

23. Country profile: Guinea-Bissau



1. Development profile

Since its independence from Portugal in 1974, Guinea-Bissau has experienced near constant political unrest; this ongoing state of conflict has had detrimental impacts on its social and economic development. In 1980, Joao Bernardo Viera led a successful military coup and established himself as dictator. He nominally encouraged the development of a market economy and a multiparty system but, in reality, he ruthlessly suppressed political opposition. Following several failed coup attempts throughout the 1980s, a military mutiny in 1998 led to a civil war and ousted then-President Viera. The conflict destroyed much of the already weak economic and social infrastructure. In 2000, opposition leader Kumba Yala was elected President; he remained in office until 2003 when he was ousted in a bloodless coup. In 2005, former President Viera was re-elected; but he was assassinated in March 2009. An emergency election was held and Malam Bacai Sanha was elected President.¹

Guinea-Bissau is one of the poorest countries in the world, ranking 173 out of 177 on the Human Development Index. Income distribution in the country is one of the most unequal in the world. Weak institutional capacity has consistently limited the delivery of basic services and has rendered most of the MGD goals unattainable. This problem has also contributed to outstanding arrears for salaries of government employees. The country also has a weak legal system, which has resulted in Guinea-Bissau's becoming a "transit country for international drug trade between Latin America and Europe".² As recently as 2007, two out of three Guineans lived below the absolute poverty line. The child mortality rate is extremely high: one out of five children dies. HIV/AIDS, malaria and tuberculosis rates are all increasing, and life expectancy is only 48 years. Gross enrolment in primary school has improved but high dropout rates and retention (average enrolment is 3.6 years) remain serious challenges. Most people, 95 percent of the population, have to travel at least 30 minutes to access potable water.³ It is estimated that 80 percent of the water available in the capital city is contaminated with extremely harmful bacteria.⁴ The extreme disrepair of transportation infrastructure has disrupted food availability and marketing.

¹ *The World Factbook: Guinea-Bissau*. (2010, March). Retrieved from United States Central Intelligence Agency: <https://www.cia.gov/library/publications/the-world-factbook/geos/pu.html>

² *Country Brief: Guinea-Bissau*. (2010, March). Retrieved from World Bank: <http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/AFRICAEXT/GUINEABISEXTN/0,,menuPK:356680~pagePK:141132~piPK:141107~theSitePK:356669,00.html>

³ *Guinea-Bissau: Poverty Reduction Strategy Paper*. (2007, September). Retrieved from International Monetary Fund: <http://www.imf.org/external/np/prsp/prsp.asp>

⁴ *Guinea-Bissau: Instability deprives people of clean water*. (2009, April). Retrieved from Medilinks: <http://medilinkz.org/news/news2.asp?NewsID=27090>

The country has vast natural resources and a strategic location that could serve to increase export potential and “serve as an entry point to the sub-region.”⁵ However, the mining sector, which could provide significant revenue, is underexploited. Further, Guinea-Bissau’s major infrastructure is underdeveloped and in disrepair. The economy is based on fishing and farming activities, which account for 63 percent of GDP: “Agriculture generates 80 percent of livelihoods and 90 percent of exports (primarily through cashew nuts, the main export).”⁶

The Government has made efforts to improve healthcare and education, but the expenditures target urban areas and “direct targeting of the poor has not been attempted to any appreciable degree.”⁷ There are several pension schemes in place for military and civil servants, but none have “kept pace with inflation or with the effects of the currency devaluation.”⁸

Socioeconomic indicators ⁹	
Population (millions)	1.58
GNI per capita, PPP (current USD)	530
GDP (current USD) (billions)	0.43
GDP composition by sector (%)	Agriculture – 55 Industry- 13 Services- 32
GDP growth rate (%)	2.7
Percent below poverty line (%)	48.8
Inflation (%)	9.5
GINI index	35.5
Adult illiteracy rate (%)	64.6
Life expectancy (years)	48
Child dependency ratio	79
Elderly dependency ratio	6.4
HIV prevalence (%)	1.8
Overseas development aid per capita (current USD)	73
Net official development assistance (USD millions)	123
Remittances as % of GDP	8.3
2009 Human Development Index (HDI) ranking	173

⁵ *Ibid.*

⁶ *Country Brief: Guinea-Bissau.* World Bank.

⁷ *Guinea-Bissau: Poverty Assessment and Social Sector Strategy Review.* (n.d). Retrieved from World Bank: <http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTPOVERTY/EXTPA/0,,contentMDK:20204471~isCURL:Y~menuPK:435735~pagePK:148956~piPK:216618~theSitePK:430367,00.html>

⁸ *Ibid.*

⁹ *Country Data: Guinea Bissau.* (2010, March). Retrieved from World Bank: <http://www.worldbank.org/data/countrydata/countrydata.html>

2. Vulnerability analysis

2.1 External shocks

Because Guinea-Bissau relies so heavily on the agricultural sector, that the country is highly vulnerable to unfavourable weather conditions and input prices.¹⁰ 90 percent of farmers grow rice or cashews in order to survive and are, therefore, vulnerable to erratic rainfall and price fluctuations.¹¹

The increase in food and fuel prices in late 2007 deeply affected Guinea-Bissau's economy. Inflation increased as food prices rose by 15.5 percent. There has been pressure to increase wages; but "given the large share of the poorest group's consumption basket on food expenditures, the increased food prices are likely to increase poverty levels and affect food security for the vulnerable part of the population."¹²

2.2 Foreign aid and remittances

Guinea-Bissau is heavily reliant on foreign aid, but inflows have been unreliable. Donors are weary of allocating more aid to Guinea-Bissau, as the long-term requirements of many investment projects seem untenable in the midst of ongoing social and political conflict.¹³

2.3 Political instability

The civil war in 1998-1999 led to a 28 percent drop in GDP.¹⁴ Following the civil war, political instability and conflict continued to worsen, claiming thousands of lives and effecting detriment to the already weak national infrastructure. As noted in the latest Poverty Reduction Strategy Paper, the greatest consequence of the conflict was an increase in poverty levels "reflected in the deterioration of the provision of basic services, the destruction of housing and other basic infrastructures, the decline in the level of security and the weakening of the rule of law, weak economic and social and administrative infrastructures, putting the viability of the State in question."¹⁵ The conflict significantly weakened institutional capacity, which has undermined any efforts to better the socioeconomic circumstances of the population.

¹⁰ *Country Brief: Guinea-Bissau*. World Bank.

¹¹ *Guinea-Bissau: Beyond Cashews and Rice*. (2009, October). Retrieved from Medilinks: <http://medilinkz.org/news/news2.asp?NewsID=29214>

¹² *Emergency Food Security Support Project*. (2008, September). Retrieved from World Bank: http://www-wds.worldbank.org/external/default/main?pagePK=64193027&piPK=64187937&theSitePK=523679&menuPK=64187510&searchMenuPK=64187283&siteName=WDS&entityID=000334955_20080917031735

¹³ *Guinea-Bissau: Instability deprives people of clean water*. Medilinks.

¹⁴ *The World Factbook: Guinea-Bissau*. United States Central Intelligence Agency.

¹⁵ *Guinea-Bissau: Poverty Reduction Strategy Paper*. International Monetary Fund.

3. Monitoring and evaluation

According to the National Poverty Reduction Strategy Paper the monitoring mechanism depends on:

- “i) the institutional framework, which must allow a technical monitoring by the ministerial departments, the representative of local institutions, and the representativeness of the different components of civil society through locally-elected institutions and organisations;
- ii) the sequencing of the monitoring process, which will be carried out on a monthly, quarterly and twice-yearly basis based on the level of implementation of the proposed activities, revenue collection, and budget execution; and on a twice-yearly and yearly basis for the mid-term and final results achieved;
- iii) the monitoring methodology which must be based on periodic monitoring tables that provide budgetary and performance indicators (that are to be monitored by pillar and objective), and targets or benchmarks (that show the expected change in the activities that are implemented and institutions responsible for the monitoring). The use of resources must also be meticulously monitored to make the institutions in charge of budget execution and management accountable;
- iv) the information system and its ability to collect general economic and social data and data specific to the effects and impacts of the programs that are implemented; reporting by producing periodic reports, economic and social scoreboards and various studies and surveys.”¹⁶

The Government has implemented household expenditure surveys in order to monitor poverty. However, “these efforts are nonetheless heavily dependent upon donor support, and efforts are required to standardise and rationalise the kinds of basic data the government needs to meet its overall statistical requirements.”¹⁷

4. Social assistance programmes overview

*All currency conversions are based on 17th February 2010 Rates:

- 1 XOF = 0.00204 USD
- 1 EUR = 1.369 USD
- 1 GBP = 1.57161 USD.¹⁸

Programme# 1: in-kind transfer	Programme name	Emergency Food Security Support Project ¹⁹
	Programme objective	<ul style="list-style-type: none"> ▪ To provide food security by supporting the most vulnerable population and to increase food production with a particular focus on rice.
	Programme components	<ul style="list-style-type: none"> ▪ Provide food to vulnerable groups and support small scale farmers to increase domestic food production with a focus on rice.

¹⁶ Ibid.

¹⁷ Guinea-Bissau: *Poverty Assessment and Social Sector Strategy Review*. World Bank.

¹⁸ *Currency Converter*. (n.d.). Retrieved from OANDA: <http://www.oanda.com/currency/converter/>

¹⁹ Table text from *Emergency Food Security Support Project*. World Bank.

		<ul style="list-style-type: none"> ▪ Steps would include: <ul style="list-style-type: none"> ○ Rapid provision of food for vulnerable population. ○ Rapid provision of critical inputs (e.g., seeds, fertilisers, planting material) on a demand-driven basis and agricultural implements to small scale farmers to increase the productivity of key staples (rice, maize and cassava). ○ Rehabilitation of degraded land to restore land productivity and support for small scale water structures (e.g., dykes and drainage) and water management to reduce water stress. ○ Provision of technical capacity to support affected small-scale farmers and the PCU (including agricultural extension officers, irrigation engineers, procurement and financial management specialists). ▪ Component 1: Support to the most vulnerable population (\$1.5 million USD) The objective of this component is to provide food to the most vulnerable and children. This component will be implemented in partnership with the World Food Programme through the food for work and school feeding programs. The food for work will be used to rehabilitate degraded land through rehabilitation of dykes and drainage system. It is expected that more than 1,000 ha will be brought to production and more than 5,000 families will be involved. ▪ Component 2: Support for increasing food production (\$3.0 million USD). The objective of this component is to provide demand-based support, in the form of matching grants, to rural communities and smallholders groups for increasing food production. Priority will be given to community activities aimed at increasing food production. ▪ Component 3: Project Management, monitoring and evaluation (\$0.5 million USD). The objective of this component is to manage and use resources in accordance with the project's objectives and procedures, and includes two sub-components - coordination and monitoring and evaluation.
	Programme duration	<ul style="list-style-type: none"> ▪ The implementation period of this component will be 3 years. ▪ 2008-2011. ▪ The duration of the project will be three years. Component 1 will be completed within 24 months, i.e. by September 14, 2010, and implementation of components 2 and 3 will be completed in 36 months; i.e. by September, 2011. The mid-term review will be carried out 18 months after project effectiveness. The project will close on September 30, 2011.
	Programme coverage	<ul style="list-style-type: none"> ▪ The school feeding activities will be funded for one school year only and are expected to serve about 14,000 additional students in 95 schools within the six regions covered by the proposed project; this would expand the coverage of the WFP school feeding program by around 11 percent. ▪ Part of the beneficiaries from the food for work program will be women. WFP assistance program is projected to benefit 180,000 beneficiaries. ▪ Support 500 smallholder farmer groups.
	Finance	<ul style="list-style-type: none"> ▪ Global Food Crisis Response Program Trust Fund. ▪ \$5 million USD.

	<p>Administrative framework</p>	<ul style="list-style-type: none"> ▪ The Ministry of Agriculture and Rural Development will be responsible for the overall implementation of the Project through the National Directorate of Agriculture (Department of Rural Engineering). ▪ The Ministry of Agriculture will be responsible for the management and implementation of the project including approval of annual plans and budgets. ▪ A small coordination team will be established within the Department of Rural Engineering and charged with day to day management of the project. ▪ The procurement and financial management will be undertaken by the fiduciary team at project coordination unity of the Coastal Biodiversity Management Project. ▪ WFP and FAO are expected to participate during the project implementation in partnership with the Ministry of Agriculture and Rural Development. ▪ The project will be under the general oversight of the Project Steering Committee (PSC), chaired by the Minister of Ministry of Agriculture and Rural Development (MARD). The PSC will include representatives from the Ministries of Finance, Education, Social Affairs, and other relevant government entities. The PSC will be responsible for approving the annual work program and budget, providing necessary policy guidance to the Technical Coordination Unit (TCU), addressing any emerging problems that are likely to affect project implementation and finally to provide oversight during the implementation of this project. ▪ Component 1 of the project will be implemented by WFP under a specific Grant Agreement with the World Bank as well as the Government of Guinea-Bissau. The WFP will implement the school feeding and the food for work programs as part of its ongoing program, which is expected to be extended up to December 31, 2010. ▪ Component 2 will be implemented by the MARD, with support from TCU and NGOs. The component will provide demand-based support, in the form of matching grants to smallholder farmer groups, for small-scale production, processing and marketing sub-projects. ▪ Component 3: Project coordination, monitoring and evaluation, will be implemented by MARD.
	<p>Monitoring and evaluation</p>	<ul style="list-style-type: none"> ▪ Monitoring and evaluation focuses on data collection and reporting on key performance, output and impact indicators, including: data collection, surveys, participatory assessments and mid-term and final evaluations. ▪ A specialised monitoring and evaluation section will be set up within the TCU, and a management information system will be prepared to the satisfaction of the World Bank. ▪ Monitoring and evaluation will be carried out by the TCU, with support from the MARD Planning Office. A monitoring and evaluation specialist will be recruited in the TCU and will be responsible for: <ul style="list-style-type: none"> ○ Overseeing data collection. ○ Storing, consolidating and analyzing data, and providing feedback at all levels (project coordinator, collaborating public institutions, farmers associations etc.). ○ Providing training on specific M&E tasks to colleagues and partners.

		<ul style="list-style-type: none"> ○ Facilitating project management self-assessment during yearly and midterm evaluation workshops.
	Socioeconomic impacts	<ul style="list-style-type: none"> ▪ Impact assessment surveys will be undertaken and they are aimed to collect information about project's contribution to the enhancement of participant smallholder farmers' agricultural production and income as well as to appraise how this is distributed by gender, social groups and geographical area. ▪ Impact assessment Increased provision of food to vulnerable population; increased quantity of new land brought into cultivation in project area; and increased food production. ▪ Specifically, it is expected that about 14,000 students would benefit from the school feeding program in 95 schools and about 160,000 work days would be created under the food-for-work program. ▪ About 2,000 ha of dikes for mangrove rice and about 3,000 ha of drainage channels and anti-erosion banks for lowland rice would be rehabilitated, allowing to produce about 7,500 tons of paddy rice per year starting with year 3. ▪ It is also expected that about 500 smallholder groups will adopt new technologies aimed at increasing food production and productivity. In addition to rice, this will also help increase production and productivity for other food crops. ▪ Furthermore, food losses are expected to be reduced through improved post-harvest management methods to be supported by the matching grants.

Programme# 2: in-kind transfer	Programme name	Protracted Relief and Recovery Operation²⁰
	Programme overview	<ul style="list-style-type: none"> ▪ According to the November 2007 and April 2008 Food Security Monitoring (FSM) reports, all the regions are vulnerable to food insecurity due primarily to low levels of cereals' stock within households. ▪ The regions were ranked as follows starting by the most food insecure ones: Bolama, Biombo, Quinara, Cacheu, Gabu, Bafatá, Tombali and Oio. ▪ Over 40 percent of children under five are chronically malnourished.
	Programme objective	<ul style="list-style-type: none"> ▪ Support and strengthen the resilience of communities to shocks through safety nets or asset creation: WFP assistance will strengthen community infrastructure and support agricultural activities through conditional transfers (food for assets). This objective is in line with WFP Strategic Objective (SO) 2. ▪ Contribute to bringing under-nutrition below critical levels and break the intergenerational cycle of chronic hunger: By enhancing nutrition surveillance and responding to high malnutrition rates in crisis prone districts, WFP targeted nutritional assistance and capacity building will contribute to SO 4.

²⁰ Table drawn from *Protracted Relief and Recovery Operation (PPRO) Guinea-Bissau*. (n.d.). Retrieved from World Bank: <http://www.wfp.org/content/protracted-relief-and-recovery-operation-guinea-bissau-106090-relief-rehabilitation-and-transition-g>

		<ul style="list-style-type: none"> ▪ Increase access to education by providing daily school meals and take home rations to primary schools children in line with SO 4.
	Programme components	<ul style="list-style-type: none"> ▪ WFP food tonnage: 17,268mt. ▪ Moderately malnourished children under five will receive dry rations from supplementary feeding centres or public health centres until they reach normal weight (85 percent W/H) and their nutritional situation is stabilised. ▪ In the same centres, pregnant women with a mid upper arm circumference (MUAC) below 23.5 cm will receive food assistance until delivery while malnourished lactating women with a MUAC below 23.5cm will receive food for six months after delivery. ▪ The average assistance period for malnourished children under five will be 90 days, whilst pregnant women will receive WFP assistance for up to a maximum of 180 days and eventually continue to receive food aid for 180 days as lactating women. ▪ Tuberculosis patients will receive food during their treatment period at hospitals and health centres which lasts an average of 240 days. HIV/AIDS patients under ART will receive rations for 8 months. ▪ Girls enrolled in higher grades (4th to 6th grades) benefiting from take-home rations will also receive school feeding rations and thus will be counted only once in the total. Take-home rations will be distributed to girls whose attendance rate reaches 80 percent in the upper grades of primary schools (4th to 6th grade), as an incentive for parents to send their daughters to school and reverse the current trend of high drop-out rates for girls of primary schools reaching the 4th grade. ▪ An average of 12,860 workers per year (representing 90,000 family members) will participate in the rural rehabilitation activities mainly where most rice field rehabilitation schemes are concentrated. ▪ In Bafata, programmes will be jointly implemented with local NGOs funded by the African Development Bank (ADB) with an estimated 1500 participants. ▪ Food-for-assets activities will be exclusively implemented during the lean season thus increasing people's access to food at critical times when acute malnutrition rates and food insecurity are at their highest. The principal aim of this activity is to improve vulnerable families' incomes and access to food by undertaking community prioritised FFA activities, particularly those that benefit women, improve rice and horticultural land and rehabilitate rural infrastructure. FFA interventions in Tombali and Quinara will enable WFP to support a larger safety net, establish early warning contacts and identify potential implementing partners in the event of a political, economic or natural disaster. ▪ FFA workers will receive a seven-person family ration for each "work day". It is estimated that a total of 90,000 persons will thus benefit from WFP rations through the FFA component.
	Programme duration	<ul style="list-style-type: none"> ▪ 24 months (1 January 2009 – 31 December 2010).
	Programme coverage	<ul style="list-style-type: none"> ▪ 436,160 persons.

	Beneficiary determination process	<ul style="list-style-type: none"> ▪ Moderately malnourished children under five. ▪ Pregnant women with a MUAC below 23.5 cm. ▪ Tuberculosis patients. ▪ Preschools and primary schools will be selected jointly by WFP and the Ministry of Education.
	Finance	<ul style="list-style-type: none"> ▪ WFP food cost: \$ 11,493,780 USD. ▪ Total cost to WFP: \$ 20,913,495 USD.
	Monitoring and evaluation	<ul style="list-style-type: none"> ▪ A comprehensive Results Based Management Monitoring and Evaluation (M&E) system has been established. ▪ The overall objective is to have a functioning M&E system which will enable WFP to monitor how food aid has changed the lives of beneficiaries in a timely manner. ▪ Data and information based on selected performance indicators, disaggregated by gender, will be collected by the country office's M&E unit in close collaboration with cooperating partners. WFP will continue improving the functionality of the reporting database and the quality of monthly reports from partners. To achieve these goals, WFP will provide training to government and CPs staff, with whom joint field visits will be undertaken and monitoring checklists will be introduced. ▪ WFP and its partners will monitor the physical achievements of the project and conduct regular monitoring visits. Transportation modalities have been provided to Ministry of Education field staff in order to visit schools on a regular basis and produce monthly reports. ▪ To enhance WFP field monitoring activities, the Bafata sub-office has been reinforced as a field monitoring base. A United Nations Volunteer has been appointed as Head of the sub office and one post of Programme Assistant has been transferred from Bissau to the Bafata sub-office. ▪ A follow up study of the 2003 school feeding baseline survey was conducted in May 2006. A baseline survey and a follow up nutrition survey are planned for the second half of 2009. A nutrition baseline survey will be undertaken at the beginning of the PRRO and a follow up survey will be conducted in the second year. ▪ An external midterm appraisal/formulation mission scheduled for the early part of 2010 will determine the performance and appropriateness of the direction of the PRRO and the feasibility and formulation of future interventions supporting of the education sector.

Programme# 3: cash transfer	Programme name	War Veteran's Allowance ²¹
	Programme components	<ul style="list-style-type: none"> Senior officers were entitled to a furnished house and a car. Upon death, certain benefits were transferable to the spouse, children under 18 years of age, and parents.
	Beneficiary determination process	<ul style="list-style-type: none"> Liberation fighters (who were not limited to those actually bearing arms) who were members of the ruling party.

²¹ Table text from *Veterans: Pensions and Other Compensation in Post-Conflict Countries*. (n.d.). Retrieved from World Bank:
<http://siteresources.worldbank.org/INTPENSIONS/Resources/395443-1121194657824/PRPNoteVeterans.pdf>