingencies⁶	0
Totals	3 000 000

4.7 Organisational Set-up and Responsibilities

Specific interventions under the CF will be identified upon the initiative of either the EU Delegation, the national government authorities or other institutions and actors involved in cooperation with the EU, including civil society organisations. The identification will be done on a continuous basis, in due exchange with relevant parties. Specific consultations may be carried-out with stakeholders during the programming, identification and formulation of projects.

⁴ N.B: The final text on audit/verification depends on the outcome of ongoing discussions on pooling of funding in (one or a limited number of) Decision(s) and the subsequent financial management, i.e. for the conclusion of audit contracts and payments.

⁵ In order to avoid details on budgets for individual contracts, it is sufficient to indicate the total envelop for procurement. If budgets for individual contracts are public, tenderers tend to orientate themselves on them and not on the terms of reference.

⁶ Consider that contracts where no financing agreement is concluded, contingencies have to be covered by individual and legal commitments by 31 December of N+1.

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.

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.

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).

The EU Delegation, national authorities and the implementing partners of the CF's interventions will be jointly responsible for monitoring and reporting on indicators of the logframe matrix, including the collection of baselines and regular data collection, which can be supported by specific monitoring and evaluation missions.

Data collection and reporting is under the responsibility of the implementing partners. Specific studies supporting data collection may also be funded under the regular budget of the action (budget lines grants or procurement).

Active and meaningful participation of stakeholders in the CF initiatives, including their identification, will be sought, via regular exchanges with national authorities and civil society (the latter notably in the frame of the process of the EU Roadmap recommendations for engaging with civil society).

5.2 Evaluation

Having regard to the nature of the action, a final evaluation will be carried out for this action or its components via independent consultants contracted by the Commission. It will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that it will be necessary to verify whether the action has been able to strengthen the capacities of national authorities and civil society actors in a sustainable way.

The Commission shall inform the implementing partner at least 1 month in advance of the dates envisaged for the evaluation missions. The implementing partner 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.

The evaluation reports shall be shared with the partner country and other key stakeholders following the best practice of evaluation dissemination⁷. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

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.

⁷ See best [practice of evaluation dissemination](#).

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.

At country level, action documents for specific sector programmes are no longer required to include a provision for communication actions promoting the programmes concerned. These resources will instead be consolidated in CF 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.

The year 2021 marks 45 years of diplomatic relations and cooperation between the EU and Guinea-Bissau. Simultaneously, new global players are strengthening their position in the country and the President is keen to normalise and enhance the country's standing by projecting the image of a newly-found stability that nevertheless remains fragile and volatile. It is therefore of the utmost importance to develop a comprehensive EU public diplomacy strategy that will enhance the visibility of the EU and its action, so as to contribute to the development of Guinea-Bissau in a sustainable and equitable fashion.

To that effect, the EU Delegation has started developing a comprehensive public diplomacy strategy, based on an integrated approach, which will encompass the Cooperation Communication Plan and the Press & Information Plan. Within the scope of the MIP 2021-2027, the current communication strategy will be upgraded with the support of a local technical assistance.

Target **audiences** are manifold, from the grass-root civil society, the wider population and media, to the political authorities and academia. Particular attention is given to establishing sustainable and reliable networks that can be activated in the context of specific campaigns. For example, it is foreseen that the European Year of greener cities will provide the overall framework for the EU Delegation's activities in 2022.

A technical assistance will be contracted for monitoring the impact of Public Diplomacy efforts *inter alia* through the setting up of focus groups.

The core narrative, particularly in the context of the 45th anniversary, will be that the EU is a long-standing and reliable partner for Guinea-Bissau. EU foreign policy and action is based on universal values and a rules-based international order, with the UN at its core. The EU seeks to address global challenges, such as peace and security, climate change and sustainable development through cooperation with its partners. The principal **communication objective** will be different for each audience:

At the political level the core of the message will emphasize the new role of EU as partner, and not merely donor, the key EU values and the general strategic orientation for the next years, as settled in the MIP rationale.

For the high institutional level the focus will be on the sectors (agricultural, education, etc.) strategic orientation, specified in the MIP priorities. That same sectoral focus will guide our communication with the TFPs. For the general public the messages will address the EU values and EU achievements in Guinea-Bissau.

As a partner of Guinea-Bissau, the EU aims at areas of mutual interest for collaboration in line with the SDGs, the EU strategic priorities – notably Green Deal and Partnership for Jobs and Growth, in a nexus with security and stability.

Some preliminary suggestions for content (messages, straplines, hashtags), partnerships (influencers) and channels may include:

- Content (messages, straplines, hashtags): Leave no one behind, Build Back Better, Women's empowerment;
- Partnerships (influencers): CSOs, UN family, Government;
- Channels: events, media (radio, press, TV), Facebook.

Concerning the timeline efforts will be more intense in the first 2 years (in particular the first year) because of the first steps to be taken in the MIP's implementation and also to reach a level of visibility proportional to the relevance of EU cooperation efforts (in relation to other TPF) in the country.

The Strategic Communication and Public Diplomacy Plan will be implemented in close coordination between the Communication Coordinator of the Cooperation section and the Political section.

It is envisaged that a contract for communication and visibility may be contracted under a framework contract and/or a call for proposals.

APPENDIX 1 REPORTING IN OPSYS

An Intervention⁸ (also generally called project/programme) is the operational entity associated to a coherent set of activities and results structured in a logical framework aiming at delivering development change or progress. Interventions are the most effective (hence optimal) entities for the operational follow-up by the Commission of its external development operations. As such, Interventions constitute the base unit for managing operational implementations, assessing performance, monitoring, evaluation, internal and external communication, reporting and aggregation.

Primary Interventions are those contracts or groups of contracts bearing reportable results and respecting the following business rule: 'a given contract can only contribute to one primary intervention and not more than one'. An individual contract that does not produce direct reportable results and cannot be logically grouped with other result reportable contracts is considered a 'support entities'. The addition of all primary interventions and support entities is equivalent to the full development portfolio of the Institution.

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 is defined in the related Action Document and it is revisable; it can be a(n) (group of) action(s) or a (group of) contract(s).

Tick in the left side column one of the three possible options for the level of definition of the Primary Intervention(s) identified in this action.

In the case of 'Group of actions' level, add references to the present action and other action concerning the same Primary Intervention.

In the case of 'Contract level', add the reference to the corresponding budgetary items in point 0, Indicative Budget.

Option 1: Action level		
<input type="checkbox"/>	Single action	Present action: all contracts in the present action
Option 2: Group of actions level		
<input type="checkbox"/>	Group of actions	Actions reference (CRIS#/OPSYS#): <Present action> <Other action>
Option 3: Contract level		
<input type="checkbox"/>	Single Contract 1	<foreseen individual legal commitment (or contract)>
<input type="checkbox"/>	Single Contract 2	<foreseen individual legal commitment (or contract)>
<input type="checkbox"/>	Single Contract 3	<foreseen individual legal commitment (or contract)>
	(...)	
<input type="checkbox"/>	Group of contracts 1	<foreseen individual legal commitment (or contract) 1> <foreseen individual legal commitment (or contract) 2> <foreseen individual legal commitment (or contract) #>

⁸ [ARES \(2021\)4204912](#) - For the purpose of consistency between terms in OPSYS, DG INTPA, DG NEAR and FPI have harmonised 5 key terms, including 'action' and 'Intervention' where an 'action' is the content (or part of the content) of a Commission Financing Decision and 'Intervention' is a coherent set of activities and results which constitutes an effective level for the operational follow-up by the EC of its operations on the ground. See more on the [concept of intervention](#).