

TERMINAL EVALUATION OF THE PROJECT

"STRENGTHENING NATIONAL AND REGIONAL DEVELOPMENT PLANNING:  
a Spatial Development Framework for Guinea-Bissau  
and Regional Strategic and Spatial Development Plan  
for the Archipelago of Bijagós (BIJAGÓS 2030)"

UN-HABITAT  
Guinea-Bissau



# DISCLAIMER

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The present report has been produced under the framework of the final external evaluation of the “Strengthening National and Regional Development Planning: a Spatial Development Framework for Guinea-Bissau and a Regional Strategic and Spatial Development Plan for the Archipelago of Bijagós (Bijagós 2030)” project, commissioned by the European Union. The contents included herein are the sole responsibility of the evaluator and can in no way be taken to reflect the views of the United Nations Human Settlement programme or the donor.

## COORDINATION

Edinilson Augusto da Silva ; Evandro Holz (UN-Habitat Regional Office for Africa – ROAf)

## ELABORATION

Cecilia Deme

## REVISION

UN-Habitat Evaluation Unit

## COVER AND LAYOUT

UN-Habitat Guinea-Bissau Unit

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# ACRONYMS

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AFDB	African Development Bank; Banco Africano de Desenvolvimento
ARN	Autoridade Reguladora Nacional
ANP	National Legislative Assembly; Assembléia Nacional Popular
BOAD	West-African Development Bank; Banco Oeste-Africano de Desenvolvimento
CMB	Bissau City Council; Câmara Municipal de Bissau
CNJ	National Youth Council; Conselho Nacional de Juventude
CAONFED	Célula de Apoio ao Ordenador Nacional do FED;
DENARP	Documento de Estratégia Nacional de Redução da Pobreza
EA	Expected Outcomes; Área de Mudança
ECOWAS	Economic Community of West African States; Comunidade Económica dos Estados da África Ocidental
EIB	European Investment Bank; Banco de Investimento Europeu
ENA	National School of Administration; Escola Nacional de Administração
END	Erradicar, Neutralizar, Desenvolver
EU	European Union; União Europeia
FAO	Food and Agriculture Organisation of the United Nations; Organização das Nações Unidas para a Alimentação e Agricultura
IBAP	National Institute for Biodiversity and Protected Areas; Instituto Nacional da Biodiversidade e das Áreas Protegidas
IMF	International Monetary Fund; Fundo Monetário Internacional
INE	National Statistical Institute; Instituto Nacional de Estatística
INEP	Instituto Nacional de Estudos e Pesquisas
MATPL	Ministry of Territorial Administration and Local Government; Ministério da Administração Territorial e Poder Local
MDG	Millenium Development Goals; Objectivos de Desenvolvimento do Milénio
MEF	Ministry of Economy and Finance; Ministério da Economia e Finanças
MICS	Multiple Indicator Cluster Survey; Inquérito aos Indicadores Múltiplos
MoF	Matrix of Functions; Matriz de Funções
MOPHU	Ministry of Infrastructure, Housing and Urban Development; Ministério das Obras Públicas, Habitação e Urbanismo
PND	National Development Plan 2020-2023; Plano de Desenvolvimento Nacional
NGO	Non-governmental Organisation; Organizações não governamentais
OCP	Our City Plans; Os Nossos Planos da Cidade
RENAJ	National Network of Youth Associations in Guinea-Bissau; Rede Nacional das Associações Juvenis
SAB	Autonomous Sector of Bissau; Setor Autónomo do Bissau
SEPIR	Secretariat of State for Planning and Regional Integration; Secretaria de Estado do Plano e Integração Regional
SDG	Sustainable Development Goals; Objectivos de Desenvolvimento do Milénio
UNDP	United Nations Development Programme; Programa das Nações Unidas para o Desenvolvimento
UNCT	United Nations Country Team; Equipa País das Nações Unidas
UN HABITAT	United Nations Human Settlements Programme; Programa das Nações Unidas para os Assentamentos Humanos
WB	World Bank; Banco Mundial

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# EXECUTIVE SUMMARY

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## PROJECT BACKGROUND

This report concerns the evaluation of the project "Strengthening National and Regional Development Planning: a Spatial Development Framework for Guinea-Bissau and a Regional Strategic and Spatial Development Plan for the Archipelago of Bijagós (Bijagós 2030)" was funded by the European Union with a budget of USD 659,030 and implemented by UN-Habitat, in close cooperation with the Bissau-Guinean Government. The Secretaria de Estado do Plano e Integração Regional (SEPIR), the Ministério das Obras Pública, Habitação e Urbanismo (MOPHU), Ministério da Administração Territorial e Poder Local (MATPL), Instituto Nacional da Biodiversidade e das Áreas Protegidas (IBAP) and the Instituto Nacional de Estatística (INE) were key stakeholders and implementing partners of the project.

The Project was built on lessons from UN-Habitat's work in developing Spatial Development Frameworks (SDFs) in other countries and the Bissau 2030 Sustainable Development Plan.<sup>1</sup> The Project was implemented in different phases. The first phase applied the first step of the SDF methodology by conducting a spatial and territorial analysis of Guinea-Bissau between February 2020 and March 2021.

This "spatial structure" analysis used a spatial planning tool, called the Matrix of Functions (MoF), that allowed decision-makers to make informed decisions and strategic recommendations to implement the National Development Plan (PND) 2020-2023, and address the COVID-19 health situation socio-economic effects.

The SDF methodology, combined with the MoF and the national validation workshop findings, served as the ground for developing the "Spatial Development Framework of Guinea-Bissau" (Output 1). The Regional Strategic and Spatial Development Plan for Bijagós (Bijagós 2030)" (Output 2), and the two Basic Urban Plans for

the cities of Bubaque and Bolama (Outputs 3 and 4) -the biggest islands in the Archipelago – have been developed using the (formerly known) Participatory Incremental Urban Planning (PIUP) methodology, now called "Our City Plans" (OCP)<sup>2</sup> to provide a more detailed pathway for the two Bijagós' regional centres.<sup>3</sup>

The Project aimed to support national and local decision-making toward a more equitable territorial development in Guinea-Bissau via the elaboration of Strategic and Spatial Development Frameworks at the national and regional levels.

The overall objectives of the Project were to 1) Support national and local decision-making toward a more equitable territorial development in Guinea-Bissau, 2) Build capacity for strategic planning, coordination and urban development, 3) Maximise the benefits from public and private investments, reducing territorial inequalities at the national level, with a particular focus on Bijagós.

The project had the below expected outcomes (EA):

### EA1.

Guinea-Bissau is equipped with a powerful tool to fully implement the target 11.A of the 2030 Agenda, promoting balanced territorial development and population distribution and supporting positive economic, social and environmental links between its urban, peri-urban and rural areas.

Under this outcome, project outputs and activities have been clustered in three phases, phase one and two, involving developing Guinea-Bissau's spatial structure and focusing on preparing spatial, strategic action plans for each region. Phase three will be the objective of a future project that will

1. The Spatial Development Framework of Guinea-Bissau. (To Spatially Support the Implementation of the National Development Plan (2020-2023). Un-Habitat, July 2021.

2. <https://unhabitat.org/our-city-plans-an-incremental-and-participatory-toolbox-for-urban-planning>

3. Project Document UN-Habitat

concentrate on establishing an information technology-based system to coordinate investments.<sup>4</sup>

EA2.

Bijagós region has a coordinated platform for its sustainable development and the spatialization and prioritization of catalytic investments to promote the sustainable development of tourism in the region and to guide the effective implementation of Terra Ranka 2015-2025 and future National and Regional Strategies in line with global agendas.

The main project partners and target groups were: 1) Decision-makers and key stakeholders, who represent key government entities with which UN-Habitat partnered to coordinate project implementation at the different (central, provincial, district) levels; 2) Regional and local-level public delegates from the 9 regions, the public administrators from 36 sectors and “tabanka” chiefs and traditional leadership; 3) Local communities in the Bijagós region; 4) Technical partners; 5) Civil Society Organisations-landa Guiné network.

#### EVALUATION PURPOSE, OBJECTIVES AND SCOPE

The primary purpose of the evaluation was to promote accountability for results and learning. The evaluation provided independent appraisal and evidence-based analysis to assess the Project's operational experience, achievements, opportunities, and challenges.

The evaluation's primary audience will be the EU, UN-Habitat and the project implementation team. Key intended users will be the EU Delegation in Guinea-Bissau, UN-Habitat Regional Office

for Africa (ROAf) and the country office, project national and international partners, such as government counterparts, public administration offices, and the development actors.

The evaluation covered the Project implementation in Guinea-Bissau from January 2020 to June 2021. Initially, the Project's end date was December 2020, but due to the COVID-19 health situation, the Project was extended at no additional cost for another six months.

The geographical scope of the evaluation assesses the achieved results and impact of the project 1) in all the eight regions and the autonomous sector of Bissau for Outcome 1, such as Bafata, Biombo, Cacheu, Gabu, Oio, Quinara, Tombali, Bolama – Bijagós and the Autonomous Sector of Bissau; 2) and at the regional level in Bolama-Bijagós region in the sectors of Bolama, Bubaque, Uno and Caravela, for Outcome 3 and 4, focusing on the cities of Bolama and Bubaque.

#### EVALUATION METHODOLOGY

The evaluation applied a high level of flexibility to address the evolving situation the Project encountered during the COVID-19 pandemic and the implications of the crisis on the Project. Data were collected across the six evaluation OECD-DAC criteria of relevance, coherence, efficiency, effectiveness, impact and sustainability.

The Evaluator used face-to-face and remote/virtual means of communication by applying qualitative and quantitative methods to collect information. One inception meeting was conducted with representatives of ROAf, the UN-Habitat's National Programme Coordinator for Guinea-Bissau and UN-Habitat International Technical Advisor on 26 January 2022.

The Inception phase ended with the final approval of the Inception report on 18 February and incorporated feedback received from the Evaluation and Monitoring Unit of ROAf and

4. Ibid

other project stakeholders.

The Evaluator conducted a face-to-face data collection mission of 12 days, between 13-24 February, in Guinea-Bissau. The field visit consisted in conducting Key Informant Interviews (KIIs) and Group Interviews in Bissau and Focus Group Discussions (FGDs) in Quinhamel and the islands of Bubaque, Bolama, Formosa and Uno.

The total number of stakeholders consulted for this evaluation is 78, including 13 women and 65 men. A total of 33 stakeholders (23 men and ten women) participated in KIIs and group interviews. The total number of FGD participants in the islands is 45.

Additionally, the Evaluator applied surveys for measuring results under outcome 1 and outcome 2 separately. Twenty-eight surveys have been sent out electronically through e-mail, representing government, civil society, and technical professionals participating in the project. Eight surveys were returned to the evaluation, five from government representatives, one from development partner, one from a local authority and one from "other" denomination.

On 22 March, the evaluation findings were presented in an online validation workshop to the UN-Habitat project team located in Bissau and to the International Technical Advisor.

The feedback received after the workshop was incorporated into the draft evaluation report.

Among the main challenges and limitations of this evaluation were the low level of response rate to surveys and the unavailability of some key stakeholders for interview purposes.

## MAIN FINDINGS OF THE EVALUATION

The Project has achieved its expected outputs. The Project met expectations under Outcome 1 and partially fulfilled targets under outcome 2. All project outputs have been delivered to the donor (EU) and the related government bodies (SEPIR, MOPHU and MATPL). In addition, the evaluation could confirm the participation of development partners at the National Launch of the SDF and that more than 60 % of government officials

think SDF is useful. Under output 1, instead of 40 technical officers trained, the Project could capacitate 25. The workshop attendance lists show that ensuring 50 % gender parity between women and men at consultations and validation workshops was unrealistic, having fewer women participants in these events.

Under output 2, the evaluation could not confirm the number of development partners interested in the Project's future implementation and the SDF tool's application but validated that it successfully set up a portfolio with future strategic intervention projects.

The Project integrated cross-cutting elements in the Project Proposal, which thoroughly described the strategies to be followed during project implementation. According to many interviewed and surveyed respondents, climate change and environmental protection are two areas the Project managed to mainstream and raise awareness. Accordingly, the Project was designed as gender-sensitive and showed increased efforts to include women and youth in different consultations and workshops.

The evaluation's assessment regarding "value for money" measured the Project's level of achievement about the optimal use of the available resources in terms of funds, time available for implementation, and human resources. As the entire Project's budget was utilized, this high disbursement level reflects, to a certain extent, the efficiency in distributing the required funds to carry out project activities. The Project spent a considerable budget on achieving Output 1. In contrast, expenditures for outputs 2,3 and 4 stand at a low level due to the project team's inability to carry out assessment missions. Nevertheless, the Project submitted all deliverables, and the four products proved to be valid, relevant, and of good quality, with potentially high utilization and application in the future.

## PERFORMANCE OF THE PROJECT USING THE EVALUATION CRITERIA



### Relevance

The relevance of the Project was demonstrated by its support of implementing international development frameworks and the National Development Plan 2020-2023, which is one of the key Government priorities. UN-Habitat's support to the Bissau City Administration in implementing the Bissau 2030 Sustainable Development Plan and the discussions with the EU Delegation in Guinea-Bissau to develop a diagnostic study on the population dynamics in the main cities of the country contributed to developing good relationships and existing referral mechanisms between UN-Habitat, the donor and the central and local government Institutions. The Bissau-Guinean Government, in particular, the Secretaria de Estado do Plano e Integração Regional (SEPIR), the Instituto Nacional de Estatística (INE) at the national level, and the active contribution of the regional delegates of SEPIR from the 39 sectors of the country and the Autonomous Sector of Bissau (SAB), took up a leading role in the application and adaptation of the SDF and the OCP methodology.

However, the short timeframe allocated for project design and external contextual factors contributed to the Project being perceived by the stakeholders and project partners as less sensitive to assessing contextual factors and presenting certain weak aspects in terms

of creating necessary ownership at the governmental level. This can also be seen in the Project mainly taking the shape of a study, resulting in missing outcome-level changes while focusing entirely on producing outputs. Nevertheless, responses received about the relevance of the Project to address institutional needs are primarily positive. Important to mention the project will have continuity in terms of time thanks to the expected funding from the EU for the period 2023-2027 under the component Green and Inclusive-Cities, amounting between 30 to 40 Million Euro, including physical implementation and within which UN-Habitat will provide its Technical Assistance. The guarantee of the continuity of approach will ensure the project will reach its outcome-level changes.

The initial consultations and workshop positively affected the insular communities, namely Bubaque, Bolama, Uno, Orango, Formosa, and Galinhas. Many group members mentioned during the FGDs they are happy with the involvement of SEPIR. The initial meetings saw a high participation rate from each community, including women and youth. These events increased people's understanding of the importance of spatial and territorial planning, their vision of using the OCP tools, and their interest and motivation to be involved in the Project and participate in future activities. Community members value

the Project as they consider it relevant to uplift their quality of life and contribute to strengthening their knowledge and skills. Despite these optimistic inputs, community members raised their concerns about the overall lack of leadership demonstrated by the regional and local Governments and the low level of engagement shown by the Project.

The Project integrated cross-cutting elements in the Project Proposal, which had a thorough description of the strategies to be followed during project implementation. The focus on gender, environment and climate change, human rights and children, youth and older persons are graded as "sensitive" in the project documentation. For disability inclusion, the grading has not been developed at the time of Project Proposal submission. According to many interviewed and surveyed respondents, climate change and environmental protection are two areas that the Project managed to mainstream and raise awareness.

The Project has a gender marker score of 1, showing a certain level of sensitivity toward including women and youth in project activities. Under output 1, one indicator measures gender parity in workshops. Outputs 2,3 and 4 have one indicator that measures the representativeness of different stakeholder groups, with a particular focus on women and youth.

While progress can be seen in integrating the voices of women and youths and mainstreaming human rights principles in implementation processes, the Project experienced challenges in engaging these target groups more systematically. The gender parity of 50% women-men participation at the workshops wasn't fully met, with an average ratio of 18% of women participation throughout all project outputs.

## Coherence

The Evaluation found the Project to be broadly consistent with the international norms and standards UN-Habitat adheres to, including the principles and approaches recommended in

UN-Habitat's regional frameworks.<sup>5</sup> Additionally, strong coherence can be observed with the Project's alignment to national legislation that governs territorial development and urban planning, such as the National Development Plan 2020-2023, which is a key government priority. UN-Habitat also looked to international experiences applying SDF in other African countries, which was a strong asset already in the project inception phase.

The Project is very well aligned with the donor's priorities that target the Bolama-Bijagós region. The EU Delegation in the country already has its 2021-2027 development plan that focuses on developing city infrastructures. These strategies focus on strengthening national and local capacities and improving people's lives. The objective of the Africa-Europe Alliance for Sustainable Investment and Employment, by "making cities and human settlements inclusive, safe, secure, resilient and sustainable"<sup>6</sup>, is the target 11 A of the Sustainable Development Goals (SDG) 2030 Agenda, and among the growing priorities of the European Union and Africa on the themes of "cities" and "urbanization". The technical expertise of UN -Habitat also proved to be wholly coherent with the focus on "cities", which has gained importance and is highlighted in relevant bibliography and the SDG 2030 Agenda, and which aligns with both the EU and UN-Habitat mandates.

The Basic Urban Plans for Bolama and Bubaque is based on and inspired by the Bijagós 2030 study and coordination platform, which serves as the reference document for territorial development for the region until 2030.

In this aspect, strong coherence can be observed in how the Project structured its intervention as the findings of the outcome

5. UN Habitat 2020-2023 Strategic Plan. Regional representation for Africa; UN Habitat 2020-2030 Strategic Plan; Applying the Degree of Urbanisation. A Methodological Manual to Define Cities, Towns and Rural Areas for International Comparisons. European Union/FAO/UN-Habitat/OECD/The World Bank, 2021; Action Framework for the Implementation of the New Urban Agenda (AFINUA). UN-Habitat 2018

6. The Spatial development Framework of Guinea-Bissau. To Spatially Support the Implementation of the national Development Plan (2020-2023). July 2021

1 in the Archipelago of Bijagós informed the development of outcome 2, combining macro-level data from outcome 1 with a deeper diagnostic of land use and appropriate territorial planning for the archipelago region.

Nonetheless, most stakeholders think the centralized structure of the administrative system negatively affects the local Government's opportunities and capacities to take decisions and take an active role in project implementation. Many stakeholders viewed that UN-Habitat's Project could support the local Government to update the existing Regional Development Plans and support the Government in implementing them. In this view, the need is to build upon something already existent rather than designing something completely new. Exploring partnerships with other organisations with similar projects has been seen as a possible avenue to explore for the future.

#### Effectiveness

An analysis of the Project's progress against output-level indicators for all outputs clarifies that the Project has achieved its expected results. All project outputs have been delivered to both the donor (EU) and the related government bodies (SEPIR, MOPHU, MATPL).

The Project met expectations under Outcome 1. The Evaluation's interviews with stakeholders confirmed that the design, adaptation and application of the SDF tool and MoF were very successful activities of the Project. The Evaluation could verify that more than 60 % of government officials think that SDF is useful but could not obtain this Information from development partners. The Project successfully applied an inclusive and participatory approach in its workshops and consultations, a highly valued process among most respondents. However, the Evaluation could not assess if the assumption of development partners acting in Guinea-Bissau are interested or not in the SDF tool, as their presence in the Project was visible only at the project launch event and validation sessions.

The Project partially fulfilled targets under Outcome 2. The participatory planning workshops and validation workshops also gained legitimacy at the regional level by gathering local communities' viewpoints and involving them in the OCP application discussions.

The Evaluation's interviews with stakeholders and communities affirmed that the Project supported communities with a means of conveying their voices and opinions on spatial development, linking spatial development and territorial planning work at the local level to work done in Bissau. However, the Evaluation could not confirm the number of development partners interested in the future implementation of the Project and the application of the OCP tool. The workshop attendance lists show that ensuring 50 % gender parity between women and men at consultations was unrealistic, having less women participants in training and validation workshops.

The most important contributing factors to the Project's success are the previous work UN-Habitat already carried out with the Government of Guinea-Bissau, the supportive international and national legislation in territorial and urban planning, and the in-house technical expertise in spatial territorial planning of UN-Habitat, and the participatory approach. On the other hand, essential factors that challenged project implementation are COVID-19, the lack of human resources and the financial hurdles related to the slow pace of funds disbursement from UNDP, and the engagement and outreach strategy of the Project.

The Project's formal approach to M&E is explicitly results-based. However, the Evaluation found that the overall monitoring and evaluation system could have been substantially more robust, particularly outcome monitoring and assessment. The Project did not incorporate outcome-level changes and indicators; therefore, the achieved results rely merely on tracking produced outputs.

The creation of the SDF Steering Committee at the national level couldn't bridge the challenges related to the Project's cooperation and collaboration with the

government institutions, which was mainly associated with different needs, interests of stakeholders and lack of project human resources. The government instability that characterized the project implementation period - several changes of Directors General and governors - greatly influenced the issue of ownership at the central government level, also reflected in the lack of communication between the Project and government stakeholders; as one official mentioned, "We didn't collaborate because we were not requested to do so."

The Evaluation assessed the lack of engagement of the central government it is a result of multiple factors: 1) political and governance instability, 2) the output-based design of the Project, which didn't require follow-up activities; 3) the staffing structure of the UN-Habitat country office, maintaining junior-level staff on temporary contracts and having international consultants who are not based in the country; 4) the country office overseeing operations in neighbouring countries, that often leaves the Project without people on the ground.

Participants' and Government representatives' perception of the value of the participatory methodology and how it enhanced community members' opportunities to express themselves is very positive, acknowledging the importance of inclusive consultations and dialogue carried out at the community level.

The Evaluation found a relatively good representation of women in the consultation workshops and training. Among the Regional Delegates, landa Guiné representatives and local leaders, an increased number of women participants take leadership positions and participate in decision-making structures. The situation in the Bijagós archipelago is somewhat different, where the representation of women is shallow, and it mainly relates to "being informed" or "consulted" rather than actively assuming leadership positions. The Project evidenced the participation of women in different activities in photos and featuring women in social media on UN-Habitat's Facebook profile.

The majority of stakeholders agreed that the knowledge and competencies they gained

in strategic and spatial planning were among the essential outcomes resulting from their participation in the Project. For example, most regional delegates mentioned the Project upgraded their skills in how to use the tools, the surveying techniques, and the KOBO toolbox.

Local communities mentioned they look now differently at specific development issues in their localities. The consultations and discussions were "eye-openers" to see and think about prioritizing local services and being aware of environmental sustainability.

In terms of resource mobilization, the Evaluation assessed the acquired knowledge and skills built up by the Project have the potential to be lost in the long term. The respondents' opinion about the low level of knowledge and skill transfer among individuals, communities, and institutions shows these competencies haven't been transferred to the institutional or community level. In terms of financial sustainability, many participants view the national and local Governments as assuming a leadership role in the next phase of the Project, with the strong support of UN-Habitat and the donor.

### Efficiency

The total budget for the Project was USD 659,030 and showed a complete utilization of the available funds. The Project spent a considerable amount of the funding on achieving Output 1, while expenditures for outputs 2,3 and 4 stand at a very low utilization rate. The main reason for that is that several of the on-the-ground activities planned could not be implemented due to the pandemic-related restrictions.

The onset of the pandemic and the imposed restrictions also delayed project activities therefore, the Project received a no-cost extension of six months.

According to Information from project staff and the donor, there were no material issues with the Project's management or administration. Yet, the Information received revealed the fact that there were some challenges, as well as important lessons learned

from the Project's implementation and UNDP's role as administrative agents, such as delays in procurement and disbursement of funds – that was often a source of tension and slowed the delivery of project implementation.

Ultimately, all these factors (and others) contributed to the need for a "no-cost" extension of the Project.

All interviewed staff and the donor agreed that delays and slow disbursement of funds happened due to the complicated UN system the agencies need to follow. Three agencies dealt with financial procedures -UN-Habitat and UNDP in Guinea-Bissau and UN-Habitat Regional Office in Kenya. As a result, the overall administrative procedures to release the funds, including the paperwork and approval mechanisms, took much more time than expected, leading to the late arrival of funds, which caused a delay in activities. Financial reporting also lagged, and it also happened that the donor hadn't received the financial report in time.

Overall, the collaboration with the Regional Office for Africa (ROAf) has been regarded as beneficial and supportive, but one weakness of the Project is its staffing structure and policy. According to the opinions expressed, a Country Manager would be welcome to be based in Guinea-Bissau to ensure good coordination and operationalize the fieldwork. UN-Habitat is solely funded by direct project costs at the country level, and the limitation of funds in terms of personnel impacts directly on the possibility of addressing concretely the need for the UN-Habitat country team to be strengthened with more permanent staff and a combination of junior-senior level expertise, necessary for a proper division of tasks and sharing of responsibilities. However, with the expected funding from the EU to UN-Habitat of approximately 5-6 Million euros for the next five years, UN-Habitat expects to solve this challenge successfully.

Even though all targets have been met related to producing the studies and the successful engagement of the Project Management with the Secretary of State for Planning and Regional Integration as well as with the Minister of Public Works in raising the profile of the project, the processes of engagement and coordination

supported by the existing structures and systems were not strong enough to establish a deeper engagement among UN-Habitat and a few partners at the local, regional and national levels, that impacted the guidance and support expected from the Project.

### Impact

The studies developed by the Project represent only the first step of a long-term investment that has just started to materialize. The studies are planning tools that bridge the gap between strategies and policies by providing strategic recommendations. The SDF synthesizes many interlinked elements, while the Bijagós 2030 study offers a more detailed approach.

These tools are excellent because they were able to trigger interest and involvement from donors, who see a huge potential in these spatial and territorial development plans to be applied in practice.

The Project contributed to the overall programmatic work of SEPIR, which works alongside other Departments and Units in the Government, to strengthen the capacity of the Government and the regional delegates towards improved spatial and territorial planning and support regional and local initiatives. However, the impact of the Project and the outputs on the extent to which government departments, technical institutions, and local communities absorbed and applied these deliverables in their work and decision-making on territorial planning seems to be very low at this stage of the Project.

Nonetheless, the project will have continuity to allow the referred institutional absorption, which is extremely important for lasting change and sustainability.

Impact regarding the products geared different opinions among different stakeholders, but most stakeholders are content with the result. Critical viewpoints have also been raised about disseminating these products because they haven't been distributed to project participants in time due to the contracted company's delays

in printing the documents. Distribution to stakeholders (outside government) started in February 2022, at the time of the field-based data collection for this Evaluation. Project participants indicated they hadn't seen the studies in printed format nor received Information about their existence on social media platforms.

Processual impacts have been highly valued, as people recognized the usefulness and importance of the participatory approach. In addition, the inclusive methodology was highly appreciated by everybody involved in the Project and meant a lot to communities.

Through the Project, UN-Habitat has developed a stronger relationship with the communities in the Archipelago of Bijagós. UN-Habitat's physical presence in the insular region, and mainly in two "forgotten" islands like Formosa and Uno, contributed to better integrating these two communities in implementing the PND 2020-2023. Furthermore, the participative approach being piloted with the communities have essential lessons for the OCP modalities utilized by UN-Habitat, with the potential to be shared more widely and in other areas of the country.

Most interviewees agreed that the participatory workshops and training, discussions, and validation sessions enhanced their knowledge and skills about spatial and territorial planning and the SDF and OCP tools. As a result, trained professionals will probably use the design and application of surveys and the application of the MoF and the KOBO toolbox.

The Evaluation assessed the Project's contribution to changing mindsets. The participatory workshops and discussions significantly impacted the way people think about the Bijagós archipelago and raised people's awareness about the importance of protecting the natural habitat.

The Evaluation concludes that applying the skills, knowledge and competencies in using the SDF and OCP tools in practice is a weak point of the Project.

Government representatives firmly expressed the need for more collaboration and inclusion at their level, detailing each institution's roles and responsibilities in project implementation. This process would be essential to increase ownership and sense of responsibility and divide tasks and functions based on each institution's resources and capacities.

The creation of coordination structures for the Project at the regional and local level would support having more clarity, coordination and monitoring of project implementation. The majority of stakeholders stated that without the involvement and strong leadership of the Government, any project of territorial planning would probably fail. In line with this viewpoint, communities also expressed the need to have a project team on the ground and have more partnerships with community-based organisations.

The intention to create a National Urban Observatory (NUO) linked to the SDF raises sustainability challenges at this point of project implementation because of the lack of skilled professionals in governmental institutions and the difficulty of maintaining a skilled workforce equipped with technical skills in GIS planning at the regional and local level.

The presence of different development partners' involvement in the Project is limited. Their role was reduced to attending the Launching workshop and the validation sessions, but this attendance is not recorded in the narrative reporting. A few stakeholders mentioned they haven't observed or been informed about coordination platforms where development agencies and NGOs in the country work with similar tools and the target communities collaborate on specific project components. As a result, the evaluation could confirm one partnership with Voz di Paz. Other cooperation arrangements could not yet materialise between UN\_Habitat and other development partners. The two national workshops represent a starting point for a future better engagement, having a stronger ownership from government officials, who will take the lead (with UN-Habitat technical support)

## Sustainability

to mobilise international development partners, the private sector and the civil society towards implementation of the products prepared. Additionally, with the interest of the EU (with the programme of Inclusive and Green Cities), the European Investment Bank (EIB), the West Africa Development Bank (BOAD), the African Development Bank (AfDB) and of the World Bank, it is expected that especially the SDF will have macro-investment implications for the next 10-15 years.

Overall, the Evaluation found the Project's approach to communication and knowledge management to be weak, as the communication and knowledge management strategies were not applied as indicated in the project strategies and documents. Posters facilitating the understanding of the different products were prepared and disseminated at the request of the Government. This initial step needs follow-up as UN-Habitat needs to go at the pace of the existing capacity levels of institutions to allow proper understanding and assimilation of what was done and produced by the Project and its implications.

One crucial sign of institutionalizing the SDF/OCP tools is the Government's intention to apply the tools within the PND 2020-2023 implementation. In 2023, the PND 2020-2023 will be revised, and there are high chances of integrating the SDF/OCP into the new plan's strategies and approaches regarding urban planning. However, most government stakeholders agreed there is no generalized institutionalization of the SDF and OCP tools at

this stage of the Project.

Yet, a few government representatives have seen an avenue to institutionalize the SDF tool and UN-Habitat's overall territorial planning strategy through the possibilities of forming private-public partnerships. According to a few respondents, the new legislation in the country increased hopes and expectations that the investment climate will finally take off. As an example, they mentioned the Public-Private Partnership Law that was adopted in 2020. This is vital legislation that is expected to attract investors. Developing joint interventions in cooperation with other projects in Bolama-Bijagós is a possible future option. For all this to happen, the Government needs more partners and financing.

The evaluation has evidenced sensitivity towards gender equality, environment and climate change, human rights protection of children, youth and older persons. Environmental concerns and inclusive and non-discriminatory principles were mainstreamed in the project. Attention and preoccupation towards women and youth and ensuring gender parity in project activities -despite not complying with the set targets- showed an increased effort by the UN-Habitat team.

## CONCLUSIONS

The "Strengthening National and Regional Development Planning: a Spatial Development Framework for Guinea-Bissau and Regional Strategic and Spatial Development Plan for the



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Archipelago of Bijagós (Bijagós 2030)” project represents the first step of a long-term investment that just started to materialize.

Since it opened the country office in 2015 in Guinea-Bissau, UN-Habitat has been active in normative and operational activities, mainly in territorial planning and spatial development, supporting different Ministries and Government departments to implement National Development Plans and different strategic frameworks aligned with UN-Habitat’s mandate.

The project is seen more as developing planning tools as outputs and not as a project based on a Theory of Change and achieving societal changes, at least in its first stage. This design shaped the monitoring and evaluation framework, tailored to measuring quantitative results. The next phase of applying the four tools in practice will commence shortly, with discussions with the EU Delegation about possible future funding lines. These tools are excellent because they could trigger interest and involvement from different donors who see a huge potential in these spatial and territorial development plans to be applied in Guinea-Bissau.

Throughout the project, good relationships were built between government agencies, UN-Habitat, and the regional and local stakeholders. Still, it wasn’t enough to ensure a proper involvement of the development partners and civil society, including the landa-Guiné network, in the project. In the future, it is expected that the government will take the lead (with UN-Habitat technical support) to mobilise international development partners, the private sector and the civil society toward the implementation of the products produced.

The evaluation has evidenced sensitivity towards gender equality, environment and climate change, human rights protection of children, youth and older persons. Environmental concerns and inclusive and non-discriminatory principles were mainstreamed in the project. The evaluation found a relatively good representation of women in the consultation workshops and training, but the situation in the Bijagós archipelago is somewhat different, where the representation of women is

very low, and it mainly relates to “being informed” or “consulted”, rather than actively assuming leadership positions. Youths’ participation was assessed as being more visible.

Most government representatives mentioned that apart from considering the project relevant, they would have liked to have more responsibilities and oversight about what the project is doing and how the processes are unfolding. In addition, the work and responsibilities division among many institutions was perceived as less efficient in producing results. Therefore, enhanced government ownership and a robust macro-investment implication for the next 10-15 years represent a viable solution to address this challenge.

The project had a very flexible participatory approach regarded as outstanding. The workshop and training, discussions and validation sessions contributed to enhancing knowledge and skills about spatial and territorial planning and the SDF and OCP tools and changing mindsets about protecting natural habitats.

The project could have had better operational leadership. Even though all targets have been met related to producing the studies, the processes of engagement and coordination supported by the existing structures and systems were not strong enough to help establish a deeper engagement among UN-Habitat and a few partners at the local, regional and national levels, that impacted the perception of the guidance and support expected from the project. However, with the expected funding from the EU to UN-Habitat of approximately 5-6 Million Euro for the next five years, UN-Habitat expects to successfully address the challenge of the UN-Habitat country team to be strengthened with more permanent staff and a combination of junior-senior level expertise, necessary for a proper division of tasks and sharing of responsibilities.

The presence of different development partners’ involvement in the Project is limited. As a result, the evaluation could confirm one partnership with Voz di Paz. Other cooperation arrangements could not yet materialise between UN-Habitat and other

development partners.

## LESSONS LEARNED

- Allocation of more time and carrying out context analysis during the project design phase, including collecting baseline information that will inform the desired changes the project wants to achieve, would better inform the formulation of outcomes and the design of targets.
- Permanent staff members on the ground are necessary to carry out field visits and continuously engage with project partners and the communities. The operational capacity of the project and being more context-aware and better responding to national partners' needs suffered due to the existing staffing structure.
- The hierarchies, gender issues, and status-related preconceptions among participants require carefully facilitating the participatory

group discussions. The leading roles assumed during conversations by different participants might jeopardize the engagement of different target groups.

- Communication and visibility are crucial to maintaining cooperation, collaboration and trust with stakeholders and project partners. Therefore, the project needs to communicate the objectives and means of achieving results clearly and transparently to avoid creating or raising expectations.
- Maintaining closer engagement with governmental entities in planning and coordination processes at the national and regional levels is crucial for the project's future success.

## RECOMMENDATIONS

1. The project successfully addressed sustainability issues by matching context analysis findings with existing resources and capabilities, including a Sustainability and way forward section found in the four produced outputs.



Among these, continuous financing is critical in sustaining the project. Therefore, expanding the pool of macro-investors and designing joint projects with other UN agencies and development partners is a possible option UN-Habitat could look into.

2. UN-Habitat to develop good project design with realistic and flexible time schedules to implement the project to its completion.

3. Establish a technical coordination team within the Steering Committee that should consist of all Ministry representatives and an appointed Team leader/Director. The leadership role could be assumed on a rotational basis as well. Allocate an office space for the team where they could organise meetings and discussions and carry out daily project-related tasks. Equip the space with the necessary appliances to deliver and implement the project.

4. Involve national technical experts in project planning and implementation and ensure their collaboration and coordination with the government and regional/local level stakeholders.

5. Operationalise the work in the field by creating Focal Points at the regional level who are responsible for a specific budget and logistical arrangements. These resource persons should be based at the regional/local level, depending on the focus of the project's next phase.

6. Strengthen the UN-Habitat country office by hiring more permanent staff members. Create a Portuguese-speaking Finance Assistant position. Operationalize fieldwork by ensuring there are always enough people in the office to rotate in carrying out fieldwork and field visits to the islands.

7. Involve civil society and community-based organisations in the implementation of the project. Strengthen cooperation and collaboration with active international development organisations and local NGOs.

8. Explore the possibilities of providing capacity development activities – training, workshops – to technical professionals, University students in data collection,

management and statistical utilisation of this data. Ensure there are trained professionals in the project's focus areas who could provide technical support on the ground.

9. Explore the possibilities of supporting regional and local governments by becoming facilitators between them and the national administration. Facilitate the updating of the Regional Development Plans and support the Government in matching the priorities, strategies and principles with the ones used by the SDF and OCP.

10. Invest considerable financial, human and technological resources in communication and visibility products, as outlined in the Advocacy and Communication Strategy of the project. Ensure these products will reach the target groups at the national, regional and local levels. Organise dissemination events regularly in the regions to facilitate the participation of more women and youths.

11. Communicate the project's performance to key stakeholders, including private actors, and share the good experiences and practices of public-private investments that occurred in other countries, such as Cabo Verde, to attract investors.

12. The regular updating of core project documents like the results matrix can help ensure that not only are the real achievements of the project accurately captured and reflected but also that management, donors, and implementation staff have access to a readily available and accurate document that can help inform project decisions and any necessary adjustments. An updated results matrix that reflects the actual project activities and achievements is also an essential tool for any external project evaluation or learning exercise. Moving forward with the second phase of the project, maintaining the results matrix as a living document that reflects any donor-approved changes will be important.

# I. PROJECT BACKGROUND



## A. BACKGROUND AND CONTEXT

Guinea-Bissau has experienced significant setbacks emanating from long periods of political and institutional instability. After over four centuries of Portuguese colonial rule, Bissau-Guineans struggled for almost eleven years for their independence from Portugal until the country's unilateral inauguration in 1973. After the proclamation of independence, Guinea-Bissau was ruled by a totalitarian single-party regime, till the first democratic election in 1994, which unfortunately led to political disputes which resulted in the 1998's civil war. From that year to date, the country has been merged in cyclic political deadlocks, which unable successive governments to implement their programme, especially to deliver essential public services to the population. The lack of adequate infrastructure represents major physical, environmental, urbanization and socio-economic challenges for the overall development and wellbeing of the country and its population.

Located in West-Africa, the country is divided in five ecoregions, including eight administrative regions (Bafatá, Biombo, Bolama, Cacheu, Gabu, Oio, Quinara and Tombali), and the Autonomous Sector of Bissau (SAB). The Strategic and Operational Plan of the country, called "Terra Ranka" has been replaced in 2020 by the National Development Plan (2020-2023) and the National Development Policy entitled "Hora Tchiga", that serves as a guidance in how to ensure a sustainable economic development and more specifically, the preservation of the biodiversity and the ecosystem in these economic regions.

The growth and sustainable exploitation of forest resources represents one of the main physical and environmental challenge. The population dynamics, having patterns of "rapid and unbalanced urbanization"<sup>1</sup> led to discrepancies among bigger cities and other settlements,

where the population doesn't has access to transportation, health, education and banking services.

The socio-economic challenges of the country, mainly smallholder production in agriculture, livestock and fisheries, are considered low and unsustainable sources of income<sup>2</sup> that automatically posits the communities in a situation of vulnerability towards the effects of climate change. Terrestrial, air and maritime mobility is limited, due to the existence of an underdeveloped transport infrastructure, and many health and education facilities do not have water and electricity. The risk of water-borne diseases are high, for the unequal access to water and sanitation facilities.

The Zona Insular de Guiné-Bissau, comprised of the Bijagós Archipelago, is one of the ecoregions delineated by the National Development Plan (2020-2023), comprising 88 islands, and four sectors: Bolama, Bubaque, Caravela and Uno. Life on the islands have similar characteristics and challenges as the continental part of the country, with a lower socio-economic development, but a strong cultural heritage, including matriarchal social structure and the animist religion.

It is within this socio-economic background that the United Nations Human Settlements Programme (UN-Habitat) opened its office in Guinea-Bissau in 2015 and partnered with the then Ministry for Public Works, Housing and Urban Development (MOPHU) in advancing urbanisation planning and capacity development, based on UN-Habitat's Country Programme Document 2018-2022 (HCPD)<sup>3</sup>. This essential strategic framework was well aligned with the National Development Plan of Guinea-Bissau and the recently established National Development Policy "Hora Tchiga". The Programme was also aligned with the priorities

1. The Spatial Development Framework of Guinea-Bissau. (To Spatially Support the Implementation of the National Development Plan (2020-2023). Un-Habitat, July 2021.

2. Ibid

3. HCPD during the period of the project. In 2022 a new HCPD was established for the 2022-2026 period.

enshrined in the United Nations Partnership Framework (UNPAF) (2016 – 2021)<sup>4</sup>, signed between the United Nations Agencies and the Bissau-Guinean Government. Finally, it followed the vision contained in UN-Habitat's Strategic Plan,

4. Succeeded in 2021 by a new United Nations Sustainable Development Framework (UNSDCF) 2021-2025.

the Action Framework for the Implementation of the New Urban Agenda (AFINUA). All these documents served the implementation of the New Urban Agenda (NUA) and the achievement of Sustainable Development Goal (SDG) 11 – to make cities and communities inclusive, safe, resilient, and sustainable.

## B. DESCRIPTION OF THE PROJECT EVALUATED INCLUDING ITS GOALS AND OBJECTIVES

In Guinea-Bissau, UN-Habitat performs both normative and operational works, that is reflected in the project under evaluation - the “Strengthening National and Regional Development Planning: a Spatial Development Framework for Guinea-Bissau and Regional Strategic and Spatial Development Plan for the Archipelago of Bijagós (Bijagós 2030)” project.

On the normative side, the Programme has collaborated with the city of Bissau to elaborate a Strategic Development Plan (Bissau 2030)<sup>5</sup> via a participatory approach. In 2021, a similar exercise was conducted under the project being evaluated for the Bijagós Archipelago, in combination with the development of a Spatial Development Framework (SDF) for the whole country. Before all these efforts, there were other normative frameworks developed as a guide for implementing the SDG's and for the overall development strategy of the country, such as Nobissau-Programa Municipal de Desenvolvimento, The National Strategic Plan (Terra Ranka), the New Urban Agenda, that relates to the Quito Declaration of Sustainable Urbanisation, and finally the Agenda 2030 for Sustainable Development, that preceded the Bissau 2030 Strategic Plan.

The project under evaluation has a strong focus on land planning and urban development, connected to the development of strong urban centres,

including the Bijagós Archipelago. Regarded as a “Special Tourism Zone”, the conservation and preservation of the natural environment and cultural heritage makes the development of the insular region as a national priority.

The project “Strengthening National and Regional Development Planning: a Spatial Development Framework for Guinea-Bissau and a Regional Strategic and Spatial Development Plan for the Archipelago of Bijagós (Bijagós 2030)” is funded by the European Union with a budget of USD 659,030 and implemented by UN-Habitat, in close cooperation with the Bissau-Guinean Government. The Secretaria de Estado do Plano e Integração Regional (SEPIR), the Ministério das Obras Públicas Habitação e Urbanismo (MOPHU), Ministério da Administração Territorial e Gestão Eleitoral (MATGE), and the Instituto Nacional de Estatística (INE) were key stakeholders and implementing partners of the intervention.

The project built on lessons learned from UN-Habitat's work in developing Spatial Development Frameworks (SDFs) in other countries and the Bissau 2030 Sustainable Development Plan.<sup>6</sup> The project was implemented in different phases, initially applying the first step of the SDF methodology, by conducting a spatial

5. UN-Habitat. Bissau 2030. Plano de Desenvolvimento Sustentável 2030.

6. The Spatial Development Framework of Guinea-Bissau. (To Spatially Support the Implementation of the National Development Plan (2020-2023). Un-Habitat, July 2021.

and territorial analysis of Guinea-Bissau, between February 2020 and March 2021. This “spatial structure” analysis used a spatial planning tool called the Matrix of Functions (MoF) that allowed decision-makers to take informed decisions and strategic recommendations to implement the PND (2020-2023), also with regard to the COVID-19 health situation socio-economic effects. The SDF supported the national, regional and local government in developing a vision and strategy to maximise the benefits of investments and based on a spatial understanding of the current territorial and socio-economic conditions, to achieve a more realistic planning and implementation.

Therefore, the SDF methodology, combined with the MoF and the national validation workshop findings served as the ground to the development of the “Spatial Development Framework of Guinea-Bissau”. The Regional Strategic and Spatial Development Plan for Bijagós (Bijagós 2030)”, and the two Basic Urban Plans for the cities of Bubaque and Bolama -the biggest islands in the Archipelago – have been developed using the Participatory Incremental Urban Planning (PIUP), called also “Our City Plans (OCP)”<sup>7</sup> to provide a more detailed pathway for the two Bijagós’ regional centres.<sup>8</sup>

Because climate change represents an important threat to Guinea-Bissau’s development process, particularly impacting poor and vulnerable communities, a central point to this project was to promote resilience and prosperity in the country through an evidence-based diagnostic at the regional and local levels. As such, the SDF and OCP incorporates strong human rights, gender and disability inclusion principles, in order to address and satisfy to a certain extent the basic needs of all citizens. Applying a participatory approach and communication with communities, stakeholders, government representatives, the project intended to increase ownership, national and local government representatives’ skills and communication channels to develop and apply tools and practices with a special attention to the less developed regions and for the most

7. <https://unhabitat.org/our-city-plans-an-incremental-and-participatory-toolbox-for-urban-planning>

8. Project Document UN-Habitat

vulnerable population groups.

The support provided by UN-Habitat to national, regional and local government decision-making processes and the consultation exercises carried out with local communities, was envisioned to contribute to the sustainable economic growth of the country and contribution to a more realistic planning and urbanisation methodology of the stakeholders involved in the project. In this general context, the evaluation commissioners acknowledged the importance of a participatory evaluation approach, that followed the methodology applied by the project. Therefore, the evaluation involved stakeholders such as the donor, government partners, technical professionals, civil society, community leaders and representatives through face-to-face interactions and field visits on the insular area, discussions and observations conducted in the natural habitat of project implementation, that increased the chances that evaluation results will be useful and inspired from lived experiences, improved transparency of the evaluation process, and enhanced the relevance and quality of the evaluation.

The aim of the project was to supporting national and local decision-making towards a more equitable territorial development in Guinea-Bissau, via the elaboration of Strategic and Spatial Development Frameworks (SDF) at the national and regional levels.

The overall objectives of the Project were:

1. Support national and local decision-making towards a more equitable territorial development in Guinea-Bissau
  2. Build capacity on strategic planning, coordination and urban development
  3. Maximise the benefits from public and private investments, reducing territorial inequalities at the national level, with a particular focus on Bijagós.
- The project had the below expected outcomes (EA):
- EA1.



Guinea-Bissau is equipped with a powerful tool for the full implementation of the target 11.A of the 2030 Agenda, promoting a balanced territorial development and population distribution and supporting positive economic, social and environmental links between its urban, peri-urban and rural areas.

Under this outcome, project outputs and activities have been clustered in three phases, phase one and two involving the process of developing Guinea-Bissau's spatial structure and focusing on the preparation of spatial strategic action plans for each region. Phase three will be the objective of a future project that will concentrate on the establishment of an informational technology-based system to coordinate investments.<sup>9</sup>

EA2.

Bijagós region has a coordinated platform for its sustainable development and the

spatialization and prioritization of catalytic investments to promote the sustainable development of tourism in the region and to guide the effective implementation of Terra Ranka 2015-2025 and future National and Regional Strategies, in line with global agendas.

The delivery of below outputs contributed to the project success:

Output 1 – The existence of a spatial structure for Guinea-Bissau;

Output 2 – The development of the Bijagós Regional Strategic and Spatial Development Plan (Bijagós 2030)

Output 3 – Development of a Basic Urban Plan for Bubaque

Output 4 – Development of a Basic Urban Plan for Bolama;

The project Theory of Change (ToC<sup>10</sup>), followed

9. Ibid.

10. The project Theory of Change can be found in the Annexes section

a logical flow among the project objectives, outcomes and outputs listed above, including certain preconditions that are necessary to be met, for the desired long-term change to happen.

The preconditions for Outcome 1 were:

- Local and national authorities have a clear diagnosis on the territorial development of the country
- The National Statistical Institute is capacitated to employ the SDF in Guinea-Bissau
- Enhanced ownership of the SDF by national and local authorities
- Development partners acting in Guinea-Bissau have knowledge about the SDF and how to use the project's results in their strategic planning

The preconditions for Outcome 2 were the following:

- Bijagós 2030 is developed in a participatory and inclusive way, involving not only government focal points but also representatives of the local communities and key stakeholders acting in the region
- Stakeholders involved in the process of Bijagós 2030 understand and agree with the spatialization of main constraints and opportunities
- The ministry of territorial development has full ownership of Bijagós 2030
- Key stakeholders and focal points from local and national governments are capacitated on strategic and spatial planning and are able to mobilize partnerships and resources to facilitate the implementation of the plans

As outlined in the preconditions for project success listed above, the project involved many stakeholders at different levels-national, regional and local -with separate roles and responsibilities in project implementation.

The participatory approach allowed to involve representatives from each stakeholder group and beneficiaries, to express their opinions and views about the future of their own communities, by applying the principles of gender-equality, inclusion, and equal participation of community members.

During its first phase of implementation, the project worked with 1) Decision-makers and key stakeholders, who represent key government entities with which UN-Habitat partnered to coordinate project implementation at the different (central, provincial, district) levels. These institutions benefitted from UN-Habitat technical assistance through capacity building activities; 2) Regional and local-level public delegates from the 9 regions, the public administrators from 36 sectors and "tabanka" chiefs and traditional leadership who played a key role in facilitating access to the local communities and supported project implementation; 3) Local communities in the Bijagós region who have been consulted during the planning and implementation of outcome 2 of the project; 4) Technical partners, who assumed roles in consultation processes and provided technical backstopping of the project; 5) Civil Society Organisations-landa Guiné, assuming roles as facilitators between the project and other local organisations and community groups.

# II.

## EVALUATION PURPOSE, OBJECTIVES AND SCOPE



## A. PURPOSE AND OBJECTIVES OF THE EVALUATION

The main purpose of the evaluation was to promote both accountability for results and learning. The evaluation assignment was to provide independent appraisal and evidence-based analysis to assess the operational experience, achievements, opportunities and challenges of the project. The evaluation's primary audience will be the EU, UN-Habitat and the project implementation team. Key intended users will be the EU Delegation in Guinea-Bissau, UN-Habitat Regional Office for Africa and the country office, project national and international partners, such as government counterparts, public administration offices, the development actors.

The main objectives of the evaluation were:

- Assess the appropriateness, performance and achievements of SDF approaches at output, outcome and impact levels
- Assess the extent to which the SDF has created "value-for-money."
- Assess the relevance, efficiency, effectiveness, sustainability, impact outlook, synergy and coherence, and partnership and cooperation arrangements of SDF
- Assess how cross-cutting issues of gender and empowering of women, youth, human rights, social and environmental safeguards have been integrated into the SDF
- Identify lessons and propose recommendations that can be used for another programming on land conflict in Guinea-Bissau or different similar conflict contexts.

## B. SCOPE OF THE EVALUATION

The evaluation covered the Project implementation from January 2020 to June 2021, in Guinea-Bissau. Initially, the project's end date was December 2020, but due to the COVID-19 health situation, the project was extended for another six months.

The geographical scope of the evaluation assessed the achieved results and impact of the project 1) in all the eight regions and the autonomous sector of Bissau for Outcome 1, such as: Bafata, Biombo, the Autonomous Sector of Bissau, Cacheu, Gabu, Oio, Quinara, Tombali; 2) and at the regional level in Bolama - Bijagós for Outcome 2, focusing on the islands of Bolama, Bubaque, Caravela and Uno.

The evaluation provided an independent and forward-looking appraisal of the project

operational experience, achievements, opportunities, and challenges. In addition, the evaluation documented lessons learnt and good practices that provided recommendations on how UN-Habitat and its partners could address strategic and spatial planning in future, and the continuation on design, implementation, and follow-up of the application of the SDF, and how the coordinated platform for the sustainable development of the Bijagós region would be successful to assure sustainable development in the form of catalytic investments.

The Evaluator conducted the evaluation under the overall supervision of the UN-Habitat Regional Office for Africa and the direct supervision of the UN-Habitat's National Technical Advisor for Guinea-Bissau.

## C. EVALUATION QUESTIONS

The Evaluator understood that the assignment provides evidence-based analysis to test the progress of the SDF<sup>1</sup> against the Theory of Change (ToC) assumptions, outputs and outcomes, as defined in the regional and national<sup>2</sup> frameworks and planning documents<sup>3</sup>. The OECD DAC evaluation criteria of effectiveness, efficiency, coherence, impact and sustainability were used in the assessment.

The appraisal provided recommendations,

1. The SDF is a participatory regional spatial planning method to support national, regional and local government decision-making processes on where to prioritize investments by articulating industrialization, infrastructure development and urbanization, thus contributing to the sustainable economic growth and bringing about more realistic planning and implementation.

2. UN Habitat. Regional Representation for Africa. 2020-2023 Strategic Plan.

3. UN-Habitat. Bissau 2030. Plano de Desenvolvimento Sustentavel 2030; ONU Habitat. Plano Espacial de Desenvolvimento Sustentavel Bissau 2030.

lessons learned and best practices generated through the Project, based on identified operational experience, achievements, opportunities and challenges. The UN Evaluation Group Standards in Evaluation (UNEG), UN-Habitat Evaluation documents – Checklist for TOR and Inception Report, Scoring matrix for UN-Habitat Evaluation Reports, UN-Habitat Evaluation Standard Format – guided the Evaluator in the quality delivery of the evaluation outputs.

The proposed evaluation questions can be found in the table below.

Table 1: Evaluation Questions

RELEVANCE
1. To what extent do the intended outputs and outcomes meet the priorities of the main counterparts and hold the ownership of the project in the government sphere?
2. Have the local capacities of key stakeholders and beneficiaries (including national and local government representatives, chiefs of tabancas, women and youth) been strengthened in terms of understanding and applying the SDF tool at the national level and the Our City Plans (OCP) at the community level?
3. To what extent has the project integrated the cross-cutting themes in the design?
COHERENCE
4. Does the project seek and effectively create synergies with other interventions within the region and in Guinea-Bissau? Is the project well aligned with Regional And National Strategic Development Plans including the Guiding Principles for City Climate Action Planning, UN-Habitat Gender Equality Action Plans, human rights values and principles, the Young People Participation and Sustainable Development in an Urbanizing World (2012) document?
EFFECTIVENESS
5. Which have been the main contributing and challenging factors towards the project's success in attaining its targets? What is the assessment regarding the quality of the project outputs?

6. How effectively are the project results being monitored? Does the monitoring and evaluation system apply an adaptive management and learning?

7. To what extent has the project management and governance structure worked strategically with main counterparts, and local communities to achieve project outputs and outcomes? How well the project integrated/ or not, the voices of communities/tabancas, and the opinion and vision of women, youth and people with disabilities?

8. To what extent key stakeholders and focal points from local and national governments are capacitated on strategic and spatial planning and able to mobilize partnerships and resources to facilitate the implementation of the plans (Output 2,3 and 4)?

#### EFFICIENCY

9. Have resources (financial, human, technical support, etc.) been allocated strategically to achieve project outputs, and sustainability towards phase 3? If not, why and which measures were taken to work towards the achievement of project outcomes and impact?

10. What measures have been put in place to ensure a good monitoring and evaluation of delivering quality results, including coordination with key counterparts/national stakeholders and the project management structure?

#### IMPACT

11. What are the most significant, expected or unexpected, positive and negative changes observed as a result of the project, at policy, institutional and stakeholders /community level?

12. What do stakeholders perceive to be the significant changes linked to the project contribution to their knowledge and skills in using the SDF methodology and the Our City Plans (OCP) when deciding and applying territorial and spatial development principles and strategies?

#### SUSTAINABILITY

13. To what extent the project enhanced the sense of ownership of the existing strategies and the SDF methodology and the Our City Plans (OCP) tools and territorial and spatial development plans, principles and strategies?

14. To what extent the project strategies-ownership and sustainability; advocacy and communication management; knowledge management; monitoring and reporting- contributed to the strengthening of development coordination among development partners and between development partners and national counterparts?

15. To what extent are the main elements of the SDF and Our City Plans (OCP) approaches, namely in terms of stakeholder engagement and collaborative strategic and spatial planning, are institutionalized by governmental entities and other involved stakeholders?

# III.

## EVALUATION METHODOLOGY AND LIMITATIONS



## A. EVALUATION APPROACHES

The Evaluation was conducted applying a high level of flexibility to address the evolving situation the Project encountered during the COVID-19 pandemic and the implications of the health crisis. In addition, the Evaluation was conducted with a strong gender lens and mainstreaming human rights approaches.

The International Consultant applied a portfolio evaluation that used a realist evaluation, a theory-based evaluation and a policy evaluation approach, with the Programme's Theory of Change (ToC) at its core.

The Evaluation looked at how UN-Habitat contributed to the overall development results of Guinea-Bissau concerning achieving the SDG 2030 agenda about urban planning. Accordingly, the Evaluation focused and had as a starting point the review of how a set of interventions and their overall success in advancing a coherent, inclusive, resilient and sustainable urban and spatial planning has been achieved. In this regard, the Consultant used the UN-Habitat African Strategic Plan, the available national development plans and the already delivered project outputs (SDF, the Regional Strategic and Spatial Development Plan for the Archipelago of Bijagós and the Basic Urban Plan for Bubaque and Bolama) as a reference.

As such, the International Consultant considered the extent to which UN-Habitat was successful in a) informing national partners about implementing global, regional and national norms in urban planning, b) effectively and efficiently coordinating the participation of all relevant stakeholders in the process, facilitating the creation of partnerships, c) mainstreaming gender and human rights principles into urban development plans and strategies, d) enabling public and private actors to engage with government authorities and in attracting resources for development, e) attracting and retaining knowledge, opinions, views of both national and local -level stakeholders, community leaders, women, youth and their perspectives on developing urban-rural environments while preserving and enhancing the quality of life and

the wellbeing of the Bissau-Guinean population.

The realist evaluation approach focused on understanding what worked, why, where, for whom and how, as the processes that led to changes were examined, requiring an understanding of the different social, cultural, historical, political and other interlinked variables within the context(s) of the Evaluation. In addition, the Evaluator analysed how the main stakeholders – the main partner ministries and Local Governments, private partners, different social groups with a special attention to women and youth were embedded in a social reality that used participatory leadership and consultation approaches to develop a vision and strategies and methodologies to transform the urban development reality in Bissau and in the Bijagós archipelago. This reality of context-mechanism-outcome configuration influenced the assessment on how the Project was implemented and how different actors responded.

The theory-based approach assessed how project outputs contributed to the desired change envisioned in the ToC of the Project. This methodology focused on stakeholders' engagement and the collection of qualitative information, which was triangulated and substantiated through other sources, including literature review and monitoring data collected through participatory workshops, events and field visits.

The policy evaluation approach - that analysed the design, implementation and impact of strategies, laws, regulations and policies – supported this exercise in assessing at how the Project was aligned with the legislative policies of Guinea-Bissau in urban planning and design, including the meeting of SDG 11 and the national objectives.

The Evaluation mainstreamed human rights-based approaches throughout the evaluation cycle, looking at how the responsiveness of the state institutions, the public administration and key partners such as civil society organisations, private actors, community groups and men, women, youth leaders and representatives

contributed to reaching the Project's outcomes.

The Evaluator applied principles and methods, paying particular attention to gender, by addressing gender in the evaluation questions,

and ensuring the evaluation methodology and data collection and analysis methods were gender-responsive and that the evaluation results reflected gender analysis in evaluation findings, conclusions and recommendations.

## B. METHODS OF DATA COLLECTION AND ANALYSIS

The Evaluation used qualitative and quantitative methodologies to apply a mixed-methods data collection approach.

During the desk review phase the Evaluator reviewed the project literature to understand the project, its boundaries, the evaluation scope and focus. This process entailed reviewing the relevant project bibliography, including Project documentation, work plans, activity and progress reports. Based on this information, the Evaluator developed the evaluation questions and the evaluation matrix attached to this report and started to plan the field-based data collection in Guinea-Bissau, within the agreed timeframe.

During the inception phase, the International Consultant worked closely with UN-Habitat National and International Technical Advisors to finalize the geographical scope, the key stakeholders' list and the work plan.

The evaluation identified a sampling frame from two sectors the project covered under outcome 1, and from the four localities in the Bijagós archipelago - Bolama, Bubaque, Formosa and Uno.

33 Key Informant Interviews and Group Discussions (23 men and 10 women) have been conducted in face-to-face meetings and online, with : (1) Steering Committee representatives; (2) SDF Task Force representatives; (3) technical officers from key ministries and organisations; (4) national partners and international and national organisations' representatives; (5) local government representatives including chiefs of tabancas; (6) NGO's (Ianda Guiné); (7) community

group leaders, especially local women and youth leaders.

45 community representatives (13 women, 65 men) participated in Focus Group Discussions (FGDs) in the Bijagós Archipelago.

A paper-based survey has been administered with the 45 participants at the FGDs in the four islands. These surveys have been applied on the spot, after the FGD meetings.

An online survey has been sent out to 28 key stakeholders, through e-mail, participants in the KIIs and Group Discussions. However, only 8 online surveys have been returned to the Evaluator, despite three reminders sent out consecutively for three weeks to request stakeholders to return the survey.

Among the surveyed respondents, out of the 8 online survey respondents, 2 mentioned they haven't participated in activities organised by the project. Out of 45 paper-based surveys administered in face-to-face meetings, 6 individuals mentioned they didn't participate in activities organised by the project.

Data triangulation strengthened the reliability and validity of data collected. The desk review, combined with qualitative and quantitative data through KIIs and survey questions allowed for better triangulation of findings and conclusions and recommendations using a more substantial evidence base.

The survey questions were reviewed and applied in a consultative and participatory manner with UN-Habitat National Technical Advisor in Guinea-Bissau.

## C. LIMITATIONS OF THE EVALUATION

- The field-based data collection in Guinea-Bissau was a rewarding but at the same time, logistically challenging experience. The Evaluator participated on a four-day monitoring visit to four islands, during which conducted FGDs and applied the surveys. However, the evaluation would have needed more time to have thorough discussions with community members and community representatives. The monitoring team was limited in its time spent on the island by logistical challenges-such as the number of hours allocated for each island, the sea level for traveling by boat etc.
- Cultural factors impact heavily on the number and gender of people who participate in meetings.

A general observation is that scheduled meetings suffer delays, sometimes more than one hour, that in the case of limited time available, impacts the quality of discussions and that everything needs to be finished in a hurry.

- Meetings and discussions in morning time influence the participation of women. Sometimes women would be available for conversation in afternoon hours, but due to limited time availability, these opportunities are missed.
- Many key stakeholders in Bissau or online didn't participate in the scheduled meetings, for unknown reasons. The online survey return rate also stayed below 30 %.

# IV. EVALUATION FINDINGS



The Project has achieved its expected results. The Project met expectations under Outcome 1 and partially fulfilled targets under outcome 2. All project outputs have been delivered to the donor (EU) and the related government bodies (SEPIR, MOPHU and MATPL). In addition, the evaluation could confirm the participation of development partners at the National Launch of the SDF and that more than 60 % of government officials think SDF is useful. Under output 1, instead of 40 technical officers trained, the Project could capacitate 25. The workshop attendance lists show that ensuring 50 % gender parity between women and men at consultations and validation workshops was unrealistic, having fewer women participants in these events.

Under output 2, the evaluation could not confirm the number of development partners interested in the Project's future implementation and the SDF tool's application, but it successfully set up a portfolio with future strategic intervention projects.

The Project integrated cross-cutting elements in the Project Proposal, which thoroughly described the strategies to be followed during project

implementation. According to many interviewed and surveyed respondents, climate change and environmental protection are two areas the Project managed to mainstream and raise awareness. In addition, the Project was designed as gender-sensitive and showed increased efforts to include women and youth in different consultations and workshops.

The evaluation's assessment regarding "value for money" measured the Project's level of achievement about the optimal use of the available resources in terms of funds, time available for implementation, and human resources. As the entire Project's budget was utilized, this high disbursement level reflects the efficiency in distributing the required funds to carry out project activities. The Project spent a considerable budget on achieving Output 1. In contrast, expenditures for outputs 2,3 and 4 stand at a low level due to the project team's inability to carry out assessment missions. Nevertheless, despite the low expenditure rate on outputs 2,3 and 4, the Project submitted all deliverables. The four products proved to be useful and of good quality, with potentially high utilization and application in the future.

## RELEVANCE

### KEY FINDINGS

- The short timeframe allocated for project design and external contextual factors contributed to the project being perceived by the stakeholders and project partners as less sensitive to assessing contextual factors and presenting certain weak aspects in creating necessary ownership in the government sphere. However, survey responses received about the project's relevance to addressing institutional needs are primarily positive.
- Community members value the project as they consider it relevant to uplift their quality of life and contribute to strengthening their knowledge and skills. However, out of eight survey respondents, only two government

representatives thought the project contributed to enhancing local level technical knowledge and skills. Three respondents indicated "Partially", and three respondents mentioned, "Don't know."

- The project integrated cross-cutting elements in the Project Proposal, that have a thorough description in terms of the strategies to be followed during project implementation. According to many interviewed and surveyed respondents, climate change and environmental protection are two areas that the project managed to mainstream and raise awareness.

## EQ1.

To what extent do the intended outputs and outcomes meet the priorities of the main counterparts and hold the ownership of the project in the government sphere?

Since it opened the country office in 2015 in Guinea-Bissau, UN-Habitat has been active in normative and operational activities, mainly in territorial planning and spatial development, supporting different Ministries and Government departments to implement National Development Plans and different strategic frameworks aligned with UN-Habitat's mandate. Among these, the Spatial Development Framework (SDF) proved to be very relevant for Guinea-Bissau, "facing rapid urbanization with weak planning systems, thus unable to implement sound spatial development strategies according to a predefined policy discourse or approved development strategies."<sup>1</sup>

The lessons learnt from UN-Habitat's work in supporting other governments in Africa-Sudan, Rwanda, Mozambique and Angola-on how to apply the SDF tool, provided relevant hands-on experience about the method's utility, flexibility and adaptability to the Bissau-Guinean context, that allowed UN-Habitat to involve the national government, and to a certain extent, representatives from local government, in the planning process. This collaboration and cooperation proved to be a solid platform on which UN-Habitat continuously strengthened its relationships with government structures in the country.

Territorial development is one of the main focus areas of the Bissau-Guinean government, aligned with the principles and directions found in the 2030 Agenda for Sustainable Development, the New Urban Agenda and Africa Agenda 2063 that the country has endorsed. The updated National Development Plan (PND) of Guinea-Bissau<sup>2</sup> - Terra Ranka - also contains territorial and urban planning principles, being highlighted as one of the essential elements for the overall urban development of the country. UN-Habitat

supports the Bissau City Administration in implementing the Bissau 2030 Sustainable Development Plan, which contributed to the emergence of a good relationship and existing referral mechanisms between UN-Habitat, the donor and the central and local Government Institutions that recognizes and acknowledges UN-Habitat's work and good practice.

The Bissau-Guinean Government, in particular, the Secretaria do Estado do Plano e Integração Regional (SEPIR), the Instituto Nacional de Estatística (INE) at the national level, and the active contribution of the regional delegates of SEPIR from the 39 sectors of the country and the Autonomous Sector of Bissau (SAB), took up a leading role in the application and adaptation of the SDF and the Our City Plans (OCP) methodology. On the other hand, at the time of the evaluation, the participation of civil society was less visible. At the same time, the private sector's presence was completely missing, with the expectation of their involvement in the next phase of the project implementation.

Additionally, UN-Habitat's good relationship with the donor, the EU Delegation in Guinea-Bissau, had a substantial weight in deciding on the commencement of the project and obtaining the necessary funding for its implementation. In 2019, the EU Delegation in Guinea-Bissau already started its discussions with UN-Habitat to develop a diagnostic study on the population dynamics in the country's main cities. Because of its continuous involvement and interest in supporting the country mainly in the infrastructure, health and education sectors, the EU Delegation showed interest in the Archipelago of Bijagós, with the initial intent to focus on Bolama only. Later on, it was agreed to include Bubaque in the project as well. UN-Habitat, as a certified and reliable UN Agency, completely fits the EU's needs and interest to have a strong and reliable partner in implementing urbanization-related projects in the country, therefore already in 2019, the EU initiated the first engagement with the Government and UN-Habitat to finance

1. The Spatial Development Framework to facilitate urban management in countries with weak planning systems. Mathias Spaliviero, Luc Boerboom, Montserrat Gibert, Giovanni Spaliviero, and Manka Bajaj.

2. National Development Plan 2020-2023

a project that supports urban planning.

Following these initial discussions, other follow-up meetings occurred in 2019, where the main implementing partners, such as SEPIR, MOPHU and MATPL and other donors and development organisations, such as the World Bank (WB), the United Nations Development Programme (UNDP) and the African Development Bank (AfDB) expressed their intention to support the project and to start its implementation immediately.

Meetings that occurred later in 2019 involved other stakeholders from the financial and technical sphere, whose inputs and impressions about the feasibility of the project were crucial in understanding the strengths and the challenges this type of project will encounter.

The evaluation assessment, corroborated with the opinions of a few stakeholders, shows the project mainly taking the shape of a study, resulting in missing outcome-level changes while focusing entirely on producing outputs. A few stakeholders considered the project design, with a Theory of Change and accompanying logframe, a bit unrealistic. Additionally, because of the short timeframe allocated for project inception, UN-Habitat could not involve all the stakeholders in the planning phase, which raised some concerns from project partners. The majority of the interviewed stakeholders have underlined this fact. They stated they were not involved in the project design itself but rather consulted after the project reached its final shape and was already approved.

UN-Habitat already recognised the need for a coordination structure before the project launch event, which gave birth to the SDF Steering Committee. This platform allowed for establishing coordination and advisory mechanisms by involving the following organisations:

- UN-Habitat Country Office in Guinea-Bissau
- United Nations Resident Coordination Office
- The Delegation of the EU in Guinea-Bissau
- SEPIR
- MOPHU
- MATPL

Following the project's launch event, an international expert in Regional Planning drafted

the Spatial Profile report through desk review and interviews with government officials and technical experts. This work entailed assessing the existing demographic, socio-economic, topographic, environmental, natural resources, infrastructure and urbanisation features characterising the country. The report served as the initial baseline information for developing the SDF tool.

The methodology used for delivering the Regional Strategic and Spatial Development Plan for the Archipelago of Bijagós (Bijagós 2030) and the Basic Urban Plans for Bolama and Bubaque used the OCP methodology, which served better “to prioritize needs and to support national, regional, and local governments as well as the private sector and civil society actors in targeting investments”<sup>3</sup>

However, the initial assessment work in the regions and in the archipelago of Bijagós encountered severe delays due to COVID-19 restrictions, and shortly after the lifting of travel bans, the commencement of the rainy season negatively affected both the initial baseline assessment and the implementation of the project at the insular region. UN-Habitat country team initially planned for a face-to-face baseline assessment mission in the Bijagós archipelago in 2020 to understand the legal and economic aspects and conduct interviews with local community representatives, with particular attention to women and the youth. However, due to the delays, the assessment mission happened only in mid-May 2021, and all the data collection beforehand happened remotely.

As a result, the internal challenges and external contextual factors contributed to the project as being perceived by main stakeholders and project partners as less sensitive to assessing contextual factors and presenting certain weak aspects in creating necessary ownership.

The dispersed nature of work, divided among three Ministries with different levels of understanding, skills, resources and motivation, affected in a certain way how these institutions collaborated and engaged with the project.

3. Regional Strategic and Spatial Development Plan for the Archipelago of Bijagós (Bijagós 2030).

The result was a dispersed level of attention and focus. In addition, the non-existence of a technical team/project team – composed of representatives of the three Ministries – and the non-existence of a physical space where the project team could organize their work and their meetings influenced the overall engagement level, as mentioned by a few interviewees.

These factors have been aggravated by the different interests and need the three Ministries flagged out during the interviews. Among the challenges these institutions were confronted with, they mentioned lack of financial and human resources, lack of understanding of the importance of the project and lack of technical capacities. The brain drain related to the frequent changing of offices results in losing already trained and capacitated officials at the Ministry level. Although there are professionals who could deal with urbanization and spatial planning, their number is limited, and they migrate among institutions. Therefore, the involved Ministries often lose their human resources in favour of

other institutions not involved in the project. This situation has been flagged to the evaluation as one of the significant constraints a project might face when not having a well-structured project or technical team with clearly defined roles, responsibilities and commitments.

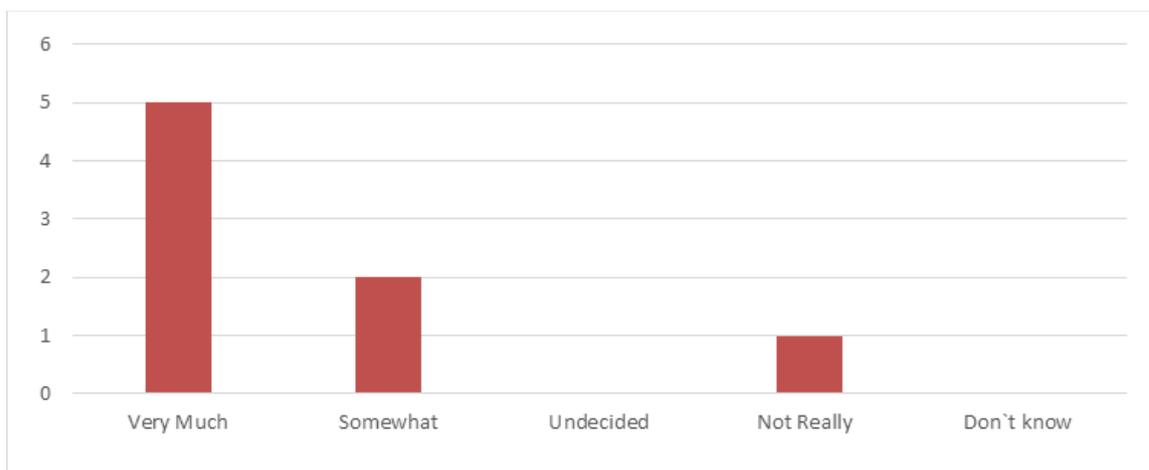
Despite these challenges, most government stakeholders` assessed the project`s ownership as satisfactory.

Analysing the responses given to survey questions show a much positive perception of the project`s utility and relevance for the government of Guinea-Bissau and existing needs in the government sphere.

Responses of government representatives to the question “Do you think the project is useful and important to address your/ your organisation/ community`s needs?” indicate the following viewpoints.

Very important to mention in this regard the fact the project will have continuity in terms of time thanks to the expected funding from the EU

Figure 1: Needs addressed by the project-Outcome 1



for the period 2023-2027 under the component Green and Inclusive Cities, amounting between 30 to 40 Million Euro, including physical implementation, and within which UN-Habitat will provide its Technical Assistance. Within two-year time, it was difficult for the project to reach the outcomes-level changes and ensure proper buy-in and ownership, also because the products

prepared are of a certain complexity and multi-scaled (national, regional, city) and need time for assimilation and implementation. It is expected by the UN-Habitat team the project will reach its intended impact in the upcoming years.

## EQ2.

Have the local capacities of key stakeholders and beneficiaries (including national and local government representatives, chiefs of tabancas, women and youth) been strengthened in terms of understanding and applying the SDF tool at the national level and the Our City Plans (OCP) at the community level?

The Regional Strategic and Spatial Development Plan for the Archipelago of Bijagós (Bijagós 2030), has been designed and developed to serve the population's needs and the urban context in the insular region of Guinea-Bissau. The platform's main aim is to serve as a coordination platform for the sustainable development of the Bolama-Bijagós region and the spatialization and prioritization of future investments. Bijagós 2030 used the Our City Plans (OCP) methodology that promotes the implementation of actions and development of territorial infrastructure with the participation of the community, the central and regional government, and local leaders, NGOs, women and youth representatives. Using this method proved relevant for the local context because it captures functions and growth dynamics in different types of settlements with a local administration and patterns of rapid change in the classification of settlements from rural to urban, as is the case of Guinea-Bissau. In addition, the Basic Urban Plans for Bolama and Bubaque, representing outputs 3 and 4, have also been used with the OCP methodology.

Due to COVID-19 restrictions, the needs assessment mission could not occur in 2020, and the technical team relied on desk research and feedback from different stakeholders in Bijagós. The aim was to quickly assess the existing conditions considering planning, legal and economic aspects in 22 inhabited islands, with a particular focus on women and the youth. Meetings with the Instituto de Biodiversidade e Áreas Protegidas Alfredo Simao da Silva (IBAP) proved to be extremely useful in distributing and analysing online questionnaires and understanding the population dynamics and the economic, environment and social context. The production of thematic maps validated the regional analysis and clustered the 22 islands based on challenges, opportunities, and spatial structure.

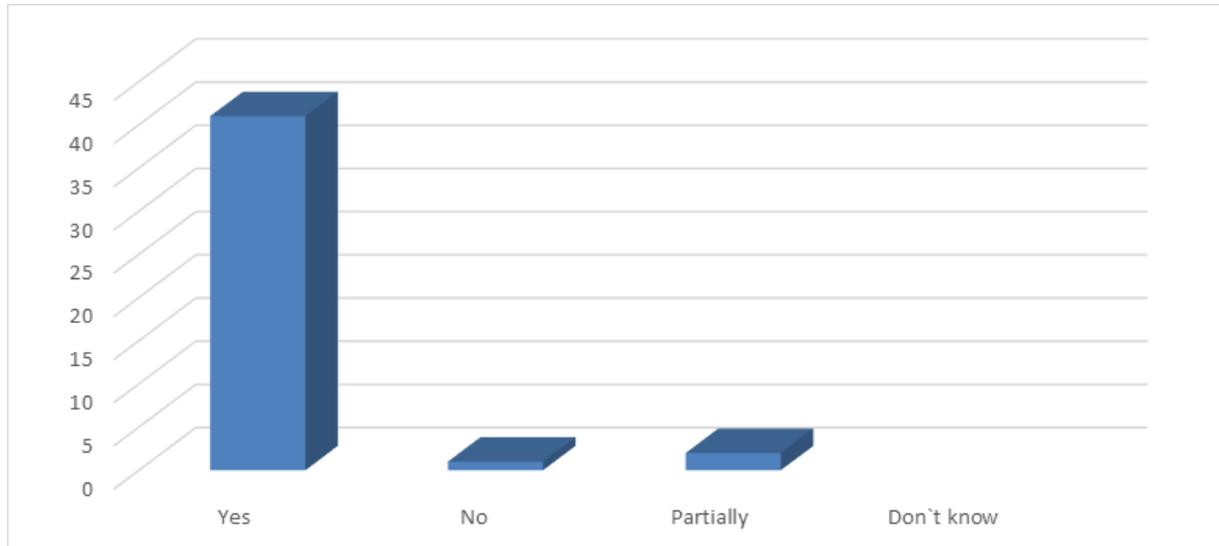
All these results were validated during a first workshop with open sessions for comments and suggestions, followed by group activities with representatives of communities, where community members were able to delineate their shared vision, objectives and goals relevant for their cities to be achieved by 2030. The final validation of Bijagós 2030 occurred in May 2021, preceded by community consultations in tabancas on the islands of Orango, Uno, Formosa, Galinhas and Bolama.

The same process and steps were followed in designing and finalising the Basic Urban Plans for Bolama and Bubaque, with the difference these strategic documents involved consultations only with community members from the two islands and cities.

All these consultations and workshops had a positive perception in the communities. Many group members mentioned during the Focus Group Discussions (FGD) they are happy with the involvement of SEPIR. The initial meetings saw a high participation rate from each community, including women and youth. These events increased people's understanding of the importance of spatial and territorial planning, their vision on how to use the OCP tools, and their interest and motivation to be involved in the project and participate in future activities. Many community members think the project helped improve the local government's communication with the tabancas' leadership.

Evidence from survey responses administered in the four islands corroborates these affirmations. For example, the question "Do you think the OCP is important and necessary for communities' sustainable development?" received the below responses.

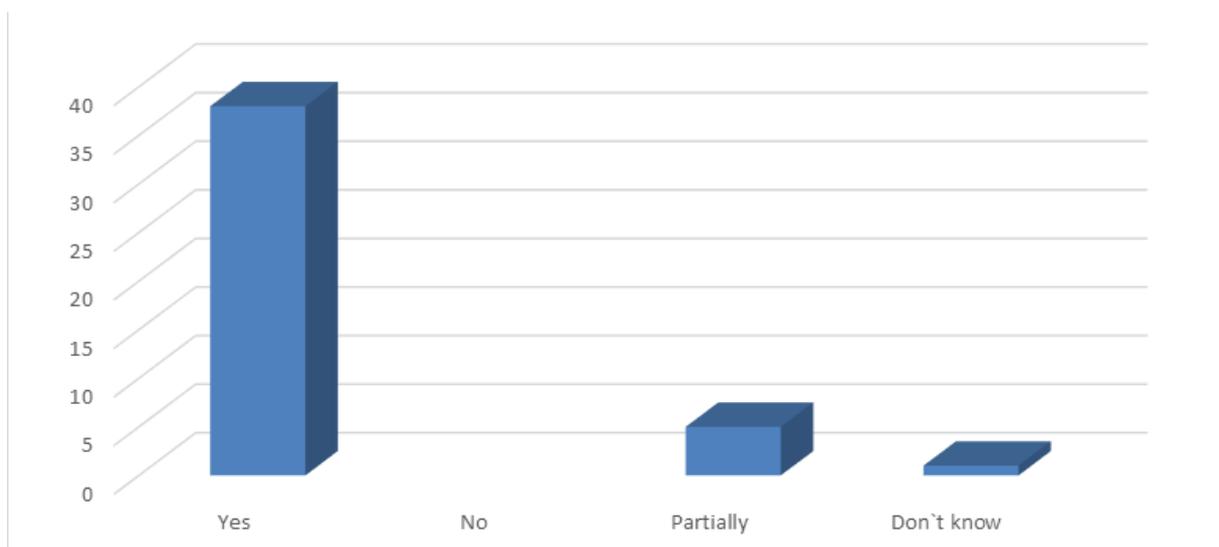
Figure 2: Community representatives' perception of the usefulness of the OCP tool in sustainable development



Community members also highly value the importance of the project in strengthening their understanding and capacities of spatial and territorial planning, as shown by the

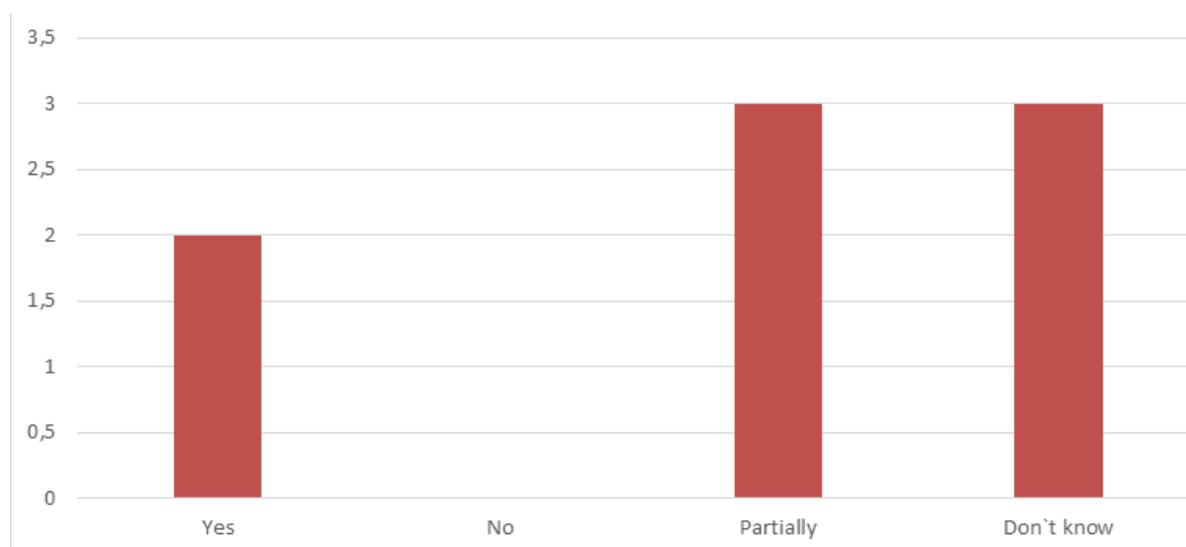
answers given to the question “Did the project strengthen local capacities, including knowledge and technical skills?”

Figure 3: Perceptions about how the project strengthened knowledge and technical skills-Outcome 2



Government representatives' answers to the same question show slightly different responses:

Figure 4: Perceptions about how the project strengthened knowledge and technical skills-Outcome 1



The majority of community members mentioned they are concerned with the lack of leadership shown by the local and regional government, and they fear if this situation does not change, this project will not achieve much. They mentioned that the centralisation of the government structures is a severe impediment to implementing these types of projects. The existing administrative capacities at the regional level are seriously limited and coupled with the centralized decision-making process of the country, professionals in public administration offices in the regions and at the local level don't have functional, and decision-making power, nor

financial and sometimes technical capacities to implement projects.

A few community members also raised the difficulty of staying engaged with the project because of limited interaction and communication with stakeholders, including the project team. This situation arose after the initial planning and consultation meetings. It is due to the limitations the project faced during COVID-19 travel restrictions, the overall logistical challenges in reaching the islands, and the weak communication strategy applied during implementation activities.

### EQ3.

To what extent has the project integrated the cross-cutting themes in the design?

The project integrated cross-cutting elements in the Project Proposal, that have a thorough description in terms of the strategies to be followed during project implementation. The

focus on gender, environment and climate change, human rights and children, youth and older persons are graded as "sensitive" in the project documentation. For disability inclusion,

the grading has not been developed at the time of Project Proposal submission. However, it is marked as “aware”, showing responsibility in following up and monitoring the situation of people with disabilities concerning spatial development and planning.

According to many interviewed and surveyed respondents, climate change and environmental protection are two areas that the project managed to mainstream and raise awareness. This finding is evidenced by the SDF and OCP methodologies themselves, which are based on environmental sustainability principles. Survey results also demonstrate that stakeholders and community members perceived the project’s sensitivity

toward these principles, mentioning the project’s high focus on human rights protection.

The project has a gender marker score 1, which also shows a certain level of sensitivity toward including women and youth in project activities. Under output 1, one indicator measures gender parity in workshops. Outputs 2,3, and 4 have one indicator that measures the representativeness of different stakeholder groups, with a particular focus on women and youth.

The project also followed the guidelines of the “UN-Habitat Gender Equality Action Plan”, which describes the project’s focus to ensure a more inclusive gender-sensitive environment.

## COHERENCE

### KEY FINDINGS

- The evaluation found the project to be largely consistent with the international norms and standards to which UN-Habitat adheres, including the principles and approaches recommended in UN-Habitat’s regional frameworks and its support to national development frameworks, such as the National Development Plan 2020-2023, that is one of the key Government priorities. Un-Habitat also looked to international experiences of the application of SDF in other African countries, which was a strong asset already in the project inception phase.
- The project is very well aligned with the donor’s priorities that target the Bolama-Bijagós regions.
- The Basic Urban Plans for Bolama and Bubaque are based on and inspired by the Bijagós 2030 study and coordination platform, which serves as the reference

document for territorial development for the country until 2030.

- In this aspect, strong coherence can be observed in how the project structured its intervention as the findings of the outcome 1 in the Archipelago of Bijagós informed the development of outcome 2.
- Many stakeholders viewed that UN-Habitat’s project could support the local government to update the existing Regional Development Plans and support the government to implement them. In this view, the need is to build upon something already existent rather than designing something completely new.
- Exploring partnerships with other organisations that have similar projects has been seen as a possible avenue to explore for the future.

#### EQ4.

Does the project seek and effectively create synergies with other interventions within the region and in Guinea-Bissau? Is the project well aligned with Regional And National Strategic Development Plans including the Guiding Principles for City Climate Action Planning, UN-Habitat Gender Equality Action Plans, human rights values and principles, the Young People Participation and Sustainable Development in an Urbanizing World (2012) document?

During the development of the project, UN-Habitat recognized that ensuring harmonisation with the Africa-Europe Alliance for Sustainable Investment and Employment, by “making cities and human settlements inclusive, safe, secure, resilient and sustainable”<sup>1</sup>, is the target 11 A of the Sustainable Development Goals (SDG) 2030 Agenda, and among the growing priorities of the European Union and Africa on the themes of “cities” and “urbanisation”. The technical expertise of UN-Habitat also proved to be completely coherent with the focus on “cities”, which has gained importance and is highlighted in relevant bibliography and the SDG 2030 Agenda, and which aligns with both the EU and UN-Habitat mandates.

The project is very well aligned with the donor’s priorities that target the Bolama- Bijagós regions. Furthermore, the EU delegation in the country already has its 2021-2027 development plan that focuses on developing city infrastructures. These strategies focus on strengthening national and local capacities and improving people’s lives.

As already highlighted under the relevance section of this report, territorial development is also one of the focus areas of the Bissau-Guinean government, outlined in the 2030 Agenda for Sustainable Development, the New Urban Agenda and Africa Agenda 2063, that the Bissau-Guinean government has endorsed.

The newly updated PND (2020-2023) of Guinea-Bissau - Terra Ranka - also contains territorial and urban planning, one of the essential elements for the overall urban development of the country. In addition, it includes a new objective, the measures on countering COVID-19 related health crisis, under the acronym of END Strategy (Eradicar, Neutralizar, Desenvolver).

The document also presents its funding commitments related to the main areas of public services. For Infrastructure, the government intends to allocate 15,16% of the projected budget, the transport and communication sector will receive 10,72%, and the natural environment sector is projected to receive 4,73%. Following these funding lines, the Government has identified nine hubs as important economic centres that should be enhanced to promote dynamic economic activities. The Archipelago of Bijagós is one of them. The development of the Bolama-Bijagós Region is also a priority for building up urban centres that could become regional “business hubs”.

Responding to these identified needs by the government, UN-Habitat found its way to support this development plan by applying and adapting the SDF and OCP tools through a solid participatory approach.

The decision to utilise the SDF and OCP tools in Guinea-Bissau, with an adapted methodology shows a high level of consideration from the project designers. The SDF tool does not create new plans but rather a framework to adapt existing plans or strategies to facilitate their implementation.

Other national documents targeting the Archipelago and showing coherence with the project are the National Strategy for Protected Areas and Biodiversity Conservation in Guinea-Bissau for 2007-2011 and the 2014-2020 edition. At the regional scale, the Regional Strategic Development Plan for Bolama-Bijagós 2015-2020 is the main reference, although never approved and not statutory. Another essential piece of legislation governing territorial development is the Lei de Ordenamento Territorial e Urbano (LOTU), which was recently revised and updated. The outputs produced within the project under evaluation are coherent and follow the values and principles included in this piece of legislation.

1. The Spatial development Framework of Guinea-Bissau. To Spatially Support the Implementation of the national Development Plan (2020-2023). July 2021.

In addition, the law reinforced the authority of municipalities and sector administrators in implementing territorial development rules and regulations, an essential factor to acknowledge and consider for the next implementation phase of the project.

The LOTU is complemented with other laws, important in spatial and territorial planning, such as 1) Lei da Terra (adopted in 1998 and revised in 2018), essential for defining property rights and delineation issues; Plano de Gestão de Reserva da Biosfera do Arquipélago de Bolama- Bijagós (RBABB) 2007-2027 developed by IBAP.

The Basic Urban Plans for Bolama and Bubaque is based on and inspired by the Bijagós 2030 study and coordination platform, which serves as the reference document for territorial development for the country until 2030.

In this aspect, strong coherence can be observed on how the project structured its intervention as the findings of the outcome 1 in the Archipelago of Bijagós informed the development of outcome 2, especially considering the mapping of existing functions in this region and the results from the consultative workshop, where the main problems/challenges communities are facing had been localized. The synergies among outcome 1 and outcome 2 activities could also be seen in the depth of the studies, combining macro-level data from outcome 1 with a deeper diagnosis of land use and appropriate territorial planning for the archipelago region.

There is a tacit agreement among interviewed stakeholders that the local government failed to take responsibility for the project implementation. It appears this situation is systemic and derives from the country's administrative system. The fact that decisions are taken in Bissau and that local governors have very little decision-making power, coupled with a lack of resources, resulted in "not a single input from the local government", as stated by one interviewee.

The systemic non-alignment of government structures in fulfilling their roles and responsibilities has been mentioned by other respondents, who stated that besides the fact that only the Bissau municipality is independent, having a clear mandate and financial independence, in other places of the country, there is complete confusion about the administrators' role, and in general, about different responsibilities, resulting in the situation that quite often the Governor shares common responsibilities with the local administrator.

In this situation, many stakeholders thought that the project should push the government to better act upon specific administrative rules and laws. For example, the Regional Development Plans exist, and the population knows about them and would like the government to implement them. In Quinhamel, for example, there is a Regional Development Plan from 2007 that hasn't been updated and is useless under the current context and situation. Therefore, many interviewees viewed that UN-Habitat's project could support the local government to update these regional plans to implement them. In this view, the need is to build upon something already existent rather than designing something completely new.

Bolama, for example, has been mentioned as one of the settlements that are very well connected and have a multitude of organisations that deliver projects, also related to infrastructure, as the evaluation could observe it during the field visit. In addition, partnering with other organisations and exploring new ways of collaboration in the territorial planning area was indicated by a few stakeholders as a possible avenue to be explored by UN-Habitat in the future.

In line with these opinions, most interviewees agreed that the project's intervention is appropriate to promote sustainable, resilient and inclusive development in the country.

# EFFECTIVENESS

## KEY FINDINGS

- The Project has achieved its expected results. All project outputs have been delivered to both the donor (EU) and the related government bodies (SEPIR, MOPHU and MATPL).
- The Project met expectations under Outcome 1. In addition, the evaluation could confirm that more than 60 % of government officials think that SDF is useful.
- The project partially fulfilled targets under Outcome 2. The evaluation could not confirm the number of development partners interested in the project's future implementation and the SDF tool's application. The workshop attendance lists show that ensuring 50 % gender parity between women and men at consultations was unrealistic, having less women participants in training and validation workshops.
- The overall monitoring and evaluation system could have been substantially more robust, particularly outcome monitoring and assessment.
- The most important contributing factors to the project's success are the previous work UN-Habitat already carried out with the Government of Guinea-Bissau, the supportive international and national legislation in territorial and urban planning, and the in-house technical expertise in spatial territorial planning of UN-Habitat, and the participatory approach. On the other hand, essential factors that challenged project implementation are COVID-19, the lack of human resources and the financial hurdles related to the slow pace of funds disbursement from UNDP, and the engagement and outreach strategy of the project.
- The project had a very flexible participatory approach that was regarded as outstanding. However, it wasn't enough to ensure a proper involvement of the delegates and the landa-Guiné network in the project.
- The evaluation found a relatively good representation of women in the consultation workshops and training, but the situation in the Bijagós archipelago is somewhat different, where the representation of women is shallow, and it mainly relates to "being informed", or "consulted", rather than actively assuming leadership positions. Youths' participation was assessed as being stronger.
- Most local and national government stakeholders highly value the knowledge and skills they gained by designing the SDF and OCP tools. In addition, local communities mentioned the consultations and discussions were "eye-openers" to see and think about environmental sustainability.
- In terms of resource mobilisation, many participants view the national and local governments as assuming a leadership role in the next phase of the project, with the strong support of UN-Habitat and the donor.

## EQ5.

Which have been the main contributing and challenging factors towards the project's success in attaining its targets? What is the assessment regarding the quality of the project outputs?

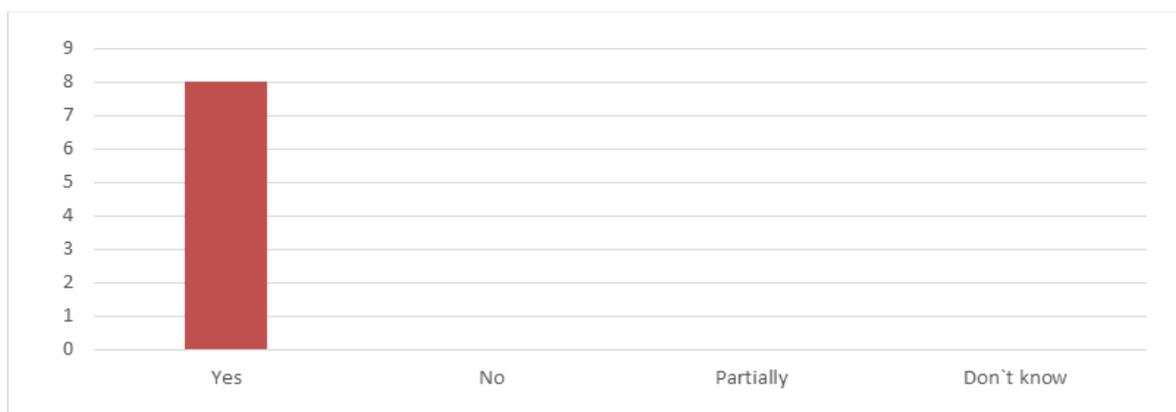
### OUTCOME 1:

Guinea-Bissau is equipped with a powerful tool for the full implementation of the target 11.A of the 2030 Agenda, promoting a balanced territorial development and population distribution and supporting positive economic, social and environmental links between its urban, peri-urban and rural areas.

The Project met expectations under Outcome 1. The Evaluation’s interviews with stakeholders confirmed that the design, adaptation and application of the SDF tool and MoF were very successful activities of the Project. The evaluation could confirm that more than 60 % of government officials think SDF is useful but could not obtain this information from development partners. The project successfully applied an inclusive and participatory approach in its workshops and consultations, a process that was highly valued among most respondents. However, the evaluation could not assess if the assumption of development partners acting in Guinea-Bissau are interested or not in the SDF tool, as their presence in the project was visible only at the project launch event and validation sessions.

Supporting evidence for the outcome indicator “Extent to which the SDF tool is perceived as useful for the improvement of the interventions (from government officials and development partners), is shown by the responses given by government representatives, to the survey question “Do you think the SDF tool is important and necessary for cities/communities` sustainable development?”.

Figure 5: Government stakeholders` perception of the usefulness of the SDF tool in sustainable development



**OUTPUT 1:  
A Spatial Development Framework for Guinea-Bissau**

The Project had a thorough preparatory work carried out in 2019, already presented under other sections of the evaluation report. The National Launching workshop organized in Bissau in February 2020 brought together 66 government institutions` representatives, such as the Ministries of Health, Education, Agriculture, Financial and Technical Partners active in Guinea-Bissau and representatives of the private sector, civil society organisations, technical and financial partners, national and international non-governmental organisations and agencies of the

United Nations system”<sup>1</sup>. The event successfully presented the objectives of the project, the expected results, the project’s governance structure and its communication strategy.

Following this event, an international expert in Regional Planning drafted the Spatial Profile report through desk review and interviews with government officials and technical experts. This work entailed assessing the existing demographic, socio-economic, topographic, environmental, natural resources, infrastructure and urbanisation features characterising the country.

1. 1st Progress Report

During a Methodological Adaptation Workshop, carried out jointly with the National Institute of Statistics (INE), and attended by approximately 45 participants, including members of the National Steering Committee, and other sectors and institutions, including MOPHU, SEPIR, the National School of Administration (ENA), IBAP, Universidade Lusófona, the National Network of Youth Associations in Guinea-Bissau (RENAJ), the National Youth Council (CNJ), INE, Ecobank, Voz di Paz, Camara Municipal do Bissau (CMB), UNDP, NGOs, among others, participants agreed 1) to delineate the analysis unit of the Matrix of Functions (MoF) in “sectors” (39 administrative units), because they are legally recognized and possess a certain degree of autonomy through the local government, and to 2) create the list of functions or services.

25 Regional Delegates for Planning and Statistics participated in a Training of Trainers (ToT) activity where they validated the list of functions and were familiarized with the use of KOBO ToolBox, which allowed the design and administration and analysis of surveys at the sectoral level.

Initially, there were expected to have 40 participants from INE, which was changed. Finally, 25 representatives from the local governments and INE, SEPIR, MOPHU, IBAP, and the ENA have been trained.

The data collection for delineating and categorising the Matrix of Functions (MoF) was a long and tedious process. Due to COVID-19 restrictions and the rainy season, the process suffered considerable delays. More than 50 professionals participated in the data collection. At the national level, two representatives from INE were trained on the MoF and KoBo Toolbox online survey tools to monitor and supervise the data collection process across the country. In addition, nine representatives from SEPIR, including the SAB, were trained at the regional level, and representatives trained 39 surveyors from SEPIR on the MoF questionnaire.

A complete list of 249 functions has been selected and categorised at the end of this process.

In February 2021, eight Sub-Regional Consultative Workshops were organized in coordination with the Regional Delegates from SEPIR and participants from the public and private sectors, development partners and associations of the 39 sectors and SAB, where participants had the opportunity to confirm, review and correct availability of functions in each sector. The logframe mentions nine workshops, showing a little bit of inconsistency with the narrative reporting. Despite efforts made by the team, the gender parity of 50% women-men participation was not fully achieved, with around 21% of participants in the workshops held for output 1 being women.

The combination of the results from the MoF and the Sub-regional Consultations formed the basis for the development of the Spatial structure of Guinea-Bissau, showing alignment with the PND 2020-2023 of Guinea-Bissau in its recommendations, in terms of existing possibilities for development and potentialities for investments. These are: a) Bissau, Safim, Bafatá, Gabú, Buba, Bubaque and Bolama identified as the sectors with more territorial and development potentialities; b) Sectors located along the border with Senegal, which have more territorial development potentialities; c) Sectors where accessibility is limited, mainly located at the South, coastal areas and archipelago, have less territorial development potentialities.<sup>2</sup>

Additionally, the SDF allowed to define and introduce new concepts in the spatial development discourse in Guinea-Bissau. These concepts are the a) Economic Development Areas (EDA) providing commercial, logistic and agroindustry functions at the national and regional level; b) Economic Development Nodes (EDN) located strategically at border crossings and the crossroads; c) Economic Development Corridors (EDC) built along with the existing transport network (roads, rivers, ocean) which enable connectivity among these Structural Elements. These elements

2. The Spatial development Framework of Guinea-Bissau. To Spatially Support the Implementation of the national Development Plan (2020-2023). July 2021.

and their interconnectivity provide essential information about where and how to prioritise investments by “upgrading transport, electricity, and water infrastructure to scale-up agriculture value chains and diversify the economy, as well as on reinforcing health, education, and cultural infrastructure and services to improve people’s living conditions.”<sup>3</sup>

3. Ibid.

These findings have been discussed and validated at the national Validation Workshop organized in May 2021. The Steering Committee and other development partners endorsed the final recommendations and agreed on future actions. These actions and activities have been materialised in the National launch event of the SDF tool, organised in July 2021, with the participation of the government, financial and technical partners, and the broader public.

#### OUTCOME 2:

Bijagós region has a coordinated platform for its sustainable development and the spatialization and prioritization of catalytic investments to promote the sustainable development of tourism in the region and to guide the effective implementation of Terra Ranka 2015-2025 and future National and Regional Strategies, in line with global agendas.

The project partially met expectations under Outcome 2. In addition, the participatory planning workshops and validation workshops also gained legitimacy at the regional level by gathering local communities' viewpoints and involving them in the OCP application discussions.

The Evaluation’s interviews with stakeholders and communities affirmed that the project supported communities with a means of conveying their voices and opinions on spatial development, linking spatial development and territorial planning work at the local level to the work done in Bissau. However, the evaluation could not confirm the number of development partners interested in the future implementation of the project and the application of the SDF tool. The workshop attendance lists show that ensuring 50 % gender parity between women and men at consultations was unrealistic, having less women participants in training and validation workshops.

#### OUTPUT 2:

Regional Strategic and Spatial development Plan for the Archipelago of Bijagós (Bijagós 2030)

UN-Habitat country team initially planned for a face-to-face baseline assessment mission in the Bijagós archipelago to understand the legal and economic aspects by conducting interviews with local community representatives and with particular attention to women and the youth. This visit aimed to understand better the existing archipelago conditions and resources, growth patterns, strategic areas for priority projects, environmental risks, and road and water

transport system. As a result, strategic goals and indicators were drafted, aligned with the constraints detected.

However, due to COVID-19 restrictions, this mission had to be postponed. Instead, based on available online data and data provided by engaged stakeholders, the baseline mapping was prepared using remote data collection. The work entailed digitalization work using the Geospatial Information System (GIS). These preliminary data

provided an overview of the main challenges that the archipelago faces.

A previous work developed by UN-Habitat in Bolama in 2017 - was also used as a complementary source of information. The tool allowed to differentiate among sectorial, insular and urban needs, validated during the first strategic planning workshop, paved the way to develop the assessment, diagnostic and draft of the Bijagós 2030 Strategic Plan. The workshop was organized in Bissau and remotely (Hybrid format), with stakeholders representing national and local governments and civil society coming from the archipelago. The number of people participating in the participatory workshops was of 29 participants (5 women).

These consultations and training formed the basis for UN Habitat to finalise the spatial analysis, design and update regional maps, spatialising the main challenges and priorities.

Face-to-face public consultations have been organised in the archipelago in May 2021, and despite it was initially planned for five days, it lasted for ten days, due to logistical reasons. The technical team visited two islands, Bolama and Bubaque, with the intention to involve many target groups, like academia, civil society, government, indigenous communities, private sector, women and youth. NGOs have also been responsible for taking an active role in these consultations. However, this indicator could not

be verified.

The development plans of Bolama and Bubaque were presented and validated in a Final Validation workshop, having double aim: 1) to perform a comprehensive financial analysis to determine the potential sources of funding for priority activities defined throughout the participatory process, and 2) to gather different perspectives and build the necessary partnerships for the formal approval and effective implementation.

The first objective had ambitious follow-up plans, such as resource mobilisation and continuous monitoring of implemented activities. However, the evaluation could not find evidence of these actions being implemented or not.

The second objective materialized in designing and planning activities with an NGO active in the Archipelago that delivered communication activities such as radio spots, provided social media management, and designed outdoor posters and photographic records of events organized under the project. Unfortunately, the results and outputs of this activity are not recorded in the logframe, nor are the results presented in the project's narrative reporting, and the evaluation could not assess the results of this planned partnership.

The consolidated report – “Bijagós 2030. Etibenne Kosok,” was printed and disseminated during the Launch Conference in July 2021.

#### OUTPUT 3 AND 4:

##### Basic Urban Plan for Bubaque and Bolama

One of the main objectives of outputs three and four were to assess the current land use in the islands and, based on this information, to develop appropriate territorial planning by using a specific methodological tool called Our City Plans (OCP). As it happened with activities planned for 2020, the COVID-19 restrictions made it impossible for UN-Habitat technical team to visit the islands. Therefore, data collection mainly occurred remotely or using focal points based in the region for data gathering and confirmation.

After the ease of restrictions, a two-day workshop in Bolama and Bubaque has been carried out, during which the city features and risk areas/zones have been mapped out and analysed, using participatory approach. As a result, UN-Habitat's Urban Lab team has consolidated the existing city conditions and resources, growth patterns, strategic areas for priority projects, environmental risks, and road and water transport system.

Many stakeholders participated in the revision and validation of data accuracy in a Final Validation workshop, carrying out practical debates about the practicalities of the plans and searching for partnerships for future implementation. As a result, the draft Basic Urban Plans for Bubaque and Bolama has been technically revised by many stakeholders, such as local administration focal points, representatives of the Delegation of the European Union and General Directors of MOPHU.

The project's Final Launch was a good opportunity to see the Urban Plans in printed versions and submit them for further technical revision.

**Drivers of achievement:** The evaluation found important drivers of accomplishment attributed to UN-Habitat's previous work. As it has been highlighted in the Project document, the lessons learnt from UN-Habitat's work in supporting other governments in Africa-Sudan Rwanda, Mozambique and Angola-on how to apply the SDF tool provided relevant hands-on experience about the method's utility, flexibility and adaptability to the Bissau-Guinean context.

Four out of seven project assumptions remained valid, demonstrating the project's success in relying on and using the legislative and development frameworks the country adopted and endorsed. Examples are the 2030 Agenda for Sustainable Development, the New Urban Agenda and Africa Agenda 2063. In addition, Terra Ranka contains territorial and urban planning, being highlighted as one of the essential elements for overall development. Because UN-Habitat supports the Bissau City Administration in implementing Bissau 2030 Sustainable Development Plan, there is a good relationship and existing referral mechanisms between Un-Habitat, the donor and the Government Institutions that contributed to the development of good cooperation and recognition of UH-Habitat's work.

The relationship with the donor is also a key factor through its support provided during project implementation.

The project benefitted a lot from the UN-Habitat team's adaptability and flexibility, for instance, in its capacity to adjust activities amidst externally

changing circumstances. For example, the team changed its data collection procedures when it became apparent that field visits would be unable to be completed due to COVID-19 restrictions.

Many stakeholders highlighted the importance of establishing local contacts with the communities, with the intent to involve them in discussions and decisions about the future development of their localities.

Technical knowledge was highly appreciated, and the training and workshop activities improved the professional skills and abilities of surveyors in the SDF and OCP tools and data management, including the KOBO toolbox and many other methodological details.

Many stakeholders could relate to the planning and design process they found insightful. The participatory approach applied by the project, under both outcomes, has been highly valued by project participants and by the communities themselves.

The four products received appreciation, despite the fact that there are reservations from the Government Institutions about their applicability without an implementation plan and other accompanying studies.

The fact that both international consultants and national staff spoke Portuguese and could interact with project partners and local communities in their native language contributed to gathering high-quality data and information and, at the same time, enriched collaboration, partnerships, and developed trust among project staff, Government stakeholders and the local community.

**Challenges to achievement:** One of the most important challenges identified by the evaluation lies in the islands' geographical location, which affected the outreach and engagement of the project team with the target population. The slow information flow affected the level of relationship and trust developed between the UN-Habitat team and the communities themselves. A few community members mentioned that initially, there were more people interested in the consultations and discussions, but lately, many have lost their trust and don't want to participate anymore in project activities.

The project narrative reports also mention two factors that have been assessed as main “contributors” to project delays and related to COVID-19 travel restrictions and the rainy season. Both factors strongly intervened in the project implementation timeline, which made the project extended for six months.

Besides the above, coordination and the missing follow-up actions are seen as weak points of the project, as mentioned by many stakeholders interviewed or participants at FGDs. The majority of interviewees stated they didn’t have an overview of what the project was doing and its overall responsibilities. The evaluation assessed this situation arose mainly because of the dispersed nature of the project implementation, where different stakeholders have been involved in various stages and activities. It seems there were different expectations created at the design stage of the project regarding the roles each Ministry, department or institution should have. Due to specific reasons, this initial plan hasn’t been respected. Therefore, stakeholders did not have the responsibility they were planned for or were left out of particular project components. This situation created frustration among a few participants. A few stakeholders mentioned they hadn’t been invited to the regions for the validation workshops, therefore, they were not aware of the result of their work.

Therefore, it is not surprising that many government representatives and technical experts, both at the national and regional level, mentioned they would have liked to be more involved in project implementation and work collaboratively with technical staff and with UN-Habitat’s team.

The overall lack of follow-up activities has been raised by almost every stakeholder and the communities. Project participants mentioned they would have expected a stronger collaboration and communication with the project team. There were some intentions from the project side to make the results more visible in printing flyers and maps, but these haven’t reached the broader public, nor the majority of participants who were not familiar with these products. The two field visits to the islands tried to compensate to a certain extent for the project’s engagement

and communication and outreach. Still, it was reported to the evaluation with not too much success.

Most project participants haven’t seen the four outputs in printed format or electronic format. Therefore, at the time of the evaluation, only a few government representatives could give feedback about the quality of these outputs. However, the general opinion was the products are satisfactory/good, but they need to be accompanied by an implementation plan and other technical studies that consider geomorphological aspects of the land, evacuation roads, analysis of population density etc., and cultural and religious considerations as well.

The project team experienced several key delays related to the disbursement of funds from UNDP, which negatively impacted planned and scheduled activities and allocated funds to project partners. As a result, many project activities have been delayed or project partners had to use their funds to carry out certain activities. For example, funds are used for fuel to cover travel costs. This minor detail conveyed the message that the project expects participants to do “volunteering”, affecting UN-Habitat’s image. Another aspect raised mainly in the archipelago was the organisation of project activities on Saturdays, expecting community members to participate in project activities in their free time, which is also perceived to be “volunteering” work.

The evaluation assessed that the lack of enough human resources within the UN-Habitat country team also contributed to the shortcomings outlined above.

A significant external factor that affects this project’s implementation, and that was mentioned many times by most stakeholders, is the state capacity itself. The Bissau-Guinean state’s administrative system doesn’t allow too much room to implement these types of projects. The government’s non-involvement creates confusion within communities, who believe that government should lead development work and infrastructure-related investment. Ministries also face a shortage of human resources with technical knowledge. In this regard, more training and capacity development activities

would be necessary. Ministries also lack technical equipment such as computers, software, and knowledge on how to utilize GIS mapping.

The online/remote data collection should be avoided for these types of projects. However,

acknowledging the fact this solution was adopted because of the COVID-19 pandemic, the overall impression of many respondents was to choose and apply face-to-face data collection methodologies, if possible.

#### EQ6.

How effectively are the project results being monitored? Does the monitoring and evaluation system apply an adaptive management and learning?

The project's formal approach to M&E is explicitly results-based. However, the evaluation found that the overall monitoring and evaluation system could have been substantially stronger, particularly outcome monitoring and assessment. The project did not incorporate outcome-level changes and indicators; therefore, the achieved results rely merely on tracking produced outputs.

It is important to note that the logical framework has been updated only under output 1 throughout the project's lifespan. As such, it doesn't properly reflect shifts in activities or indicators that the project underwent during its implementation.

On the other hand, some indicators identified for the two outcomes do not show a clear causal link with the outcomes. The indicators measure mainly the results of the activities (many refer to the presence of a specific deliverable), but they do not show clearly the contribution that achieving those outputs can provide to the achievement of outcomes. For example, under Outcome 1, it is not clear how the number of participants at the National Launch is linked with the promotion of the SDF tool. The evaluation could not verify if a survey was administered with key stakeholders -government officials and development partners - measuring the extent to which 60 % of them perceive the SDF tool as useful.

Under Outcome 2, the evaluation could not verify the number of implementing partners interested in collaboration.

Another difficulty in the project's logical framework lies in that some indicators are not

defined in a univocal, unambiguous way. This makes it difficult to keep track of the progress of values. Many inconsistencies have been found among different documents. In some cases, values don't match between the figures recorded in the project logframe and reported in the reports.

The following inconsistencies have been detected:

- Under Outcome 1, it is not clear how many public officials have been trained and from which institutions. The initial target was 40 officials from INE, but it seems finally there were 25 officials trained from different institutions.
- The number of workshops is recorded as nine, but it appears in some documents to have eight.
- The gender-parity of 50% women-men participation under output 1 was partially achieved (21%)
- Under output 2, number of participants at training amounted to 29 people (5 women)
- The percentage of workshops representing different target groups could not be verified, but overall 18% of participants were women.
- The involvement of the NGO in carrying out visibility and communication-related work in Bubaque is not recorded in the logical framework, neither the activities they carried out are reported in the reports
- It is not mentioned in the project narrative reports, nor in the logframe, what was the role of Ianda Guiné in the project.

It is essential to mention the UN-Habitat team's efforts to maintain monitoring activities by planning field visits to the continental regions of the country and the islands. But, as already highlighted in this report, the COVID-19 restrictions, human resources challenges, the rainy season and the slow disbursement of funds caused many delays of activities.

The project used a remote/online data collection

strategy as a mitigation and adaptation measure to the COVID-19 restrictions. Regional delegates, therefore, collected data remotely, using their phone and the what's up application. Due to its role as the institution responsible for data collection and statistical analysis in the country, INE was assigned the responsibility to collect data in Bissau and monitoring the data collection process nationwide.

#### EQ7.

To what extent has the project management and governance structure worked strategically with main counterparts, and local communities to achieve project outputs and outcomes? How well the project integrated/or not, the voices of communities/tabancas, and the opinion and vision of women, youth and people with disabilities?

The project proved successful in ensuring the coordination structures at the national, and to a certain extent, at the regional and local level. This process is evidenced by the long-lasting preparatory phase, which involved several meetings and roundtables with project partners, that started with the development of the Bissau 2030 Development Plan. Based on this solid ground, the project could easily interact and raise the interest of government stakeholders in the SDF tool and the concept of spatial and territorial planning.

During these initial meetings, the project already set up the project Steering Committee, a coordination and advisory body structure composed of the following institutions:

- UN-Habitat Country Office in Guinea-Bissau
- United Nations Resident Coordination Office
- The Delegation of the EU in Guinea-Bissau
- SEPIR
- MOPHU
- MATPL

The Steering Committee was responsible for technical supervision and validation of the project activities, complemented with the "SDF Taskforce", a technical, operational body that was supposed to oversee project activities' execution by giving technical advice. However, the evaluation assessed that the SDF Taskforce

didn't materialise and that this governing body hasn't been created.

With the governance structure already in place, and the involvement of UN-Habitat in previous work with the government, the project Launch event and the adaptation of the SDF methodology saw a high number of participants and technical experts, motivated and interested in familiarizing themselves with the new tool and in starting to apply the methodology in practice.

However, after the kick-off of the project and the delays caused by the COVID restrictions, the project's cooperation and collaboration with the government institutions faced some challenges, mainly related to weak coordination and lack of resources. There was also a lack of communication between the project and government stakeholders, as one official mentioned, "We didn't collaborate because we were not requested to do so." Furthermore, different stakeholders also had a different understanding of the project and the SDF tool, which impacted their motivation.

At the regional level, the regional delegates filled a very serious gap in the administrative system by becoming the "middle chain" in the structure, linking up the project with local communities, and successfully administering the surveys. The cooperation between the delegates was very good, as reported by the majority of

them during the group interview. The project had a very flexible participatory approach that was regarded as outstanding, but still, it wasn't enough to ensure a proper involvement of the delegates and the landa-Guiné network in the project. For the future, it is expected that the government will take the lead (with UN-Habitat technical support) to mobilise international development partners, the private sector and the civil society towards implementation of the products produced.

The evaluation assessed the lack of engagement as a result of multiple factors, such as 1) the output-based design of the project, which didn't require follow-up activities; 2) the staffing structure of the UN-Habitat country office, maintaining junior-level staff on temporary contracts and having international consultants who are not based in the country; 3) the lack of a Project Manager; 4) the country office overseeing

operations in neighbouring countries, that often left the project without people on the ground.

Despite these shortcomings, participants' perception of the value of the participatory methodology and how it enhanced community members' opportunities to express themselves has been seen as positive, as one can see from the survey responses. For example, the answers to the question "Could you see any results/changes in people's/project participants awareness of the value of participatory approaches when making community decisions using the SDF/OCP tools?" both government representatives and community members answered positively.

Responses to the question "Do you feel communities/municipalities' voices and opinion has been integrated into the project design and has been taken into consideration during project implementation?" received the answers below:

Figure 6: Integration of communities' voices and opinion into project design and implementation (Government representatives' responses)

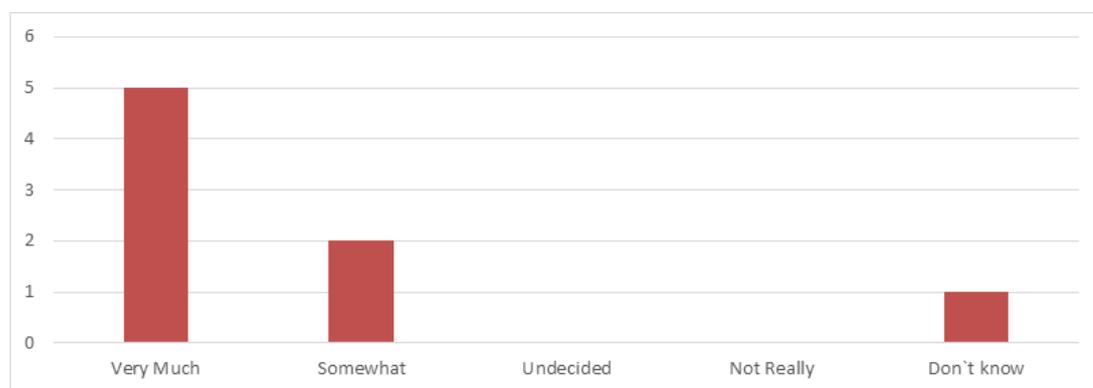


Figure 7: Integration of the Bolama community's voice and opinion into project design and implementation (Community members' responses from Bolama)

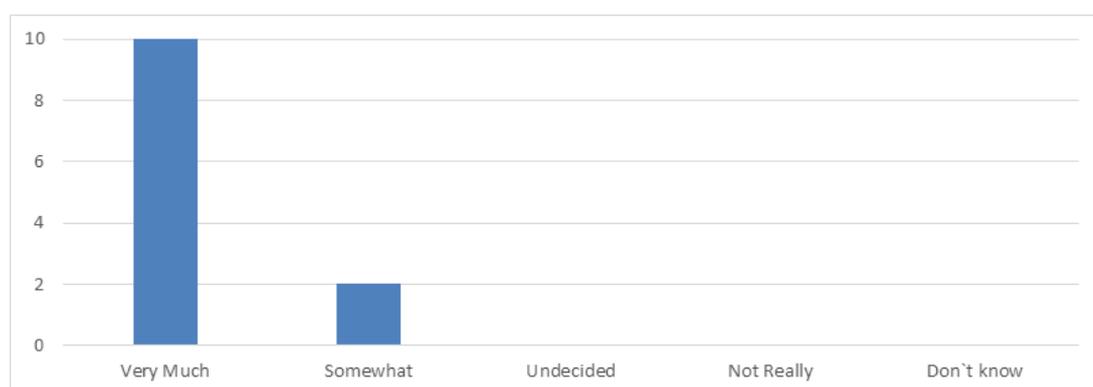
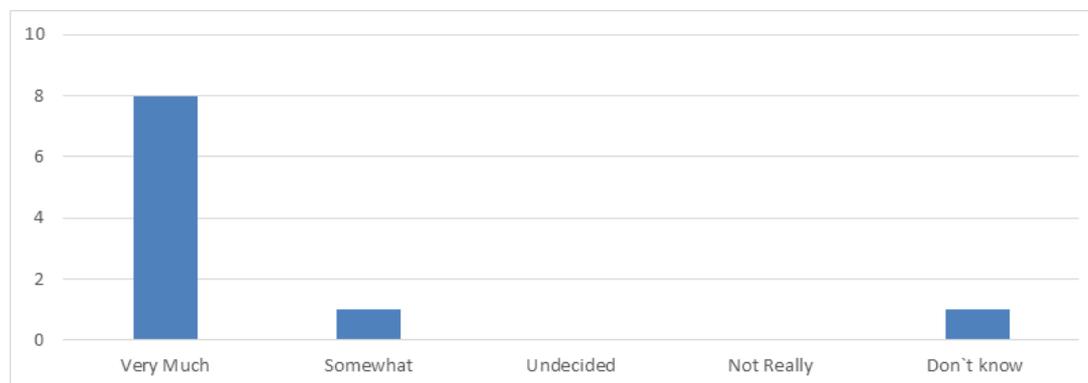


Figure 8: Integration of the Bubaque community's voice and opinion into project design and implementation (Community members' responses from Bolama)



However, respondents from Uno and Formosa were more critical in their views, showing a certain level of dissatisfaction with the level of engagement with their community.

The evaluation found a relatively good representation of women and youth in the consultation workshops and training. Among the Regional Delegates, landa Guiné representatives and local leaders, an increased number of women participants take leadership positions and take part in decision-making structures. The situation in the Bijagós archipelago is somewhat different, where the representation of women is very low, and it mainly relates to “being informed”, or “consulted”, rather than actively assuming leadership positions. The project evidenced the participation of women in different activities in photos and featuring women in the social media, on UN-Habitat’s Facebook profile.

Project staff also mentioned the intention to involve more women in project activities but having less success, mainly in the insular region.

The latter information could also be backed up by the low level of women's participation in the surveys. Among the 78 interviewees and surveyed respondents, only 13 were women. Women were almost entirely missing from the monitoring, and evaluation visits carried out during the evaluation field visit in the islands of Bubaque, Bolama, Formosa, Uno, Galinhas, as out of 45 participants in the face-to-face meetings, only three were women. When asked about women’s inclusion in different activities,

all male participants agreed that women don’t assume decision-making roles due to their household responsibilities. Male respondents also agreed that the timing of activities and field visits is also essential, because, in the morning, women are busy with farming and household tasks. Travelling and going for workshops outside their settlements is also difficult for women and girls.

The above facts and experience on the ground made the evaluation assess there is a certain lack of focus or priority from the project in making sure women are participating in project activities, mainly related to logistical arrangements. The constraints linked to overall travelling arrangements – like the number of days allocated on each island, the timing of visits/events, the location, the boat departure linked to the sea level - prevails in planning, resulting in non-factoring in meeting women’s needs, a requirement that has also been highlighted in the project proposal.<sup>4</sup>

The same conclusion has been found regarding youth participation, whose presence and participation in the project were not visible. Though, a few respondents mentioned youths have been participating in project activities, and they are very vocal if they have the space to

4. Under the Gender Strategy section in the Project proposal, UN-Habitat mentions “carrying out workshops and community consultations at times of the day and the week that are more suitable for the participation of women; Use space for workshops and community consultations that facilitate women participation (e.g. within the community itself without requiring commuting)

express their opinions.

How communities assess the representation of different groups in the project can be seen in the below charts. Government representatives' responses are marked in red, and communities'

responses in blue.

Most local and national government stakeholders highly value the knowledge and skills they gained by designing the SDF and OCP tools. In terms of resource mobilisation,

Figure 9: Government representatives' assessment of the representation of different target groups in the project

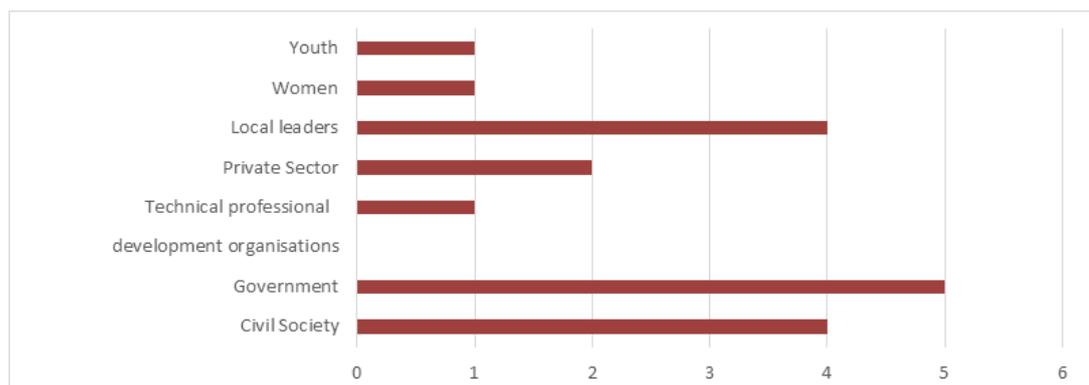
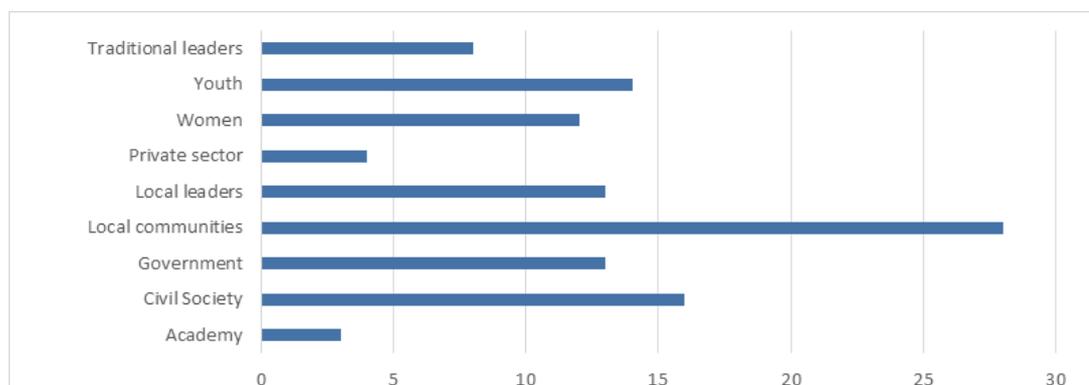


Figure 10: Community representatives' assessment of the representation of different target groups in the project



EQ8.

To what extent key stakeholders and focal points from local and national governments are capacitated on strategic and spatial planning and able to mobilize partnerships and resources to facilitate the implementation of the plans (Output 2,3 and 4)?

many participants view the national and local governments as assuming a leadership role in the next phase of the project, with the strong support of UN-Habitat and the donor.

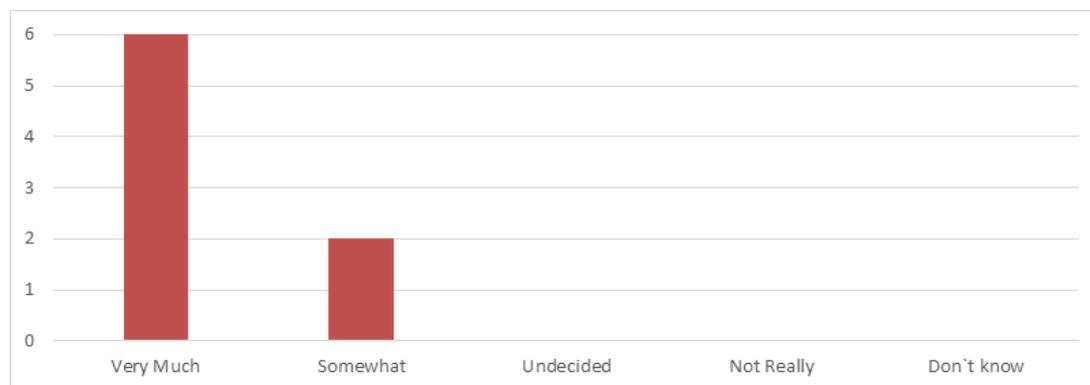
The majority of stakeholders agreed that the knowledge and competencies they gained in strategic and spatial planning were among the essential outcomes resulting from their

participation in the project.

Government representatives' answers to the question "Do you think the SDF tool is useful in improving project intervention in the area of spatial and territorial development?" can be seen below.

For example, the majority of regional delegates mentioned the project upgraded their skills in how to use the tools,

Figure 11: The usefulness of the SDF tool in improving project intervention-Outcome 1



techniques, and the KOBO toolbox.

The planning process was also highly valued. In this aspect, community members from the islands were also able to relate to the participatory approach of the consultative workshops, activities they highly valued and appreciated.

The MoF was seen as an exciting and valuable method to think about someone's community. Local communities mentioned they look now differently at specific development issues in their localities. The consultations and discussions were "eye-openers" to see and think about prioritising local services and being aware of environmental sustainability.

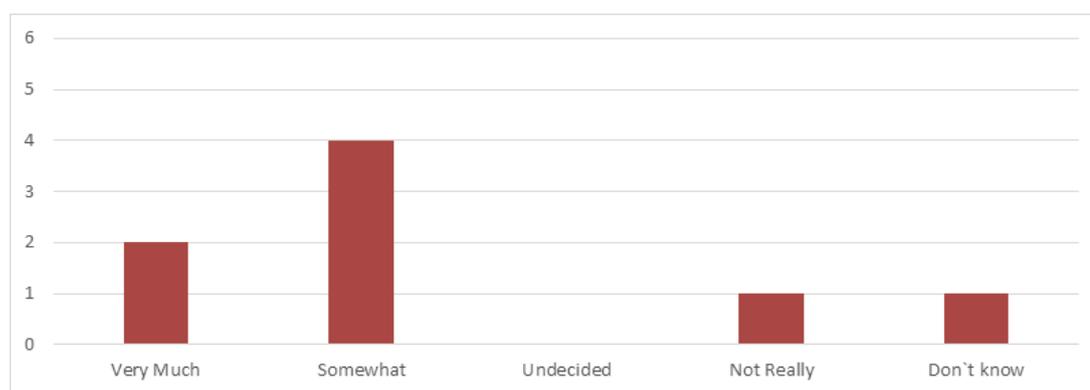
However, many project participants also agreed that finding experts with the required technical skills are problematic. This situation applies

to both Ministry and regional and local levels. Without skilled personnel, this project's chances to be sustainable raise question marks. On the same note, the evaluation assessed that many existing qualified professionals haven't been completely involved in the project, or haven't been consulted in technical aspects, a gap that could hinder the proper implementation of the project in the regions.

This information can be supported by the answers provided to the question "Do you think there is enough/sufficient knowledge transfer between individuals/communities, organisations, and project participants?" Government representatives' answers are represented below:

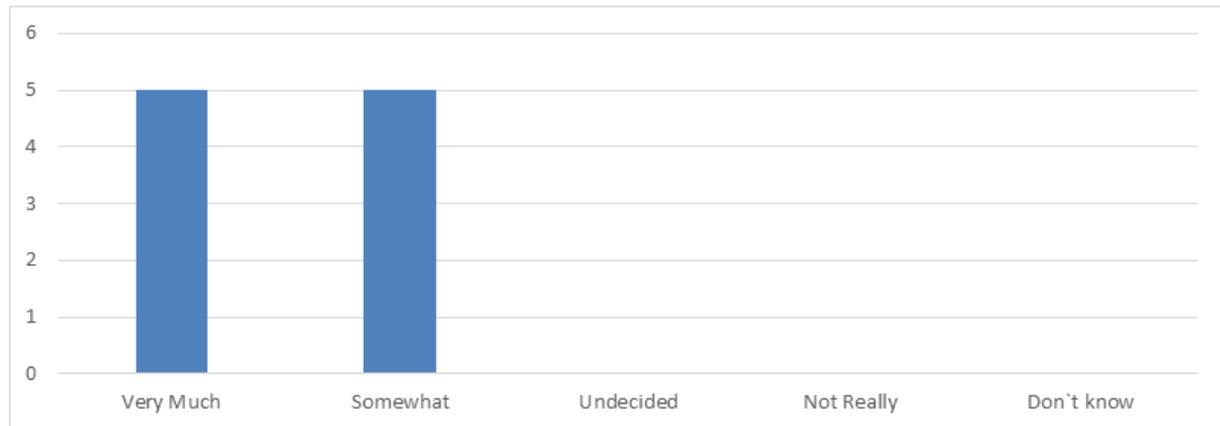
The answers to the same question are again more critical in Formosa and especially Uno,

Figure 12: Government representatives' perception of the achieved knowledge transfer among project participants, individuals/communities and organisations



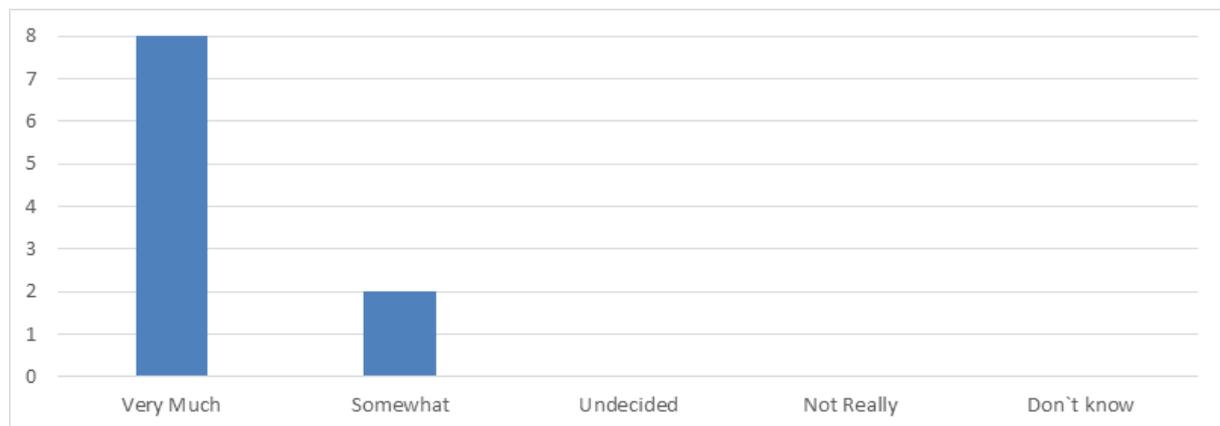
the surveying Community members in Bolama think the following:

Figure 13: Bolama community representatives' perception of the achieved knowledge transfer among project participants, individuals/communities and organisations



In Bubaque, community representatives expressed their opinions as can be seen below:

Figure 14: Bubaque community representatives' perception of the achieved knowledge transfer among project participants, individuals/communities and organisations



where the opinions are split between those who provided an affirmative answer and others who don't see knowledge transfer after the project interventions.

The opinions above highlight the need to invest more in collaboration, cooperation and capacity building of resource persons who could serve as multipliers in the communities and the project. In terms of resource mobilisation per se, many

participants think the project and the donor should be able to sustain the project in the future by involving the Government. The latter should have a strong leadership role, both at the national level and in the regions, to show ownership and develop trust with the local population.

The financial analysis of the project is based on the project's financial data sheets up until December

# EFFICIENCY

## KEY FINDINGS

- The total budget for the project was USD 659.030, and shows a complete utilisation of the available funds. However, the onset of the COVID-19 pandemic and the imposed restrictions delayed project activities therefore, the project received a no-cost extension of six months.
- Staff and the donor agreed that delays and slow disbursement of funds happened due to the complicated UN system the agencies need to follow. The collaboration with ROAf has been regarded as beneficial and supportive, but one weakness of the project is its available human resources. UN-Habitat country team needs to be strengthened with more permanent staff and a combination of junior-senior level expertise, necessary for a proper division of tasks and sharing of responsibilities.
- The project could have had better operational leadership. Even though all targets have been met related to producing the studies, the processes of engagement and coordination supported by the existing structures and systems were not strong enough to help to establish a deeper engagement among UN-Habitat and a few partners at the local, regional and national levels, that impacted the perception of the guidance and support expected from the project.
- Most government representatives mentioned they would have liked to have more responsibilities and oversight about what the project is doing and how the processes are unfolding. The division of work among many institutions was perceived as less efficient in producing results.

## EQ9.

Have resources (financial, human, technical support, etc.) been allocated strategically to achieve project outputs, and sustainability towards phase3? If not, why and which measures were taken to work towards the achievement of project outcomes and impact?

2021. The total budget for the project was USD 659.030, and shows a complete utilisation of the available funds. The project spent a considerable amount of the budget on achieving Output 1 and has a high expenditure on human resources. Expenditures for outputs 2,3, and 4 stand at a very low level due to the project team's inability to carry out assessment missions. The onset of the COVID-19 pandemic and the imposed restrictions delayed project activities, therefore the project received a no-cost extension of six months.

The evaluation found that the assumption about a well-functioning use of the project management systems hasn't met the expectations. The hypotheses of "The procedures will be affordable and adequate, for this purpose the INSPIRA system (local and international recruitment), the

operational framework for cooperation with UNDP (Acquisitions and local missions) and the UMOJA system (Administration, international missions and reports), as well as the internal mechanisms with the headquarters for direct work with the substantive offices of the agency will be used"<sup>5</sup> haven't worked properly, neither concerning the financial aspect, nor the human resources component.

All interviewed stakeholders agreed that delays and slow disbursement of funds happened due to the complicated UN system everybody needs to follow. Three agencies dealt with financial procedures -UN Habitat and UNDP in Guinea-Bissau and UN-Habitat Regional Office in Kenya.

5. UN-Habitat project document

The overall administrative procedures to release the funds, including the paperwork and approval mechanisms, took much more time than expected, leading to the late arrival of funds, which caused the delay of activities. Financial reporting also lagged, and it also happened that the donor hadn't received the financial report in time.

The planning of expenditures proved challenging and had ripple effects on implementation. For example, the system of reimbursement, borrowing from other projects, and using different exchange rates led to situations where the project didn't have sufficient funds available in Guinea-Bissau, which impacted delays in paying out staff salaries.

The project requested a cost extension but received a no-cost extension that also had cost implications. Overall, the stakeholders agreed that financial planning needs to be paid more attention to future projects.

Many interviewees agreed that because of COVID-19 and the impossibility to travel, financial resources were enough but not much. However, participants who have been involved in fieldwork, like the Regional Delegates and community members on the islands, conveyed the message that fieldwork, especially on the islands, needs resources. Because the project

didn't have regional coordinators, it happened quite often that regional delegates used their funds to cover the fuel and another logistic costs of data collection. In addition, engagement with project participants on the islands needs financial resources and a dedicated team visiting the communities regularly, which is itself a resource-intensive component of the project.

Overall, many project participants mentioned they expected the project to have a better level of engagement.

In the same line of argumentation, the evaluation assessed that the assumption of "With the project/grant UN-Habitat will be able to swiftly increase its capacity in Guinea-Bissau, in terms of qualified human resources, equipment/means and working conditions, to enable smooth implementation and guarantee quality results", could not hold. The project faced a serious shortage of human resources. Project stakeholders and staff themselves communicated this fact. Moreover, the lack of permanent staff members who are staying in-country affects the efficiency of the project. International consultants might fill this gap to a certain degree, but this staff system commuting in and out of the country doesn't represent a long-term and efficient solution.

The internal monitoring of the project was

#### EQ10.

What measures have been put in place to ensure a good monitoring and evaluation of delivering quality results, including coordination with key counterparts/national stakeholders and the project management structure?

ensured by project staff present on the ground, under the UN-Habitat Head of Programme in the country. In addition, the Task Manager for Guinea-Bissau stationed in the UN-Habitat Regional Office for Africa (ROAf), was in permanent contact with the country office and provided overall supervision, technical feedback and oversight to the project.

The UN-Habitat Urban Planning and Design Lab based in the HQ regional Office supported project

monitoring in their thematic areas. Overall, the collaboration with ROAf has been regarded as beneficial and supportive.

One weakness of the project is its human resources structure and policies. According to the opinions expressed, a Country Manager would be welcome to be based in Guinea-Bissau to ensure good coordination and operationalise the fieldwork. Unfortunately, the project management meetings happening online don't

have the same result and sometimes lose sight. UN-Habitat is solely funded by direct project costs at the country level, and the limitation of funds in terms of personnel impacts directly on the possibility to address concretely the need for UN-Habitat country team to be strengthened with more permanent staff and a combination of junior-senior level expertise, necessary for a proper division of tasks and sharing of responsibilities. However, with the expected funding from the EU to UN-Habitat of approximately 5-6 Million Euro for the next five years, UN Habitat expects to successfully solve this challenge.

The Steering Committee, which included members of relevant institutions at the national level, proved to be very efficient. The evaluation reported that the coordination meetings happened regularly and went well. The committee was responsible for carrying out a permanent systematization process of activities, methodologies, agreements with counterparts, and other relevant information about the project.

As already described in the effectiveness section, the project's M&E system is result-based, comprising a logframe that includes targets and indicators and means of verification. However, the output-based project design didn't allow much space for monitoring change. Beyond producing the SDF and the Bijagós 2030 tool and the two Urban Plans, the project's first phase hadn't included follow-up activities that would have allowed the implementation of the tools.

Despite this shortcoming, the project involved many stakeholders and community representatives with different roles and responsibilities who had different experiences and views about their involvement and participation.

As such, the three leading institutions -SEPIR, MOPHU and MATPL, were expected to engage in the project at the technical and political levels. The institutions were responsible for fully participating in the project implementation and provide feedback to UN-Habitat to adjust the activities, if necessary, to achieve the targeted outputs. However, this process suffered certain shortcomings and difficulties.

Most government representatives mentioned they would have liked to have more responsibilities and oversight about what the project is doing and how the processes are unfolding. According to the information received by the evaluation, government officials and technical experts considered the approach of dividing the work among different stakeholders – some people decided, others were consulted, many participated in the data collection, some analysed the information – as less efficient when it comes to producing results. The main argument mentioned was the lack of feedback about the result of the work they performed. The minimal level of engagement was also assessed as problematic, together with not receiving the project results, which leads to the low level of communication and visibility of project results. An enhanced government ownership, combined with an expected robust macro-investment implication for the next 10-15 years represents a viable solution to address this challenge.

Additionally, as part of the participatory processes, feedback from multiple stakeholders involved in public consultations and workshops was accounted for during the project implementation. The engagement in the regions proved to be difficult because of the lack of involvement of the local administrators and the missing connection with the national government. Stakeholders mentioned that governors always change roles and functions, and in the same time, the national government doesn't have an understanding nor any connection with the regions. This broken relationship means there is no collaboration between the national and regional/local level public officials. The lack of technical skills in territorial planning and statistics add up to the situation that the population doesn't really trust state authorities. Therefore, if a project doesn't engage continuously with people and the community, the community lose its interest in the project. The evaluation considers this information very important for the project, as it was communicated by a few participants that the minimum engagement level in the islands resulted in the project being considered not serious, therefore, people don't want to participate in project activities anymore.

The proper lack of engagement in the field, which was mainly due to COVID-19 restrictions, affected the overall monitoring and evaluation work. As a result, data collection carried out through what's up didn't meet the expectations.

Still, many participants and people involved in the project did as much as possible. As a result, many stakeholders think the project achieved a lot through those few interactions.

## IMPACT

### KEY FINDINGS

- The studies developed by the project represent only the first step of a long-term investment that has just started to materialize.
- The impact of the outputs on the extent to which government departments, technical institutions, and local communities absorbed and applied these deliverables in their work and decision-making on territorial planning seems to be very low at this stage of the project. But, overall, the majority of stakeholders are content with the results. Nonetheless, the project will have continuity to allow the referred institutional absorption, extremely important for lasting change and sustainability.
- Processual impacts have been highly valued, as people recognized the usefulness and importance of the participatory approach. In addition, the inclusive methodology was highly appreciated by everybody involved in the project and meant a lot to communities.
- The participatory workshops and training, discussions and validation sessions enhanced knowledge and skills about spatial and territorial planning and the SDF and OCP tools.
- The evaluation assessed the project contributed to changing mindsets.
- Applying the skills, knowledge, and competencies to using the SDF and OCP tools in practice is still a weak point at this phase of the project.

### EQ11.

What are the most significant, expected or unexpected, positive and negative changes observed as a result of the project, at policy, institutional and stakeholders /community level?

Impact regarding the products geared different opinions among different stakeholders. The majority of government stakeholders think the products and the studies produced are not exhaustive, and they should have also included the coastal areas. One stakeholder mentioned the plans needed revision because they didn't have a good structure. According to expressed views, the products are good or satisfactory. However, several components have been highlighted as missing from these studies, such as 1) the vision of tourism and habitational aspects that are

tangentially present in the documents but are not defined; 2) the geomorphological study also should accompany these products otherwise they will serve only as mapping documents that describe services and principles on how to create them; 3) 90% of the insular coastal areas are protected, with rich biodiversity, an aspect that has been missed from the studies; 4) an implementation plan or workplan should accompany these products, as at this stage they are missing.

Based on the evaluation assessment, there is a certain lack of misunderstanding between national stakeholders and UN-Habitat about the purpose of the studies. According to UN-Habitat's point of view, this project's first phase represented only the first step of a long-term investment that had just started to materialize. The studies are meant to be planning tools only, and they should be understood and treated accordingly. SDF, for example, is a Spatial Planning Tool that bridges the gap between strategies and policies, but it doesn't relate to the territory itself, and it doesn't indicate where, how and when an intervention should happen. Instead, it provides strategic recommendations, and the geological, and environmental impact study, accompanied by a business investment plan, will follow shortly. The SDF is a synthesis of many interlinked elements, while the Bijagós 2030 study provides a more detailed strategy.

As such, the "real" work by applying these tools in practice will commence shortly, with already discussions going on with the EU Delegation about possible future funding lines. These tools are excellent because they were able to trigger interest and involvement from donors, who see a huge potential in these spatial and territorial development plans to be applied in practice.

However, the difficulty will lie in operationalising these plans, which will mean involving people and communities in the process; building professionals' technical capacities, influencing the monitoring mechanisms on how these tools will be used; linking SDF and OCP with national development policies in practice.

Despite the different points of view about the purpose of the studies, most stakeholders are content with the result and acknowledge the products generating a certain level of impact. As it has been stated to the evaluation by some government representatives and technical experts:

"The SDF tool is a huge help for the government to plan, and the Matrix of Functions is essential to deal with inequalities. In addition, it allows the government to make informed decisions about future investments."

"The impact of this project is huge on developing technical skills, and the products represent a reference. Three years ago, these studies were unimaginable, especially the Bijagós 2030 Plan, which is a unique planning tool for the Archipelago."

UN-Habitat sees a significant impact on how the produced outputs will influence the strategic policies regarding macro-investments. These studies are strategic products that will affect long-term investments, providing technical support to the Government of Guinea-Bissau and starting initialising physical investments. Having these strategic directions in mind will allow UN-Habitat to decide how and where to allocate investment money. This process will be supported by the already existent hands-on, practical experience of developing and building mechanisms and capacities, especially from Sudan, a country that is still using the same approaches and development strategies started in 2013.

Critical viewpoints have been raised about disseminating these products because they haven't been distributed to project participants. Distribution to stakeholders (outside government) started in February 2022, at the time of the field-based data collection for this evaluation. Project participants indicated they hadn't seen the studies in printed format nor received information about their existence on social media platforms.

Processual impacts have been highly valued, as people recognized the usefulness and importance of the participatory approach. The inclusive methodology was highly appreciated by everybody involved in the project and meant a lot to communities. As many community members expressed.

"We liked working together, and the participatory approach counted a lot for our community and for us. People appreciated the fact their views and opinions matter and their ideas have been considered."

"We liked working together. With this participatory approach, we reached out to Bafata, Gabu, Bubaque and Bolama communities. We involved vulnerable people in discussions, mainly about education and health

issues.”

As already presented under the effectiveness section, most interviewees and surveyed respondents agreed about the usefulness of the participatory methods in using the SDF and OCP tools for planning purposes. When asked, “Do you feel there were some changes that you didn’t expect from the project?” the majority of respondents from both categories -government

stakeholders and community members -responded with “yes”, and that these changes were overwhelmingly positive. These answers demonstrate a high level of appreciation towards the methodology applied in the project, bringing closer individuals from different social hierarchies and conveying the message that everybody has a word to say about the future of their livelihood and well-being.

### EQ12.

What do stakeholders perceive to be the significant changes linked to the project contribution to their knowledge and skills in using the SDF methodology and the Our City Plans (OCP) when deciding and applying territorial and spatial development principles and strategies?

Most interviewees agreed that the participatory workshops and training, discussions, and validation sessions enhanced their knowledge and skills about spatial and territorial planning and the SDF and OCP tools. Participants mentioned they learned a lot about incorporating SDF principles into planning processes, how the methodology works, and how following certain steps in the process leads to the desired results. In addition, the design and application of surveys and the application of the Matrix of Functions and the KOBO toolbox increased specific skills

that technical professionals will probably use in the future.

Survey responses to the question “Do you feel that your knowledge, skills and competence in dealing with issues related to the SDF tool and spatial development and urban planning improved as a result of these capacity development activities? are supporting the above findings, with some differences based on the target group and location, as it can be seen below.

Figure 15: Perceptions of government representatives about the improvement of their knowledge, skills and competencies about the SDF tool, as a result of the participatory workshops

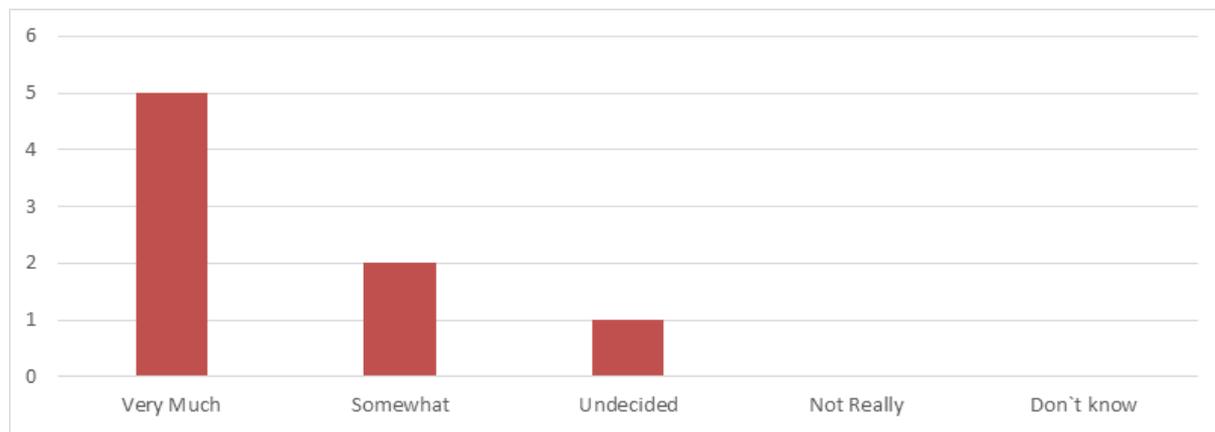


Figure 16: Perceptions of community representatives` from Bolama about the improvement of their knowledge, skills and competencies about the OCP tool, as a result of the participatory workshops



Figure 17: Perceptions of community representatives` from Bubaque about the improvement of their knowledge, skills and competencies about the OCP tool, as a result of the participatory workshops

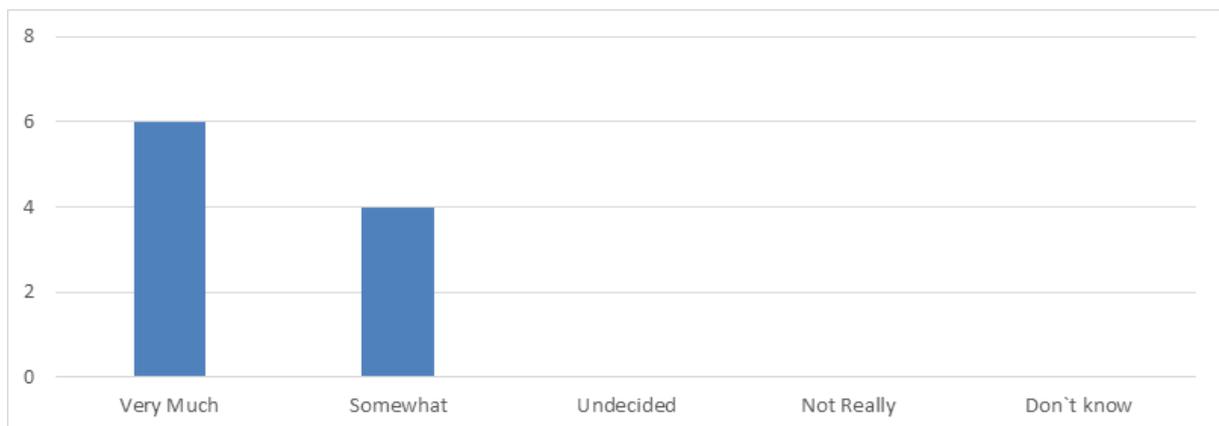


Figure 18: Perceptions of community representatives` from Formosa about the improvement of their knowledge, skills and competencies about the OCP tool, as a result of the participatory workshops

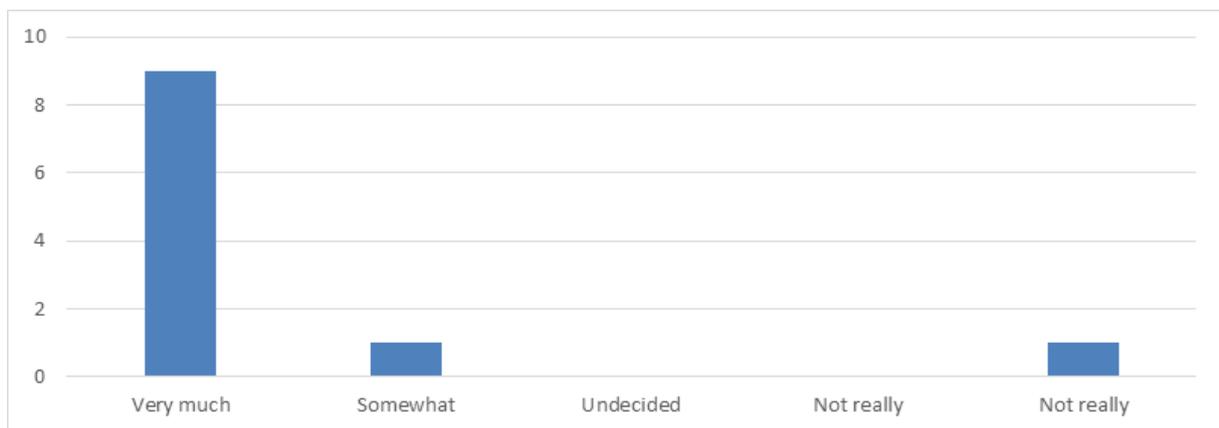
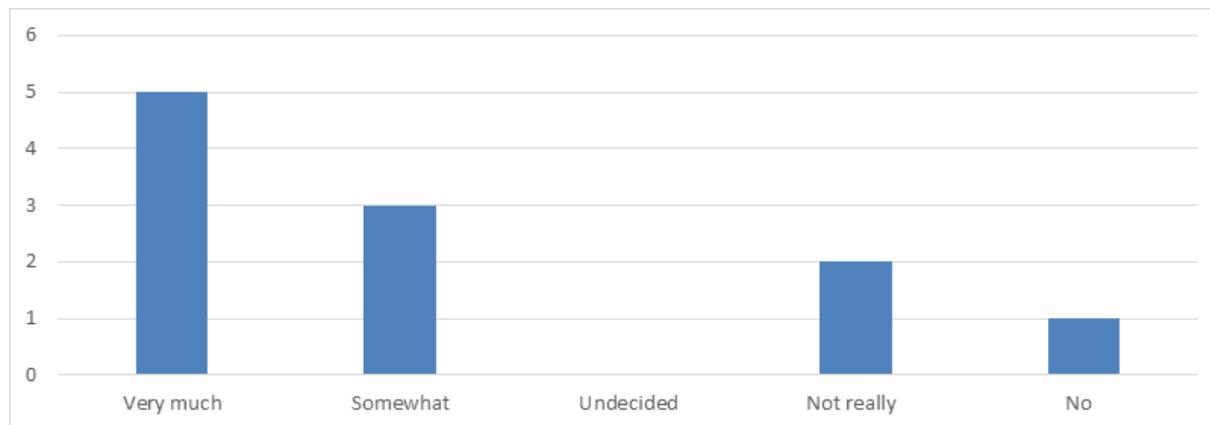


Figure 19: Perceptions of community representatives` from Uno about the improvement of their knowledge, skills and competencies about the OCP tool, as a result of the participatory workshops



We can see the most critical responses coming from Bissau and Bubaque and the less “integrated” island of Uno. On the other hand, participants from Bolama and Formosa were more optimistic about the impact of the methodology on their knowledge and skillset.

The evaluation assessed the project contributed to changing mindsets. As mentioned by a few interviewees, the participatory workshops and discussions had a huge impact on the way people think about the Bijagós archipelago. The work of UN-Habitat and the new concepts the project introduced into the community raised

people’s awareness about the importance of protecting the natural habitat, they started observing harmful effects of human intervention - also related to pollution - paying more attention to women and youths` needs.

However, the acquired knowledge and skills doesn’t mean these have been used in practice, as shown by the responses provided to the question “Have you applied your new learning, skills and competencies in using the SDF tool and the other spatial development and urban plans in practice, personally/in the community or at your organisation?”

Figure 20: The application of the new learning, skills and competencies in using the SDF tool-Outcome1 (Government representatives` responses)

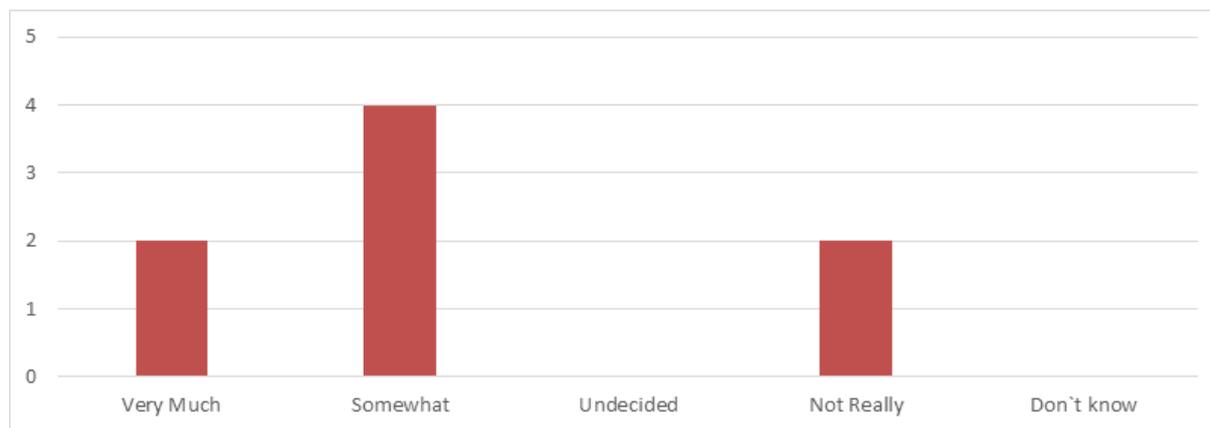


Figure 21: The application in Bolama of the new learning, skills and competencies in using the OCP tool-Outcome 2 (Community representatives` responses from Bolama)

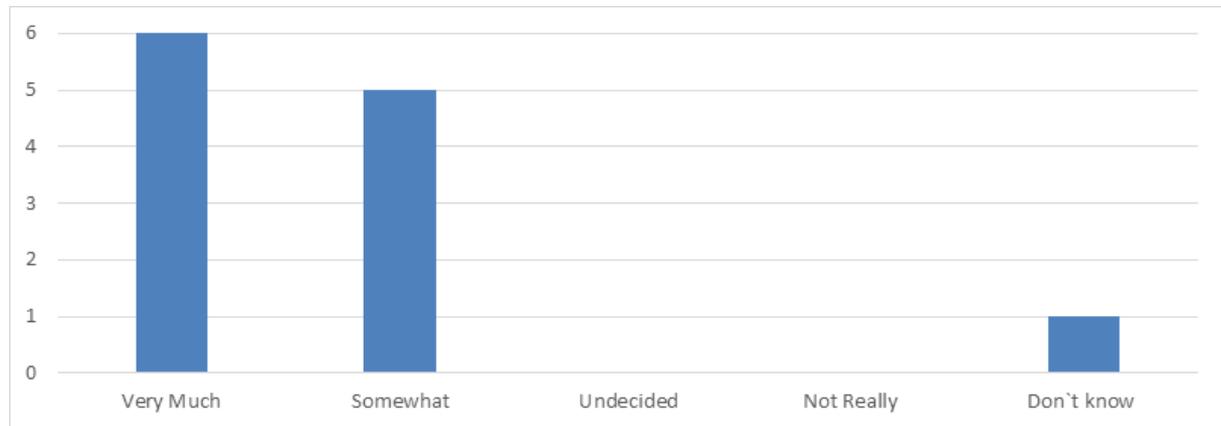


Figure 22: The application in Bubaque of the new learning, skills and competencies in using the OCP tool-Outcome 2 (Community representatives` responses from Bubaque)

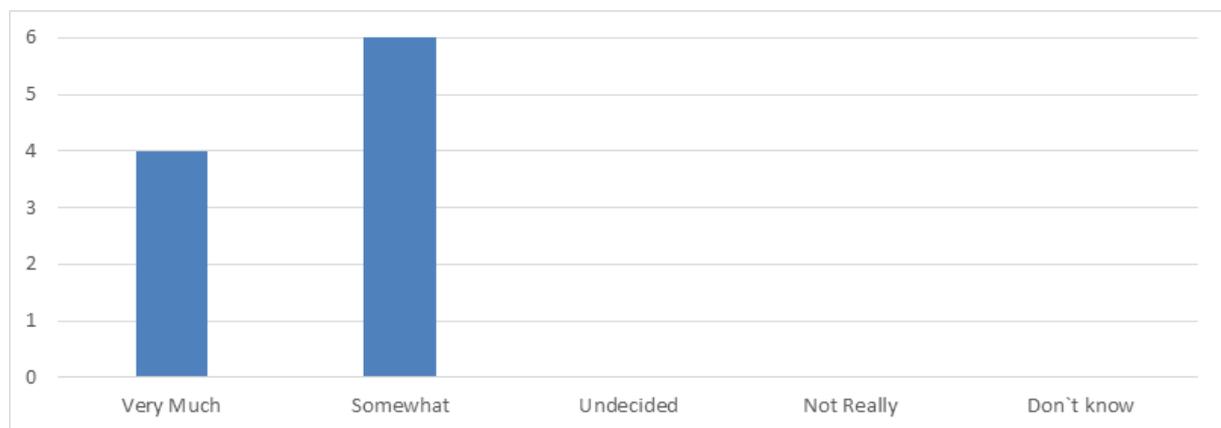
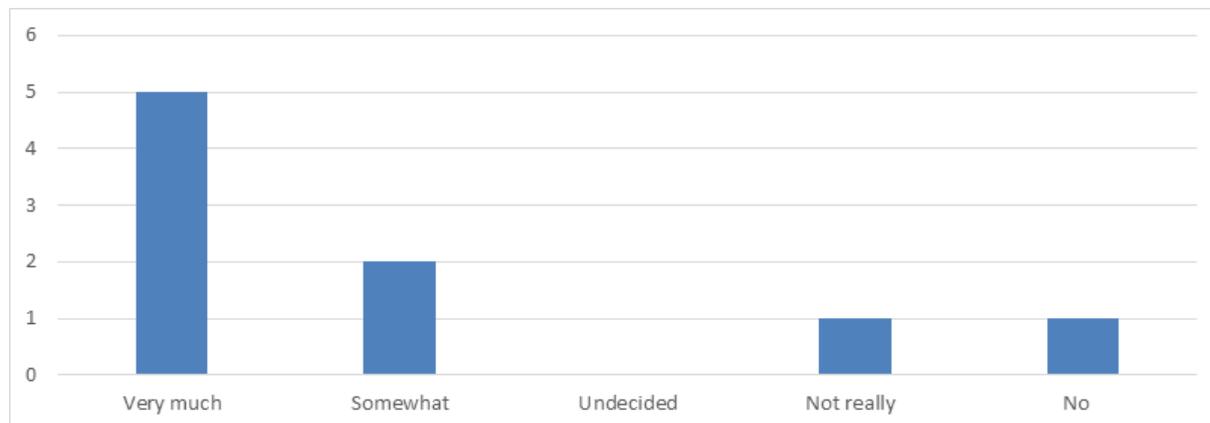


Figure 23: The application in Formosa of the new learning, skills and competencies in using the OCP tool-Outcome 2 (Community representatives` from Formosa)



Figure 24: The application in Uno of the new learning, skills and competencies in using the OCP tool-Outcome 2 (Community representatives` from Uno)



The evaluation concludes that applying the skills, knowledge and competencies on how to use the SDF and OCP tools in practice is a weak point of the project and needs consideration for the future phases of project implementation.

Nonetheless, the project will have continuity to allow the referred institutional and personal-level absorption, extremely important for lasting change and sustainability.

## SUSTAINABILITY

### KEY FINDINGS

- Government representatives firmly expressed the need for more collaboration and inclusion by creating coordination structures of the project at the national, regional and local levels.
- Communities are also favouring having a project team on the ground and establishing more partnerships with community-based organisations and civil society.
- The Project's approach to communication and knowledge management was weak and could not increase the visibility of the project and facilitate the sharing of information.
- An avenue to the institutionalization of the SDF tool, and of the overall territorial planning strategy of UN-Habitat has been seen by a few government representatives through the possibilities of forming private-public partnerships.

### EQ13.

To what extent the project enhanced the sense of ownership of the existing strategies and the SDF methodology and the Our City Plans (OCP) tools and territorial and spatial development plans, principles and strategies?

Government representatives firmly expressed the need for more collaboration and inclusion at their level, detailing each institution's roles and responsibilities in project implementation. This process would be essential to increase ownership and sense of responsibility and divide tasks and functions based on each institution's resources and capacities. In these shared political and technical spaces, national technical expertise was seen as key to adjusting tools and methods to the country's realities and interacting better with regional and local administrative structures. Government representatives acknowledge the role and expertise of international consultants, but the preference would be to have a national-international cooperation team. This would increase national ownership if the cooperation grounds would be based on collaboration instead of consultation. The overall perceptions are that till now, the national Ministries have been mainly consulted, while international professionals have been involved in substantial work.

Related to these views presented above are the systemic challenges to consider that are associated with the administrative system of Guinea-Bissau, which represents an external contextual factor. Influencing changes in this regard would allow the project to make a real breakthrough in the subsequent phases of project implementation. The project outputs contain a complete analysis of existing challenges and ways of addressing them, including sustainability

aspects, therefore, the evaluation will not repeat the content included in these sections.

But, as stated by all interviewees in the regions and the Bijagós archipelago, creating coordination structures at regional and local levels would support having more clarity, coordination, and monitoring of project implementation. Most stakeholders stated that without the involvement and strong leadership of the government, any project of territorial planning is more or less deemed to failure.

The situation is more complex at the community level, based on the existent social, economic, and cultural patterns. The community in Quinhamel believes they cannot imagine private investors in their city due to the city's functioning and characteristics. According to community representatives, only a community-based organisation could form a viable and trustworthy partnership with the local government, a structure that would allow citizens to involve and take part in community decisions. The necessity of having a project team on the ground based in Quinhamel, has been raised as necessary to ensure sustainability for the project.

Responses to the survey question "Do you think your community group has been represented in public consultations and validation workshops?" from government representatives are more optimistic, but the community representatives' answers need more attention for the future. The detailed responses can be seen below:

Figure 25: Perceptions about community groups' representation in public consultations/workshops in Bolama (Community representatives' responses from Bolama)

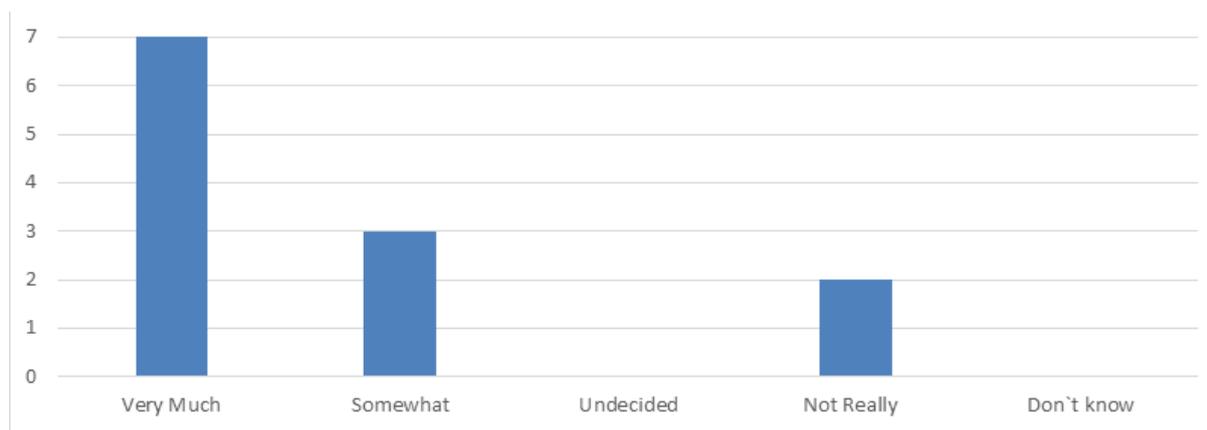


Figure 26: Perceptions about community groups` representation in public consultations/workshops in Bubaque (Community representatives` responses from Bubaque)

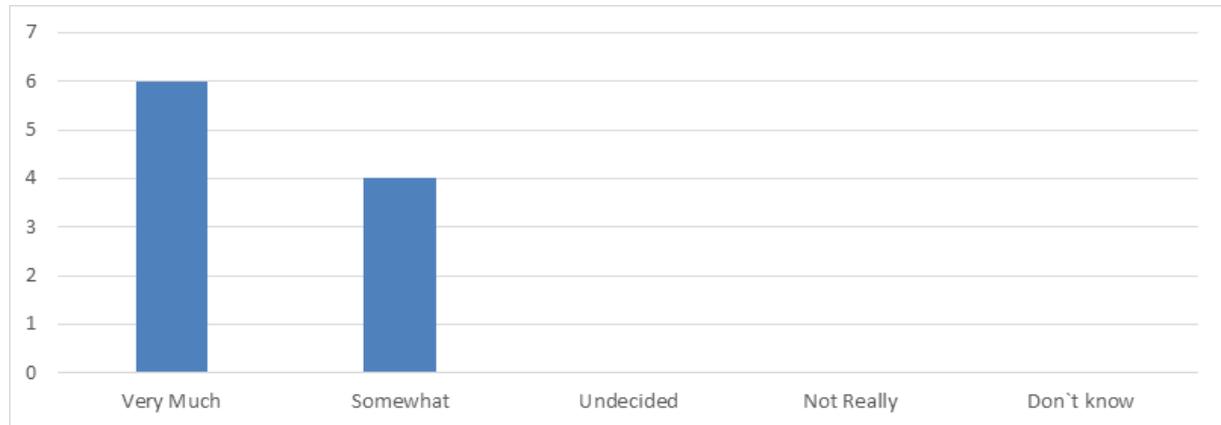


Figure 27: Perceptions about community groups` representation in public consultations/workshops in Formosa (Community representatives` responses from Formosa)

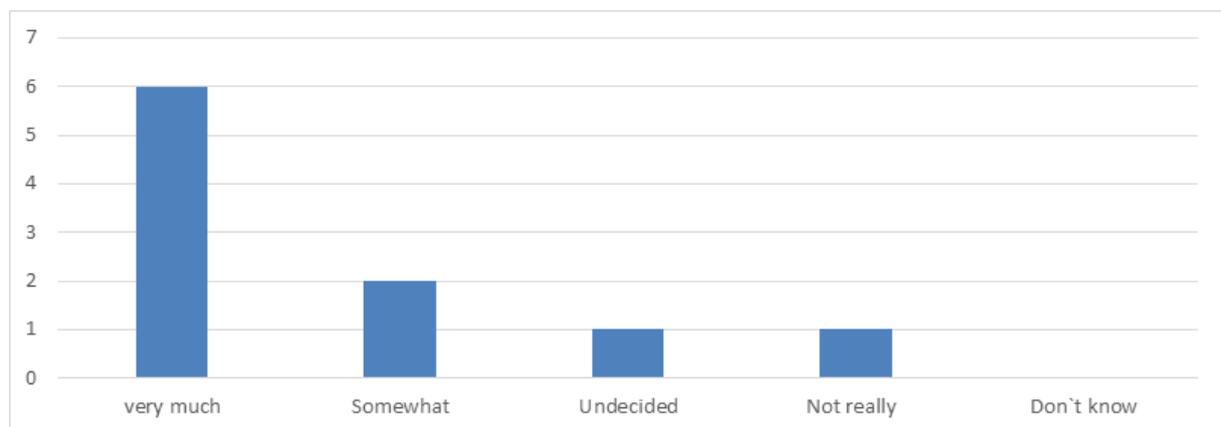
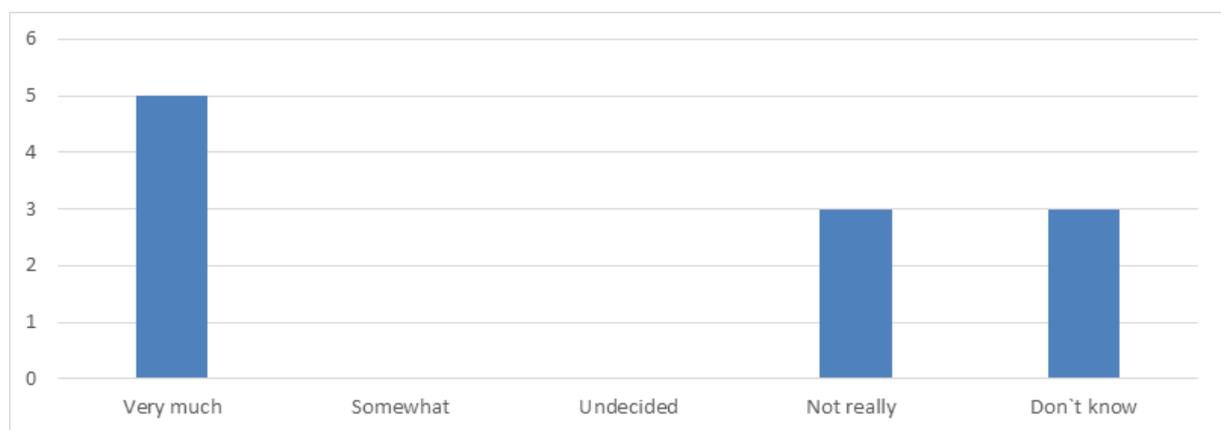


Figure 28: Perceptions about community groups` representation in public consultations/workshops in Uno (Community representatives` responses from Uno)



The delays of field visits for different reasons led to misunderstandings from partners and communities who did not necessarily understand why the project did not meet their expectations in meeting deadlines, stick to promises and provide guidance and resources for the project. This situation has been more stringent in the insular regions, where delays and late engagement have contributed to a loss of the positive momentum built at the onset of the project. Because of Covid-19 restrictions and the rainy season have limited returns to the islands for more than one year, creating a sense of “forgottenness”. According to UN-Habitat’s point of view, the engagement with stakeholders on outputs 2,3,4 didn’t focus enough on processes, corroborating the information outlined above.

The project acknowledges the difficulty and challenge in Guinea-Bissau to have access to

data and adequately record data. The main planning tools used in the SDF are GIS-based, allowing for capturing consolidated urban and spatial/territorial data into the formulation and monitoring of policies. Stakeholders mentioned the lack of skilled professionals in governmental institutions and the difficulty of maintaining a skilled workforce equipped with technical skills in GIS planning at the regional and local levels. Therefore, the intention to create a National Urban Observatory (NUO) linked to the SDF raises sustainability challenges at this point of project implementation.

The project assured strong ownership by utilising the local language in its activities, engaging with stakeholders in Portuguese and publishing all outputs and communication messages in Portuguese and English.

#### EQ14.

To what extent the project strategies-ownership and sustainability; advocacy and communication management; knowledge management; monitoring and reporting - contributed to the strengthening of development coordination among development partners and between development partners and national counterparts?

As the project successfully finalised its first phase, there are still some unknown aspects many stakeholders mentioned. They don’t have an overview of how these will be addressed in the future. For example, the funding mechanisms should be transparent and properly coordinated.

Staffing and human resources are problematic, especially in the regions and the archipelago. Therefore, the main question raised was how to retain skilled professionals who would not leave the cities and localities and would be involved with the project for a more extended period of time?

The presence of different development partners in the project is limited. Their role was reduced to attending the Launching workshop and the validation sessions, but this attendance was not recorded in the narrative reporting. A few stakeholders mentioned they haven’t observed and haven’t been informed about coordination

platforms where development agencies and NGO’s active in the country, work with similar tools and in the target communities, are collaborating on specific project components. The same applies with reference to private organisations and civil society partners. The evaluation could talk with some members of landa-Guiné, but their role was also reduced to attending official events. The evaluation assessed the low return rate of the survey questionnaire is also probably due to the low engagement rate of project participants in activities. The evaluation was informed about the partnership of the project with Voz di Paz in Bubaque, to support the project with communication materials, visibility and different media communication, but their role hasn’t been highlighted in the project documents.

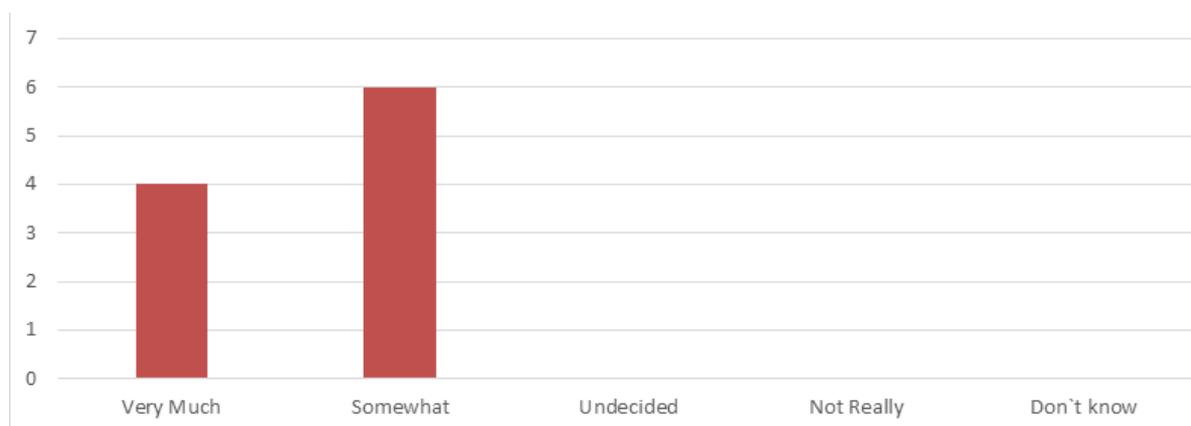
The evaluation assessed the project’s communication and visibility strategy as weak and without proper support and funding. Many activities specified in the Visibility and

Communication Plans haven't been materialized. The low-scale printing of brochures, leaflets, and maps, didn't reach the majority of stakeholders. The visibility of the project on social media platforms remained low and restricted only to a few UN agencies. These initial steps need follow-up as UN-Habitat needs to go at the pace of the existing capacity levels of institutions to allow proper understanding and assimilation of

what was done and produced by the project, and its implications.

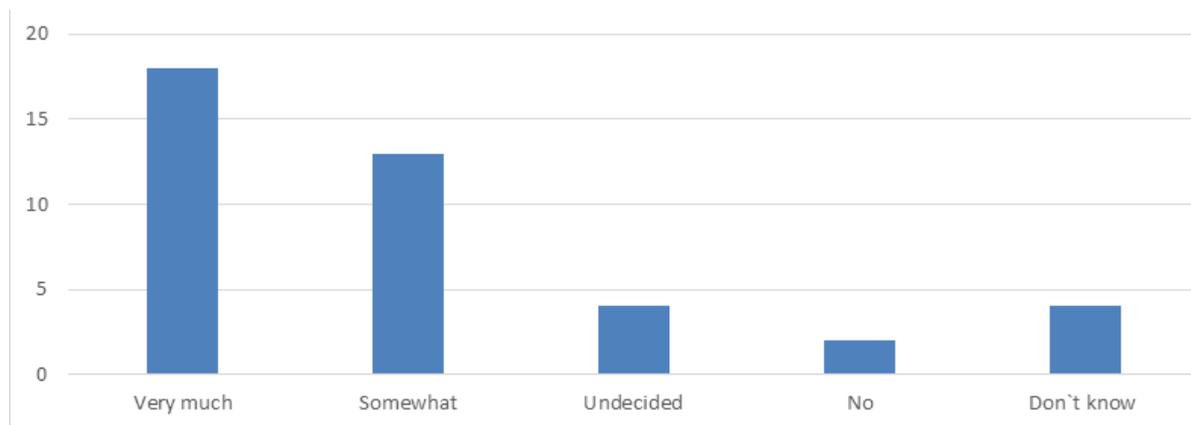
Supporting evidence to these statements are also coming from the answers to the survey question, "Have the visibility, communication and advocacy products been disseminated and reached out to a wider audience?" The government stakeholders' answers can be seen below:

Figure 29: Government representatives' perception about the outreach of the communication and visibility products (Government representatives' responses)



Communities' perceptions from the islands of Bubaque, Bolama, Formosa and Uno can be seen in the combined chart below:

Figure 30: Community representatives' perception about the outreach of the communication and visibility products (Combined answers of community representatives from Bolama, Bubaque, Formosa and Uno)



Despite these challenges, the two national workshops represent a starting point for a future better engagement, having a stronger ownership from government officials, who will take the lead (with UN-Habitat technical support) to mobilise international development partners, the private sector and the civil society towards implementation of the products prepared.

Additionally, with the interest of the EU (with the programme of Inclusive and Green Cities), the European Investment Bank (EIB), the West Africa Development Bank (BOAD), the African Development Bank (AfDB) and of the World Bank, it is expected that especially the SDF will have macro-investment implications for the next 10-15 years.

#### EQ15.

To what extent are the main elements of the SDF and Our City Plans (OCP) approaches, namely in terms of stakeholder engagement and collaborative strategic and spatial planning, are institutionalized by governmental entities and other involved stakeholders?

One important sign of the institutionalisation of the SDF/OCP tools is the Government's intention to apply the tools within the PND 2020-2023 implementation. In 2023, the PND 2020-2023 will be revised, and there are high chances to integrate the SDF/OCP into the new plan's strategies and approaches regarding urban planning.

However, most government stakeholders agreed there is no institutionalisation of the SDF and OCP tools at this project stage. One reason for that lies in achieving this goal, which is a political decision difficult to achieve. One interviewee argued that one impediment against proper institutionalisation was the non-inclusion in the project of essential Ministries, such as the Ministry of Finance and the Ministry of Transportation. The lack of institutionalisation as a process has also been mentioned, and it was attributed to the lack of coordination applied by the project. "The project didn't require us to cooperate and have joint discussions."

The importance of having national technical expertise came through as strong demand from the government during the evaluation. This request also refers to support local administration capacities. While government representatives

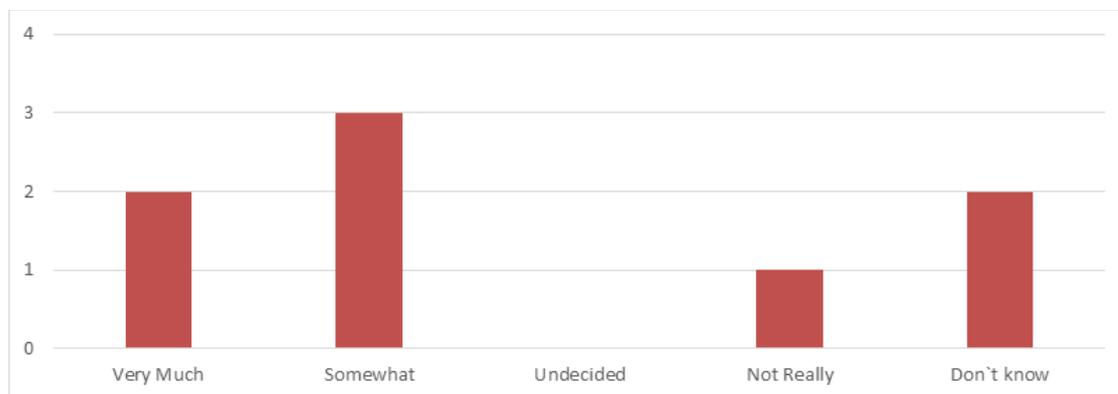
demand technical experts within their structures, other institutes' technical experts could have a more substantial role in the project. These expectations point out an essential aspect UN-Habitat and the donor/s should look into: creating joint technical teams to create synergies.

The institutionalisation process also could not happen within the short timeframe of the project and with the low engagement level at the regional and local levels. The project itself acknowledges in the narrative reports that "the time and funding available made it impossible to undertake new missions on the ground or additional consultations to present and discuss the final results at the regional and local level, which should be the immediate follow-up step to this work."<sup>6</sup>

Responses to corroborate the findings presented above can be seen from the answers given by government representatives to the question, "In your opinion, project stakeholders, including UN-Habitat, have been successful in developing a common understanding of the necessity and usefulness of spatial development and urban planning in Guinea-Bissau?"

6. Final Project Report

Figure 31: Success of the project in developing a common understanding about the necessity and usefulness of spatial development and urban planning in Guinea-Bissau-Outcome 1 (Government representatives' responses)

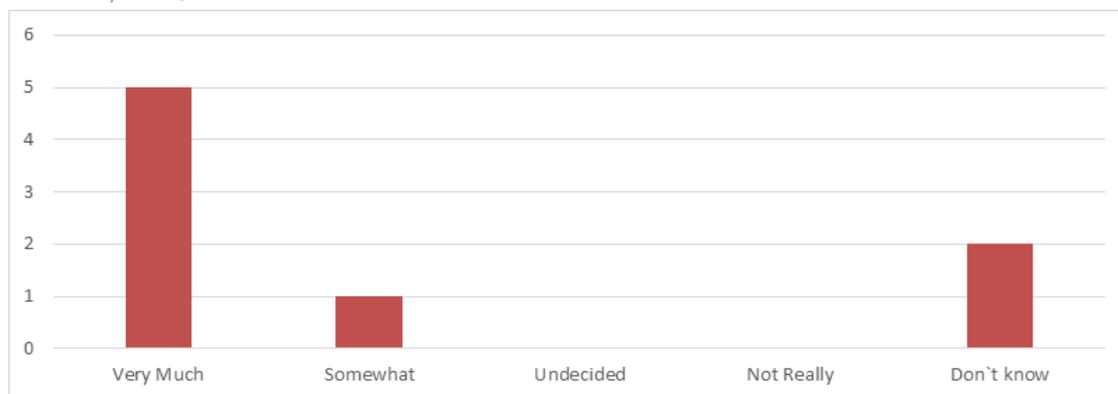


The responses received to the same question from the communities' representatives in the four islands are overwhelmingly positive in their answers.

The responses given to the question "Do you think the project was successful in establishing

relationships, coordination mechanisms and processes that will favorize the usage and application of the SDF tools and the initiation of project phase 3 in the future?" highlight a firm conviction about the project's sustainability, as shown below:

Figure 32: Government representatives' perceptions about the project's sustainability-Outcome 1 (Government representatives' responses)



However, another avenue to the Institutionalisation of the SDF tool and the overall territorial planning strategy of UN-Habitat has been seen by a few government representatives through the possibility of forming private-public partnerships. According to a few respondents, the new legislation in the country increased hopes and expectations that the investment climate will finally take off. As an example, they mentioned the Public-Private Partnership Law adopted in 2020. This is crucial legislation

that is expected to attract investors. Developing joint interventions in cooperation with other projects in Bolama- Bijagós, is seen as a possible option for the future. For all this to happen, the Government needs more partners and financing.

Overall, communities and most project participants are pleased and content with the project. As some participants from Bolama stated, "We are happy with UN-Habitat's work. We are here as human resources for the project, and we want to be part of this project in the future."

## CONCLUSIONS

The “Strengthening National and Regional Development Planning: a Spatial Development Framework for Guinea-Bissau and Regional Strategic and Spatial Development Plan for the Archipelago of Bijagós (Bijagós 2030)” project represents the first step of a long-term investment that just started to materialize.

Since it opened the country office in 2015 in Guinea-Bissau, UN-Habitat has been active in normative and operational activities, mainly in territorial planning and spatial development, supporting different Ministries and Government departments to implement National Development Plans and different strategic frameworks aligned with UN-Habitat’s mandate.

The project is seen more as developing planning tools as outputs and not as a project based on a Theory of Change and achieving societal changes, at least in its first stage. This design shaped the monitoring and evaluation framework, tailored to measuring quantitative results. The next phase of applying the four tools in practice will commence shortly, with discussions with the EU Delegation about possible future funding lines. These tools are excellent because they could trigger interest and involvement from different donors who see a huge potential in these spatial and territorial development plans to be applied in Guinea-Bissau.

Throughout the project, good relationships were built between government agencies, UN-Habitat, and the regional and local stakeholders. Still, it wasn’t enough to ensure a proper involvement of the development partners and civil society, including the landa-Guiné network, in the project. In the future, it is expected that the government will take the lead (with UN-Habitat technical support) to mobilise international development partners, the private sector and the civil society toward the implementation of the products produced.

The evaluation has evidenced sensitivity towards gender equality, environment and climate change, human rights protection of children, youth and older persons. Environmental concerns and

inclusive and non-discriminatory principles were mainstreamed in the project. The evaluation found a relatively good representation of women in the consultation workshops and training, but the situation in the Bijagós archipelago is somewhat different, where the representation of women is very low, and it mainly relates to “being informed” or “consulted”, rather than actively assuming leadership positions. Youths’ participation was assessed as being more visible.

Most government representatives mentioned they would have liked to have more responsibilities and oversight about what the project is doing and how the processes are unfolding. In addition, the work and responsibilities division among many institutions was perceived as less efficient in producing results. Therefore, enhanced government ownership and a robust macro-investment implication for the next 10-15 years represent a viable solution to address this challenge.

The project had a very flexible participatory approach regarded as outstanding. The workshop and training, discussions and validation sessions contributed to enhancing knowledge and skills about spatial and territorial planning and the SDF and OCP tools and changing mindsets about protecting natural habitats.

The project could have had better operational leadership. Even though all targets have been met related to producing the studies, the processes of engagement and coordination supported by the existing structures and systems were not strong enough to help to establish a deeper engagement among UN-Habitat and a few partners at the local, regional and national levels, that impacted the perception of the guidance and support expected from the project. However, with the expected funding from the EU to UN-Habitat of approximately 5-6 Million Euro for the next five years, UN-Habitat expects to successfully address the challenge of the UN-Habitat country team to be strengthened with more permanent staff and a combination of junior-senior level expertise, necessary for a proper division of tasks and sharing of responsibilities.

The presence of different development partners' involvement in the Project is limited. As a result, the evaluation could confirm one partnership

with Voz di Paz. Other cooperation arrangements could not yet materialise between UN-Habitat and other development partners.

## LESSONS LEARNED

- Allocation of more time and carrying out context analysis during the project design phase, including collecting baseline information that will inform the desired changes the project wants to achieve, would better inform the formulation of outcomes and the design of targets.
- Permanent staff members on the ground are necessary to carry out field visits and continuously engage with project partners and the communities. The operational capacity of the project and being more context-aware and better responding to national partners' needs suffered due to the existing staffing structure.
- The hierarchies, gender issues, and status-related preconceptions among participants require carefully facilitating the participatory

group discussions. The leading roles assumed during conversations by different participants might jeopardize the engagement of different target groups.

- Communication and visibility are crucial to maintaining cooperation, collaboration and trust with stakeholders and project partners. Therefore, the project needs to communicate the objectives and means of achieving results clearly and transparently to avoid creating or raising expectations.
- Maintaining closer engagement with governmental entities in planning and coordination processes, both at the national and regional levels, is crucial for the project's future success.

## RECOMMENDATIONS

1. The project successfully addressed sustainability issues by matching context analysis findings with existing resources and capabilities, including a Sustainability and way forward section found in the four produced outputs. Among these, continuous financing is critical in sustaining the project. Therefore, expanding the pool of macro-investors and designing joint projects with other UN agencies and development partners is a possible option UN-Habitat could look into.
2. UN-Habitat to develop good project design with realistic and flexible time schedules to implement the project to its completion.
3. Establish a technical coordination team within the Steering Committee that should consist of all Ministry representatives and an

appointed Team leader/Director. The leadership role could be assumed on a rotational basis as well. Allocate an office space for the team where they could organise meetings and discussions and carry out daily project-related tasks. Equip the space with the necessary appliances to deliver and implement the project.

4. Involve national technical experts in project planning and implementation and ensure their collaboration and coordination with the government and regional/local level stakeholders.
5. Operationalise the work in the field by creating Focal Points at the regional level who are responsible for a specific budget and logistical arrangements. These resource persons should be based at the regional/local level, depending on the focus of the project's next phase.

6. Strengthen the UN-Habitat country office by hiring more permanent staff members. Create a Portuguese-speaking Finance Assistant position. Operationalize fieldwork by ensuring there are always enough people in the office to rotate in carrying out fieldwork and field visits to the islands.

7. Involve civil society and community-based organisations in the implementation of the project. Strengthen cooperation and collaboration with active international development organisations and local NGOs.

8. Explore the possibilities of providing capacity development activities – training, workshops – to technical professionals, University students in data collection, management and statistical utilisation of this data. Ensure there are trained professionals in the project's focus areas who could provide technical support on the ground.

9. Explore the possibilities of supporting regional and local governments by becoming facilitators between them and the national administration. Facilitate the updating of the Regional Development Plans and support the Government in matching the priorities, strategies and principles with the ones used by the SDF and OCP.

10. Invest considerable financial, human and technological resources in communication and visibility products, as outlined in the Advocacy and Communication Strategy of the project. Ensure these products will reach the target groups at the regional and local levels. Organise dissemination events regularly in the regions to facilitate the participation of more women and youths.

11. Communicate the project's performance to key stakeholders, including private actors, and share the good experiences and practices of public-private investments that occurred in other countries, such as Cabo Verde, to attract investors.

12. The regular updating of core project documents like the results matrix can help ensure that not only are the real achievements of the project accurately captured and reflected but also that management, donors, and implementation staff have access to a readily available and accurate document that can help inform project decisions and any necessary adjustments. An updated results matrix that reflects the actual project activities and achievements is also an essential tool for any external project evaluation or learning exercise. Moving forward with the second phase of the project, maintaining the results matrix as a living document that reflects any donor-approved changes will be important.

# ANNEXES



# ANNEX 1: TERMS OF REFERENCE

## Terms of Reference

### Monitoring & Evaluation of the Spatial Development Framework project in Guinea-Bissau

**Functional Designation:** M&E Specialist

**Grade:** P3 Equivalent

**Duration:** 3 months (estimated 50%)

**Starting Date:** As soon as possible

**Duty Station:** Home-based with support missions to Guinea-Bissau (if conditions allow)

### 1. Background and Justification

The United Nations Human Settlements Programme (UN-Habitat) is the United Nations system's designated agency for addressing human settlements issues at the global, regional, country and local levels. The United Nations Human Settlements Programme (UN-Habitat) office in Guinea-Bissau started opened in December 2015. Since then, it has become a crucial Government partner with the Government of Guinea-Bissau (notably via the Ministry for Public Works, Housing and Urbanism – MOPHU) in urban issues inherent to its mandate.

Its works are framed within a Habitat's Country Programme Document 2018-2022 (HCPD), which has been developed in line with the country's main strategic documents and established priorities at national government level – national development priorities under the National Development Plan, as well as the recently-established national development policy “Hora Tchiga”. The Programme is also aligned with the priorities preconized in the United Nations Partnership Framework (UNPAF) (2016 – 2020) (extended for 2021), signed between the United Nations Agencies and the Bissau-Guinean government. Finally, it follows the vision contained in UN-Habitat's Strategic Plan, the Action Framework for the Implementation of the New Urban Agenda (AFINUA). All of them corroborate to the implementation of the New Urban Agenda (NUA) and the achievement of Sustainable Development Goal (SDG) n° 11 – to make cities and communities inclusive, safe, resilient and sustainable.

In Guinea-Bissau, UN-Habitat performs both normative and operational works. On the normative side, the programme has collaborated with the city of Bissau in the elaboration of a Strategic Development Plan (Bissau 2030) via a participatory approach. In 2021, a similar exercise is being conducted for the Bijagós Archipelago, in combination with the development of a Spatial Development Framework (SDF) for the whole country. This project has the objective to support national and local decision-making towards a more equitable territorial development in Guinea-Bissau, as well as building capacity on strategic planning, coordination and urban development and maximizing the benefits from public and private investments, contributing to reducing territorial inequalities at the national level, with a special focus in Bijagós.

The SDF is a participatory regional spatial planning method to support national, regional and local government decision-making processes on where to prioritize investments by articulating industrialization, infrastructure development and urbanization, thus contributing to the sustainable economic growth and bringing about more realistic planning and implementation.

As the SDF projects comes to its completion, UN-Habitat would like to carry out the evaluation of its actual developmental impact. The inclusion of an independent party in the process aims to ensure transparency, improve and strengthen accountability mechanisms between stakeholders as well as evaluate and assess the achievements of SDF framework in terms of expected results, such as effec-

tiveness, efficiency, coherence, impact of the implementation and sustainability. The findings, lessons and recommendations will serve as an information platform for UN-Habitat, EU and all stakeholders involved in the process.

## **2. Purpose and Objectives of the Evaluation**

The main objective of the consultancy is to carry out an independent appraisal of the of SDF project under the overall supervision of the UN-Habitat Regional Office for Africa and the direct supervision of the UN-Habitat's National Technical Advisor for Guinea-Bissau.

The evaluation consultant will provide donor (EU), UN-Habitat and the SDF implementation team with an independent and forward-looking appraisal of the SDF operational experience, achievements, opportunities and challenges, and provide recommendations on how UN-Habitat and its partners could address spatial planning in future.

Specific objectives of the evaluation are to:

- a) Assess the appropriateness, performance and achievements of SDF approaches at output, outcome and impact levels.
- b) Assess the extent to which the SDF has created 'value-for-money'.
- c) Assess the relevance, efficiency, effectiveness, sustainability, impact outlook, synergy and coherence, and partnership and cooperation arrangements of SDF.
- d) Assess how cross-cutting issues of gender and empowering of women, youth, human rights, social and environmental safeguards have been integrated in the SDF.
- e) Identify lessons and propose recommendations that can be used for further programming on land conflict in the DRC or other similar conflict contexts.

## **3. Evaluation Approach and Methodology**

Carry out portfolio document review; consolidate and update performance information, as well as validate, co-validate, and complete indicator tables and other reports. The consultant will carry out field/site visits and prepare document performance as well as participating in consultations and technical reviews of SDF's activities with EU representatives and UN-SDG project staff (conditions allowing).

In addition, the evaluation consultant will:

- Review SDF's activities statements of work and descriptions to ensure that methods to measure performance results are adequate and feasible.
- Participate in technical reviews and provide comments on draft documents to ensure that monitoring and evaluation plans and reports meet SDF's framework as well as EU guidelines needs and requirements.
- Support SDF's implementation team in consolidating internally consistent information of SDF's activities; determine which indicators remain relevant and useful as the nature of activities change over time and recommend modifications if required.
- SDF's implementation team with preparation and analysis of performance data and reviews to determine SDF progress.

- Give guidance on how UN-Habitat requirements within the SDF's Framework are can tracked. These include environment, biodiversity, gender equity and climate change.

The assignment should include at least one field visit to Guinea-Bissau so as to allow face-to-face interaction with relevant projects partners. Travel will only be permitted if sanitary conditions allow; otherwise, interactions will happen remotely.

#### **4. Expected Outputs**

Expected outputs are:

- Inception evaluation report
- Draft and final evaluation report, including an executive summary, background and context, project description, approach and methodology, evaluation questions, main findings, evaluative conclusion, lessons learned and recommendations.
- A guidance note on design, implementation and follow-up of SDF operations.

#### **5. Timeframe**

The assignment will be carried out over a period of three (3) months on a part-time basis (estimated at 50%), from January to April 2022.

## ANNEX 2: EVALUATION MATRIX

### EVALUATION MATRIX

EVALUATION QUESTIONS	INDICATORS	DATA SOURCES	DATA COLLECTION METHODS
<b>RELEVANCE</b>			
1. To what extent do the intended outputs and outcomes meet the priorities of the main	<p>The preparation of the baseline information for the development of a spatial profile and the methodological adaptation of the MoF was in line with the interest and buy-in of the national stakeholders.</p> <p>Communities in the Bijagos Archipelago perceive the project and the application of the SDF as important and necessary for their communities' sustainable development.</p> <p>Existent literature confirms the relevance of the project related to spatial development needs in Guinea-Bissau.</p>	<p>Baseline and needs assessment</p> <p>Project progress reports</p> <p>Theory of Change</p> <p>M&amp;E plan</p> <p>Public Consultation reports</p> <p>SDF</p> <p>Bijagos 2030</p> <p>Basic Urban Plan for Bubaque and Bolama</p> <p>Survey data</p>	<p>Desk review</p> <p>KII</p> <p>Survey</p> <p>FGD</p>
2. Have the local capacities of key stakeholders and beneficiaries (including local government representatives, chiefs of tabancas, women and youth) been strengthened in terms of understanding and applying the SDF tool at community level?	<p>The ability of the project that intended to strengthen local capacities, involving the municipalities' support.</p> <p>Number of local government representatives, chiefs of tabancas, women and youth who participated in consultative workshops.</p> <p>The extent to which the project is able to retain community leaders and community members and to engage them in future activities.</p> <p>Perception of local government representatives, chiefs of tabancas, women and youth who feel that the SDF tool will contribute to their community wellbeing.</p>	<p>Project reports</p> <p>M&amp;E framework data</p> <p>Most Significant Change (MSC) stories</p> <p>Survey data</p>	<p>Desk review</p> <p>Surveys</p> <p>KII</p> <p>FGDs</p>
3. To what extent has the project integrated the cross-cutting themes in the design?	<p>Stakeholders and beneficiaries find that cross-cutting issues are an inseparable part of the project activities.</p> <p>Stakeholders and beneficiaries have the skills to integrate cross-cutting issues.</p> <p>The number of women, youth and people with disabilities who participated in project activities.</p>	<p>Baseline and needs assessment</p> <p>Project progress reports</p> <p>M&amp;E plan</p> <p>Survey data</p>	<p>Surveys</p> <p>FGD</p> <p>Desk review</p> <p>KII</p>
<b>COHERENCE</b>			
4. Does the project seek and effectively create synergies with other interventions within the region and in Guinea-Bissau? Is the project well aligned with Regional And National Strategic Development Plans including the Guiding Principles for City Climate Action Planning, UN-Habitat Gender Equality Action Plans, human rights values and principles, the Young People Participation and Sustainable Development in an Urbanizing World (2012) document?	<p>Situational analysis with need assessment/project appraisal documents have been developed to inform the project.</p> <p>The extent to which project partners had the chance to identify possible gaps and challenges in the project design and implementation and propose actions for adaptation and mitigation.</p> <p>Match between the strategic priorities chosen by the project from the main international and national strategic frameworks and partners' and local community members' perceptions about overall spatial development needs.</p>	<p>Project progress reports</p> <p>Theory of Change</p> <p>M&amp;E plan</p> <p>Public Consultation reports</p> <p>SDF</p> <p>Bijagos 2030</p> <p>Basic Urban Plan for Bubaque and Bolama</p> <p>Survey data</p>	<p>Surveys</p> <p>Desk review</p> <p>KII</p>

EVALUATION MATRIX

EVALUATION QUESTIONS	INDICATORS	DATA SOURCES	DATA COLLECTION METHODS
<b>EFFECTIVENESS</b>			
5. Which have been the main contributing and challenging factors towards the project's success in attaining its targets? What is the assessment regarding the quality of the project outputs?	<p>Evidence that the project has recognised challenges in implementation, including the impact of COVID-19, and initiated steps for adaptation and mitigation measures.</p> <p>Target beneficiaries reporting that project activities have contributed to an increased awareness on the value (1) of participatory approaches when taking community decisions, and (2) SDF tools</p>	<p>Project documents</p> <p>Project progress reports</p> <p>M&amp;E framework data</p> <p>Most Significant Change (MSC) stories</p> <p>Survey data</p>	<p>Desk review</p> <p>KII</p> <p>Surveys</p> <p>FGD</p>
6. How effectively are the project results being monitored? Does the monitoring and evaluation system apply an adaptive management and learning?	<p>The extent to which the project's existing monitoring and evaluation system captures both quantitative and qualitative data.</p> <p>Evidence that the monitoring and evaluation system captures the desired changes and the adaptation to project implementation.</p> <p>Evidence that outputs of project have been used and utilised.</p>	<p>Project documents</p> <p>Project progress reports</p> <p>Theory of Change</p> <p>M&amp;E plan</p> <p>Survey data</p>	<p>Desk review</p> <p>Surveys</p> <p>KII</p>
7. To what extent has the project management and governance structure worked strategically with main counterparts, and local communities to achieve project outputs and outcomes?	<p>The stakeholders' perceptions - about the usefulness and fruitful cooperation aspect of the project's governance structure - Steering Committee and SDF Taskforce.</p> <p>The extent to which the project integrated or not, the voices of communities/tabancas, and the opinion and vision of women, youth and people with disabilities?</p> <p>Evidence of regular communication, visibility, engagement and advocacy strategies`</p>	<p>Project documents</p> <p>Project progress reports</p> <p>Theory of Change</p> <p>M&amp;E plan</p> <p>Survey data</p>	<p>Desk review</p> <p>KII</p> <p>Surveys</p> <p>FGD</p>
8. To what extent key stakeholders and focal points from local and national governments are capacitated on strategic and spatial planning and able to mobilize partnerships and resources to facilitate the implementation of the plans (Output 2,3 and 4)?	<p>Perceptions of key stakeholders and focal points from local and national governments about the project's capacity to adapt to changing circumstances, provided by relevant examples or personal experiences.</p>	<p>Project documents</p> <p>Project progress reports</p> <p>Monitoring and evaluation framework</p> <p>Most Significant Change (MSC) stories</p> <p>Survey data</p>	<p>Desk review</p> <p>KII</p> <p>Surveys</p>
<b>EFFICIENCY</b>			
9. Have resources (financial, human, technical support, etc.) been allocated strategically to achieve project outputs, and sustainability towards phase 3? If not, why and which measures were taken to work towards the achievement of project outcomes and impact?	<p>Evidence of progress from internal reporting</p> <p>The extent to which the produced outputs and the workshops provided are perceived as having good/high quality and are considered useful by stakeholders and beneficiaries</p> <p>Evidence that UN-Habitat will be able to swiftly increase its capacity in Guinea-Bissau, in terms of qualified human resources, equipment/means and working conditions, to enable smooth implementation and guarantee quality results.</p>	<p>Project documents</p> <p>Project progress reports</p> <p>Monitoring and evaluation framework</p> <p>Survey data</p>	<p>Desk review</p> <p>KII</p> <p>Surveys</p>
10. What measures have been put in place to ensure a good monitoring and evaluation of delivering quality results, including coordination with key counterparts/national stakeholders and the project management structure?	<p>The extent to which the coordination and governance structures of the project shared mitigation strategies and followed up on their implementation.</p> <p>The extent to which the M&amp;E framework of the project improved the overall oversight of the project that improved follow-up of activities and monitoring.</p> <p>Number of suggestions for improvement, changing of strategies, adaptations, including suggestions proposed by communities.</p>	<p>Project progress reports</p> <p>M&amp;E plan</p> <p>Most Significant Change (MSC) stories</p> <p>Survey data</p>	<p>Desk review</p> <p>KII</p> <p>Surveys</p>

EVALUATION MATRIX

EVALUATION QUESTIONS	INDICATORS	DATA SOURCES	DATA COLLECTION METHODS
<b>IMPACT</b>			
11. What are the most significant, expected or unexpected, positive and negative changes observed as a result of the project, at policy, institutional and stakeholders /community levels ?	<p>Evidence of personal, institutional and structural changes.</p> <p>Evidence that key stakeholders recognize UN-Habitat's work in urban and strategic planning in Guinea-Bissau.</p> <p>Number of examples (Most Significant Change) provided by national stakeholders, technical and financial partners and community members.</p> <p>The extent to which the project was successful or not, to develop publications that will have a focus on maintaining knowledge transfer and exchange among project partners and the established network.</p>	<p>Project progress reports</p> <p>M&amp;E plan</p> <p>Most Significant Change (MSC) stories</p> <p>Survey data</p> <p>Publications and advocacy products</p>	<p>Desk review</p> <p>Surveys</p> <p>FGDs</p> <p>KII</p>
12. What do stakeholders perceive to be the significant changes linked to the project contribution to their knowledge and skills in using the SDF methodology and applying territorial development principles?	<p>Evidence of changes/suggestions/improvements of training and methodology proposed by TOT participants and taken into account.</p> <p>The extent to which project participants-government counterparts, technical and financial professionals, civil society, academia, local community representatives report increased knowledge and capacities to utilise the SDF methodology.</p>	<p>Project progress reports</p> <p>M&amp;E plan</p> <p>Most Significant Change (MSC) stories</p> <p>Survey data</p>	<p>Desk review</p> <p>KII</p> <p>Surveys</p>
<b>SUSTAINABILITY</b>			
13. To what extent the project enhanced the sense of ownership of the existing strategies and SDF tools and territorial development plans?	<p>Presence of activities and mechanisms that the project put in motion which have the potential to remain intact and alive after the project ending.</p>	<p>Project progress reports</p> <p>M&amp;E plan</p> <p>Most Significant Change (MSC) stories</p> <p>Survey data</p>	<p>Desk review</p> <p>KII</p> <p>Survey</p> <p>FGD</p>
14. To what extent the project strategies-ownership and sustainability; advocacy and communication management; knowledge management; monitoring and reporting - contributed to the strengthening of development coordination among development partners and between development partners and national counterparts?	<p>Number of follow-up projects and interventions that are already in conceptualisation/design phase by UN-Habitat.</p> <p>Evidence of initiatives proposed by national stakeholders to adjust/enhance the project implementation strategies.</p> <p>Perceptions and opinion expressed by national stakeholders and beneficiaries they are strongly interested to be engaged on future similar projects.</p>	<p>Project progress reports</p> <p>M&amp;E plan</p> <p>Most Significant Change (MSC) stories</p> <p>Survey data</p> <p>Publications and advocacy products</p>	<p>Desk review</p> <p>KII</p> <p>Survey</p>

# ANNEX 3: THEORY OF CHANGE

## EVALUATION MATRIX

IDENTIFIED INTERVENTIONS	OUTPUTS	PRECONDITIONS	EXPECTED ACCOMPLISHMENTS	OVERALL OBJECTIVE	LONG TERM CHANGE
<ul style="list-style-type: none"> <li>Preliminary qualitative and quantitative assessment</li> <li>Participatory methodological adaptation of the MoF</li> <li>Training of Officials of the National Statistical Institute to apply the Matrix of Functions survey</li> <li>Provincial workshops for validation and identification of settlements ranked by their urban and socioeconomic development potential</li> <li>Development of Guinea-Bissau's spatial structure, including (i) Economic Development Areas (EDAs), (ii) Development Corridors and (iii) Nodal Towns</li> <li>National Forum for discussion of Guinea-Bissau's spatial structure involving key stakeholders that will benefit from the diagnostic</li> </ul>	<ul style="list-style-type: none"> <li>Output 1 - A spatial structure for Guinea-Bissau;</li> </ul>	<ul style="list-style-type: none"> <li>Local and national authorities have a clear diagnosis on the territorial development of the country</li> <li>The National Statistical Institute is capacitated to employ the SDF in Guinea-Bissau</li> <li>Enhanced ownership of the SDF by national and local authorities</li> <li>Development partners acting in Guinea-Bissau have knowledge about the SDF and how to use the project's results in their strategic planning</li> </ul>	<ul style="list-style-type: none"> <li>1. Guinea-Bissau is equipped with a powerful tool for the full implementation of the target 11.A of the 2030 Agenda, promoting a balanced territorial development and population distribution and supporting positive economic, social and environmental links between its urban, peri-urban and rural areas;</li> </ul>	<ul style="list-style-type: none"> <li>To support national and local decision-making towards a more equitable territorial development in Guinea-Bissau, as well as building capacity on strategic planning, coordination and urban development and maximizing the benefits from public and private investments, contributing to reducing territorial inequalities at the national level, with a special focus on the archipelago of Bijagós.</li> </ul>	<ul style="list-style-type: none"> <li>Positive economic, social and environmental links between urban, peri-urban and rural areas are supported, by strengthening national and regional development planning</li> </ul>
<ul style="list-style-type: none"> <li>Base mapping development, data collection and revision of existing plans;</li> <li>Strategic Plan Workshop to define in a participatory and inclusive way the vision and goals for the region</li> <li>Capacity building of key stakeholders and focal points from local and national governments on strategic and spatial planning</li> <li>Development of the spatial component, localizing key of constraints and opportunities and validating with the local community and key stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>Output 2 - Bijagós Regional Strategic and Spatial Development Plan (Bijagós 2030);</li> </ul>	<ul style="list-style-type: none"> <li>Bijagós 2030 is developed in a participatory and inclusive way, involving not only government focal points but also representatives of the local communities and key stakeholders acting in the region</li> <li>Stakeholders involved in the process of Bijagós 2030 understand and agree with the spatialization of main constraints and opportunities</li> </ul>	<ul style="list-style-type: none"> <li>2. Bijagós region has a coordinated platform for its sustainable development and the spatialization and prioritization of catalytic investments to promote the sustainable development of tourism in the region and to guide the effective implementation of Terra Ranka 2015-2025 and future National and Regional Strategies, in line with global agendas.</li> </ul>		
<ul style="list-style-type: none"> <li>Assessment and data collection with key stakeholders</li> <li>Identification of current land use and development constraints</li> <li>Proposition of an appropriate territorial planning</li> <li>Validation with the local community and key stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>Output 3 - Basic Urban Plan for Bubaque;</li> </ul>	<ul style="list-style-type: none"> <li>The ministry of territorial development has full ownership of Bijagós 2030</li> <li>Key stakeholders and focal points from local and national governments are capacitated on strategic and spatial planning and able to mobilize partnerships and resources to facilitate the implementation of the plans</li> </ul>			
<ul style="list-style-type: none"> <li>Assessment and data collection with key stakeholders</li> <li>Identification of the current land use and development constraints</li> <li>Proposition of an appropriate territorial planning</li> <li>Validation with the local community and key stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>Output 4 - Basic Urban Plan for Bolama;</li> </ul>				

## ANNEX 4: PEOPLE INTERVIEWED

### NUMBER OF PEOPLE INTERVIEWED

TYPE	LOCALITY	CATEGORY	M	F	TOTAL
Key Informant Interview and Group interview	Bissau	Ministério das Obras Públicas, Habitação e Urbanismo	17	7	24
		Ministério da Administração Territorial e Poder Local			
		Diretor Geral de Plano			
		INE			
		IBAP			
		UE			
		Ianda Guine Delegados regionais			
Focus Group	Bolama	Governo local	12	0	12
	Bubaque	Representantes da comunidade, Lideranças e representantes de mulheres e jovens	9	1	10
	Formosa	Poder tradicional	10	2	12
	Uno	Sociedade civil	11	0	11
		Total	42	3	45
	Quinhamel/ Biombo	Delegados regionais Governador local	6	3	9
TOTAL			65	13	78

## LIST OF KEY INFORMANTS

ORGANISATION	NAME
1. Diretor Geral de Geografia e Cadastro (DGGC)/Ministério das Obras Públicas, Habitação e Urbanismo	1. Eng. Braima Biai
2. Diretor Geral de Ordenamento do Território (DCGC) / Ministério das Obras Públicas, Habitação e Urbanismo	2. Dr. António Vladimir Vieira Fernandes
3. Diretor Geral de Poder Local/Ministério da Administração Territorial e Poder Local	3. Dr. Alsana Negado
4. Diretor Geral de Plano	4. Dr. Issa Jandy
5. Instituto Nacional de Estatística (INE)	5. João Carlos Arlete
6. Instituto da Biodiversidade e das Áreas Protegidas (IBAP)	6. Quintino Tchanchalam
7. Célula de Apoio ao Ordenador Nacional do FED (CAON-FED)	7. Dr. Francisco Correia Júnior
8. União Europeia (UE)	8. Davide DANELLI
9. Ianda Guine	9. Alfredo Pais 10. Victor Puerta ONG (AIDA) 11. Victor Madrigal 12. Sandra Cunha 13. Camila Benozzi 14. Ana Fonseca 15. Vasco George 16. Flaviano Silva Monteiro (Pro-Bolama)
10. Delegados Regionais/Regional Delegates Delegado Regional de Plano e Estatística de Cacheu; Delegada Regional de Plano e Estatística (Bolama Bijagós) Delegada Regional de Plano e Estatística (Bafata) Delegada Regional de Plano e Estatística (Quinara) Delegado Regional de Plano e Estatística (Oio) Delegado Regional de Plano e Estatística (Gabu) Delegado Regional de Plano e Estatística - Biombo	17. Afonso Aleluia Lopes Sá 18. Matias Pereira Santos Costa 19. Ana João Afonso Bagine 20. Vália Silla 21. Bacar Mané 22. Amado Djaló 23. Nicson Badupa dos Santos 24. Germana Gomes
11. Governador da Região de Bimbo	25. Midana Fanda
12. Reunião Biombo/Quinhamel	26. Samba Sou-Diretor Agricultura 27. Jucaima Carlos Medina-Oficial c. Est. Inquiridor de Quinhamel/Biombo 28. Maxwell Baial Sambu-Responsável A.S. Quinhamel 29. Djone Ca-Ponto Focal Cantina de Cantina Escolar em representação do Diretor Regional de Educação 30. Rui Mateus- Inquiridor do setor de Safim 31. Juliano J. Nangue-membro de redes org.civil Quinhamel 32. Beatriz Soares da Gama-Secretaria Executiva de ONG MER BODJAR 33. Germana Gomes-Delegada Regional
13. UN-Habitat Team	1. Mathias Spaliviero 2. Edinilson Augusto da Silva 3. Evandro Holz 4. Monica Gakindi 5. Marcella Guarneri

# ANNEX 5: REVIEWED DOCUMENTATION

## DOCUMENTS REVIEWED

1. The Spatial development Framework of Guinea-Bissau. To Spatially Support the Implementation of the national Development Plan (2020-20230. July 2021.
2. Plano Geral Urbanistico de Bolama
3. Plano Geral Urbanistico de Bubaque
4. Plano Estrategico de Desenvolvimento Regional e Espacial para a Regiao de Bolama-Bijagos (Bijagos 2030 - "Etibene Kossok).
5. Regional Strategic and Spatial Development Plan for the Archipelago of Bijagós (Bijagós 2030).
6. Bissau 2030. Plano de Desenvolvimento Sustentavel
7. Consulta Publica e Avaliacao do Plano de Desenvolvimento Estrategico Espacial Regiao de Bolama-Bijagos 2030. Relatorio da Missao. Marco 2021
8. Plano Nacional de Desenvolvimento.2020-2023. Ministerio da Economia, Plano e Integracao Regional.Novembro 2020
9. National Development Plan (NDP) 2020-2023
10. Strengthening national and regional development planning: a Spatial Development Framework for Guinea-Bissau and a Regional Strategic and Spatial Development Plan for the Archipelago of Bijagós (Bijagós 2030). Project Document. Guinea-Bissau Regional Office for Africa
11. Project First Progress report. January-March 2020
12. Project Final Progress Report.
13. Strengthening national and regional development planning: a Spatial Development Framework for Guinea-Bissau and a Regional Strategic and Spatial Development Plan for the Archipelago of Bijagós (Bijagós 2030)
14. The Spatial Development Framework to facilitate urban management in countries with weak planning systems. Mathias Spaliviero, Luc Boerboom, Montserrat Gibert, Giovanni Spaliviero, and Manka Bajaj
15. UN Habitat 2020-2023 Strategic Plan. Regional Representation for Africa
16. UN Habitat 2020-2030 Strategic Plan
17. Applying the Degree of Urbanisation. A Methodological Manual to Define Cities, Towns and Rural Areas for International Comparisons. European Union/FAO/UN-Habitat/OECD/ The World Bank, 2021.
18. Action Framework for the Implementation of the New Urban Agenda (AFINUA).Un-Habitat 2018

# ANNEX 6: EVALUATION WORKPLAN

## EVALUATION WORKPLAN

The table below summarises the main activities and the timeframe followed by the Evaluation.

ACTION	TIMELINE
Evaluation starts	26 January 2022
Inception Report	9 February
Finalised Inception Report	18 February
Field Based Data collection	13– 24 February
Online Workshop/ Presentation of the evaluation findings	22 March
Draft Evaluation Report	13 April
Final Evaluation Reports in English and Portuguese	May 2022

## ANNEX 7: GENDER PARITY IN WORKSHOPS

ACTIVITY	OUTPUT	LOCATION	DATE	MEN		WOMEN		TOTAL
				#	%	#	%	
1.7	SDF	S.Domingos	26/02/2021	19	76%	6	24%	25
1.7	SDF	Bafata	23/02/2021	16	62%	10	38%	26
1.7	SDF	Buba	24/02/2021	18	72%	7	28%	25
1.7	SDF	Mansoa	25/02/2021	16	89%	2	11%	18
1.9	SDF	Bissau	27/02/2021	21	84%	4	16%	25
1.9	SDF	Gabu	22/02/2021	21	84%	4	16%	25
1.11	SDF	Bissau	27/05/2021	35	83%	7	17%	42
1.11*	SDF	Bissau	28/05/2021	16	80%	4	20%	20
SUBTOTAL OUTPUT 1 / OUTCOME 1 (AVERAGE)				79%		21%		
2.2	Bijagós 2030	Bubaque	03/12/2020	24	86%	4	14%	28
2.4	Bijagós 2030	Bubaque	20/02/2021	24	83%	5	17%	29
2.9	Bijagós 2030	Bubaque	22/05/2021	38	88%	5	12%	43
SUBTOTAL OUTPUT 2 (AVERAGE)				86%		14%		
3.1	BasicUrbanPlan for Bubaque	Bubaque	22/02/2021	20	95%	1	5%	21
3.1	BasicUrbanPlan for Bubaque	Bubaque	23/02/2021	20	95%	1	5%	21
3.3	BasicUrbanPlan for Bubaque	Bubaque	23/05/2021	27	93%	2	7%	29
SUBTOTAL OUTPUT 3 (AVERAGE)				95%		5%		
4.1	BasicUrbanPlan for Bolama	Bolama	24/02/2021	18	64%	10	36%	28
4.1	BasicUrbanPlan for Bolama	Bolama	25/02/2021	21	81%	5	19%	26
4.3	BasicUrbanPlan for Bolama	Bolama	20/05/2021	26	87%	4	13%	30
SUBTOTAL OUTPUT 4 (AVERAGE)				77%		23%		
SUBTOTAL OUTCOME 2 (AVERAGE)				86%		14%		
TOTALS (AVERAGE)				82%		18%		

\*meeting with Assembleia Nacional Popular

UNITED NATIONS HUMAN SETTLEMENT PROGRAMME (UN-HABITAT)  
P.O. BOX 30030, 00100 NAIROBI GPO KENYA  
TEL:254-020-7623120 (CENTRAL OFFICE)  
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