



Organização das Nações Unidas

Civil society consultant to strengthen the multi-stakeholder dimension of national development planning and SDG mainstreaming in Guinea-Bissau

Reforço da dimensão participativa das diferentes partes interessadas no planeamento nacional do desenvolvimento e a integração dos Objetivos do Desenvolvimento Sustentável (ODS) na Guiné-Bissau.

Report

Guinea-Bissau

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GLOSSARY

CCA - Common Country Analysis

DENARP - National Poverty Reduction Document

FADPD - Federation of Associations for the Defense and Promotion of the Rights of Persons with Disabilities

HDI - Human development indexes

LNOB – Leave No One Behind

MSEPs - Stakeholder engagement processes

UN - United Nations Organization

SDG - Sustainable Development Goals

UNSDCF - United Nations Framework Plan for Sustainable Development Cooperation

VNR - National Voluntary Reviews

OUTLINES:

1. INTRODUCTION	5
1.1. Objectives	6
1.2. Expected results:	6
2. METHODOLOGY	7
2.1. Methodological concepts	7
a) a) What is stakeholder engagement?	7
b) b) Why engage?	7
2.2. Methodological Approach	8
3. LIMITS OF WORK	10
4. Context of the Civil Society Organizations in Guinea-Bissau	10
5. Context of the Private Sector in Guinea-Bissau	13
6. An analysis of stakeholder engagement on the implementation of the 2030 Agenda and SDGs at national level, including at VNRs and during Common Country Analyses	14
6.1. Alignment of the National Development Plan with the Agenda 2030, Agenda 2063 and Samoa Roadmap.	14
6.2. Analysis of ownership and engagement by actors	15
6.3. State actors	15
7. SOCIALIZATION AND CONSULTATION OF THE CCA REPORT	16
7. Perception about the United Nations organization	18
8. FINAL CONSIDERATIONS	19
9. Recommendations	20
4. ANNEXES	22

1. INTRODUCTION

Sustainable Development Goals (SDGs) and the engagement of “Multistakeholders” in their implementation.

As part of the UN Summit on Sustainable Development, held in September 2015 in New York, unanimously, Member States approved the adoption of the 2030 agenda. The latter constitutes an action plan with 17 global objectives and 169 targets with the purpose of “eradicating poverty and hunger, fighting inequalities within and between countries, building peaceful, just and inclusive societies, protecting human rights and promoting gender equality and the empowerment of women and decent work for all, taking into account the different levels of development and national capacities”¹

Agenda 2030 guides the integration of the SDGs into policies, processes and actions developed at national, regional and global levels, respecting, however, national realities, capacities and levels of development, as well as national policies and priorities. The effective participation of different stakeholders in the process of designing, implementing and monitoring national development policies is one of the main strategies of Agenda 2030 to achieve the SDG objectives in the different member states. In view of this, its main assumption is “to leave no one behind”, that is, it provides special attention to the most vulnerable among vulnerable groups.

In different countries, the United Nations (UN) has led the process of encouraging and promoting the engagement of different actors in such process. Given the particularities of the different contexts, the UN's role and importance in leading the process has varied according to the objective conditions of each country. In the case of Guinea-Bissau, marked by the characteristic of a “soft” state, the role of the United Nations has been paramount. An important effort has been made to integrate the SDGs into the national development plan. Likewise, guided by the guidelines of the 2030 agenda, based on the perspective of “leaving no one behind”, the United Nations has been working to further strengthen and legitimize its Development Cooperation Framework through the engagement of different stakeholders.

Of the above efforts, at least two main ones can be highlighted:

- ✓ **First:** Financing, technical support and monitoring of the process of aligning the national development plan with Agenda 2030 and the SDGs, as well as Agenda 2063 and the Samoa Roadmap, an initiative led by the Government of Guinea-Bissau including the Ministry of Economy and Plan . This effort has been supported since 2016 when the process of aligning the Operational Strategic Plan “Terra Ranka” with the SDGs began.
- ✓ **Second:** It has to do with the CAA² socialization and consultation process carried out with different stakeholders, privileging, however, those considered to be the

¹ Extracto da resolução das Nações Unidas A/RES/70/1 – Documento com as conclusões da Cimeira da ONU sobre Desenvolvimento Sustentável.

²Common Country Analysis (CCA).

most affected in participatory and decision-making processes, namely: women, youth and people with disabilities.

The two processes mentioned above are complementary and form part of a whole. The national development plan aligned with the SDGs, the 2063 agenda and the Samoa Roadmap serve as fundamental inputs for the preparation of the CCA, which, in turn, constitutes the base document for the preparation of the United Nations Sustainable Development Cooperation Framework (UNSDCF). UNSDCF represents a collective offer from the UN development system to support the country in addressing the main priorities and gaps in the SDGs. The life cycle of the process begins with an assessment and analysis of the country's development context and SDG priorities, always observing the prospect of leaving no one behind.

The engagement of all stakeholders in the implementation of the 2030 agenda at the country level is both the main approach challenge of the UN. In the case of Guinea-Bissau, the challenge is very complex, as it currently has a set of factors that greatly constrain the effective participation of the parties, especially the most vulnerable. The country has lived in a situation of permanent socio-political and military instability for more than two decades. Much of the human effort and financial resources that are mobilized externally are directed towards the process of peacebuilding efforts and socio-political normalization. Among other reasons, this has contributed to keeping the country among the worst human development indices (HDI) in the world.

According to data from the National Poverty Reduction Document (DENARP, 2012), the incidence rate of absolute poverty in 2010 was around 70%. The extreme poverty incidence rate is 33%. The schooling rate is 67.4%. Only 40% of the population has access to drinking water. The average life expectancy at birth is around 49 years. The aforementioned factors, among others, constitute a great barrier to the effective and qualified participation of the different stakeholders, insofar as the conditions of participation are restricted to a privileged group in terms of access to information and knowledge, as well as the ability to mobilize and advocate for causes that are of interest to you.

1.1. Objectives

In view of the above, the present consultancy aimed to develop recommendations to strengthen the dimension of engagement of the parties in the national development planning process, implementation and evaluation of the United Nations Cooperation for Sustainable Development and the integration of the SDGs. in Guinea-Bissau, with a proposed stakeholder engagement strategy.

1.2. Expected results:

1. A national stakeholder mapping for engagement and participation at the 2030 Agenda implementation in Guinea-Bissau, including possible platforms where stakeholders can meaningfully engage;
2. An analysis of stakeholder engagement on the implementation of the 2030 Agenda and SDGs at national level, including at VNRs and during Common Country Analyses;
3. An analysis of multi-stakeholder engagement in the UNSDCF, considering the UNSDG “Common minimum standards for multi-stakeholder engagement”;
4. Identification of challenges and opportunities to strengthen stakeholder engagement in the implementation and follow up of the 2030 Agenda including with the government and UNCT and through the Cooperation Framework;
5. Recommendations and proposed actions for a strengthened multi-stakeholder engagement in the 2030 Agenda implementation and in UNSDCF delivery.
6. Drafting of a stakeholder engagement good practices and action plan for inclusive and transparent participation of all stakeholders in the planning, implementation, and monitoring of the 2030 Agenda, promoting the LNOB approach.

2. METHODOLOGY

2.1. Methodological concepts

a) a) What is stakeholder engagement?

Stakeholder engagement processes (MSEPs) are structured methods for ensuring participation in a specific issue and are based on a set of principles, inspired by an approach based on the right to development. They aim to ensure participatory equity, accountability, transparency and develop partnerships and networks between different stakeholders³.

b) b) Why engage?

MSEPs are (...) used to address complex development issues, particularly in terms of sustainability, to strengthen capacities for engagement, effective participation and implementation of priority development actions by different groups of stakeholders. They help to create the conditions to create trust between the different actors and serve as a mechanism to provide mutually acceptable solutions and win-win situations. The inclusion and the participatory nature of the processes creates a greater sense of ownership over their results, and consequently, strengthens their sustainability. MSEPs also promote transparency and inclusion in decision-making, strengthened stakeholder networks and a sense of empowerment, contributing to good governance⁴.

³ Multi-stakeholder engagement processes: a UNDP Capacity development resource (2006, p.4).

⁴ Idem.

2.2. Methodological Approach

In order to achieve the objectives and expected results, the present work was guided by two methodological procedures, namely: literature review and field research. For each expected result, a methodological instrument was adopted that would best answer its purposes.

The literature review was preceded by a collection of institutional reports and documentary bibliography. This procedure had as objective to consult the works already produced related to the theme of the process of engagement of the parties in the national development programs and in compliance with the Agenda 2030. The documentary and bibliographic research allowed to situate and contextualize the theme in question in the state of art; the basis of literature as a matrix that supports the analysis of the question of stakeholder engagement in different contexts.

The present work was essentially based on the following documents:

- ✓ The UN Sustainable Development and Cooperation Framework guidance.
- ✓ Common minimum standard for engaging various stakeholders in the UN development assistance framework.

The field research did not go as planned due to the health concerns around the COVID-19 pandemic and the consequent declaration of the State of Emergency that reduced mobility inside and between the cities and regions. It was supposed to have contact with the different stakeholders of whom, through a semi-structured interview, they would seek to know their perception of the engagement in the national development planning process and the fulfillment of the 2030 Agenda, highlighting possible constraints or opportunities for improve the process. However, it was possible to work on the stakeholder engagement process in socializing and consulting the CCA. Therefore, through action research, it was possible to participate and analyze the dynamics of engagement, its limitations, constraints and opportunities. Likewise, the consultant maintained contacts and consultations whenever necessary with the focal point of the Ministry of the Plan in relation to the alignment of the national development plan with the SDGs. The data collected in the field were analyzed in the light of the previously performed literature review.

In the following section, the methodological approach for each expected result will be presented:

1. A national stakeholder mapping for engagement and participation at the 2030 Agenda implementation in Guinea-Bissau, including possible platforms where stakeholders can meaningfully engage.

According to the document of the common minimum standard, among so many actors that constitute the stakeholders, in a context in which it is difficult to engage all stakeholders, it is important to consider at least the following actors: Civil Society

Organizations; Local authorities; Parliamentarians, Unions, Associations of Companies and Employers, as well as Research and Academic Organizations. The mapping followed this criterion. However, it is important to note that due to impositions imposed by the current emergency situation, not everyone is aware of their selection, as recommended by the guide. However, given the dynamic character of the database, updates will occur whenever necessary.

Throughout the consultation of the CCA, the perspective of “leaving no one behind” was adopted by privileging, above all, those who constitute the most vulnerable, such as: women, youth and people with disabilities. All organizations that participated in the CCA socialization workshop are automatically included in the database for consultation and engagement in the creation and development of the UNSDCF. The mapped stakeholders are attached.

2. An analysis of stakeholder engagement on the implementation of the 2030 Agenda and SDGs at national level, including at VNRs and during Common Country Analyses.

The analysis of stakeholder engagement in the implementation of the 2030 agenda and the SDGs at national level was made based on the existing document, considering that it had already been done well before the start of this consultancy. The fieldwork would serve, however, to comfort the data of the document with the perception of the participants and not only. However, for the analysis of involvement in the CCA, primary data were used, collected through action research and secondary data, through documentary review. Guinea-Bissau has not yet produced its VNRs, so it cannot be analyzed. The practice of different actors was analyzed in view of the possibility of voluntary engagement. For this, the analysis was based both on the history of the relationship around engagement in different themes, as well as on the analysis of the experience throughout the CCA socialization and consultation process.

3. An analysis of multi-stakeholder engagement in the UNSDCF, considering the UNSDG “Common minimum standards for multi-stakeholder engagement”.

As they are a set of activities that form a whole through a scalar chain, the analysis of the result 2, offered subsidies to understand the involvement of the interested parties in the UNSDCF.

4. Identification of challenges and opportunities to strengthen stakeholder engagement in the implementation and follow up of the 2030 Agenda including with the government and UNCT and through the Cooperation Framework.

In addition to the literature review, the CCA consultation session allowed for a better understanding and analysis of the challenges and opportunities for stakeholder engagement in the implementation and monitoring of the 2030 Agenda, including with the government and civil society organizations.

5. Recommendations and proposed actions for a strengthened multi-stakeholder engagement in the 2030 Agenda implementation and in UNSDCF delivery.

The result of the analysis served to guide actions and strategies for strengthening stakeholder engagement in implementing the 2030 Agenda and delivering the UNSDCF.

6. Drafting of a stakeholder engagement good practices and action plan for inclusive and transparent participation of all stakeholders in the planning, implementation, and monitoring of the 2030 Agenda, promoting the LNOB approach.

A summary of good practices engagement should be drawn from the final report of the diagnosis of the current situation, considering the constraints and potential. A comparative analysis of other contexts will allow a better understanding and proposing strategies and actions in order to improve stakeholders' engagement.

3. LIMITS OF WORK

The present work had several constraints, namely:

- ✓ It was carried out in a context of a serious post-election crisis, which resulted in the president's self-proclamation and the resignation and appointment of a new government. This crisis contributed to limit the possibility of contact with certain important stakeholders in the engagement process, for example, the political authorities and deputies of the nation.
- ✓ It also coincided with the paralysis of the civil service by a general strike that lasted for months. This hindered, even, the participation of national planning technicians in the consultation of the CCA.
- ✓ Finally, the present work is being completed in the middle of a global pandemic caused by the coronavirus, which resulted in a declaration of the State of Emergency by the national authorities. The restriction of circulation and the imposition of physical isolation made it impossible to travel to different regions of the country to collect oral reports with potential stakeholders and those who participated in the process of aligning the National Development Plan with the SDGs.

4. Context of the Civil Society Organizations in Guinea-Bissau

With the beginning of democratization in Guinea-Bissau we witnessed the birth and proliferation of various associative, party, trade unions and socio-professional formations, the group of which form Civil Society Organizations (CSOs). This movement was propitiated by the amendment of the Constitution of the Republic, which began to allow political pluralism, freedom of expression, the right to associate and the free democratic press.

In this context, marked by fragility and in some cases by the absence of the State, Civil Society, particularly Non-Governmental Organizations (NGOs) and religious

organizations have a decisive role among the most deprived populations, as well as in the process of consolidating peace and democracy and have ended up revealing themselves as protagonists of development with international organizations.

Thus, the CSOs sector has acquired a new dynamic, increasing the number from 10 organizations to 60 before the armed conflict of 1998/99. The post-conflict situation has led to the need for citizens to intervene in almost every field of society due to the great destruction. This also led to the acceleration of the foundation of Civil Society in Guinea-Bissau and led to a very rapid growth of social movements and non-governmental organizations in the country.

Types and vitality of Civil Society entities

The CSOs panorama includes a wide variety of structures that demonstrate the vitality of Guinean civil society. It is formed by non-profit organizations, of a private nature, not subject to direct control of the State, whose purpose is social assistance acting in the public sphere. Nissim, civil society integrates philanthropic organizations, trade unions, claimants and/or supervisors of the public thing; socio-professional associations, religious institutions and the media. There are also youth associations and women's groups, foundations, social movements, community-based organizations, NGOs, thematic and regional platforms and networks of various insertions and breadths.

It is difficult to quantify CSOs in Guinea Bissau: at the last National NGO Conference held at the end of 2017, around 60 national organizations and 20 international organizations participated. 700 organizations, including NGOs and grassroots associations and organizations, are registered in the ICANG (Non-Governmental Aid Coordination Institute) database.

The TOTAL number of CSOs may be much higher than those registered by ICANG because in each community there are permanent, formal or informal entities involved in the management of services such as water and sanitation committees, parent associations and guardians...

Structuring of Civil Society Actors

Four different levels of the structuring of civil society actors' groups can be identified:

- **community-based organizations (CBOs) and self-help** organizations, neighborhoods committees, informal groupings active at local level.
- **support organizations, such as NGOs.** They work in a professional way and in different areas, with the aim of supporting local actors or communities.
- **regional or thematic networks and platforms,** which aggregate 1st level and/or 2nd level CSOs, for the purpose of coordination, information exchange, advocacy, etc. This level includes forms of collective action that imply a plurality of entities, such as networks and coalitions.
- **the general platforms,** which aggregate first- and second level CSOs unrelated to their specific purposes and intervention themes. These general national platforms – a form of collective action between CSOs – are mainly linked to advocacy on policies and issues related to national development as well as constitutional processes and the regulation of CSOs.

Legal Statute

Until 1991 there was no legislation on development support associations in the country. From 1996 the Constitution introduced the principle of freedom of association through Article 55 which stipulates that the constitution of associations is independent of authorization. However, there is the importance of the legal personality of CSOs in establishing partnerships or mobilizing resources with partners, donors or the public sector. Obtaining legal personality depends on proper registration and is a complex and costly process.

Weak CSOs capabilities, competition and politicization

Most Guinean civil society organizations do not have the necessary tools and mechanisms (technical, financial and adequate human resources) to provide accurate answers to the objectives outlined. Often the actions are reactive, carried out in a hasty manner without previous planning. CSOs and Governor have not defined an integrated development policy, which prevents the implementation of common lines of action. There is also a lack of monitoring and evaluation of activities and a low level of collaboration between civil society organizations and government entities.

CSOs have little financial autonomy, depending almost exclusively on grants for their operation and their activities except for small initiatives at local level, developed by basic associations with own funds and the voluntary work of their members. This financial dependency obliges CSOs to adapt their priorities to donor priorities and create opportunistic partnerships just to ensure access to finance. This, therefore, puts to question the sustainability strategies of the projects they carry out. CSOs have limited capacities to seek and manage grants that support their own activities; therefore, it is necessary to identify alternative sources of funding i.e. initiative/income-generating programmes within national NGOs.

Thus, the political influence, the mobilizing force and the power of advocacy of civil society organizations fall far short of the expectations and needs of Guinean society in transformative terms, in achieving significant progress in development, respect for human rights, good governance and efforts to build a fairer and closer justice of Guinean citizens, among others.

Civil Society and the State

After the 1998/99 conflict, coordination and concertation structures disappeared, while state responsibility and the dynamics of civil society became more closed to themselves. Faced with the non-functionality of a coordinating body both through the State and at the level of civil society, each had to go looking for its partners, especially in the international circles of development aid. NGOs at the beginning of their work in the 1990s were able to mobilize financial resources through bilateral cooperation, without worrying about financial sustainability or thematic expertise for the provision of services in areas where they had skills.

The absence of a national structure for coordinating development aid created a climate of mistrust and rivalry between CSOs, shook the cooperative relationship between them and government entities and compromised the establishment of external alliances.

In recent times, relations between civil society organizations and the State have been further facilitated with the creation of two important structures for support and coordination of development aid "Directorate General for the Coordination of Non-Governmental Aid" (DGCANG), under the tutelage of the Secretariat of State for Cooperation and Communities, but it does not have sufficient human resources and means of work to meet the task of coordinating aid and collaboration intensely and on an equal footing with SCOs.

It is also important to consider that in some cases certain organizations have played the role of basic service provider. Especially, in the health and education sectors, there are NGOs funded by the government to conduct or implement some related activities.

Unfavorable political and institutional environment

Due to the political instability of Guinea-Bissau much of the support of multilateral and bilateral cooperation for Guineans civil society and has been done through European Union funds. In this model of partnerships, international NGOs (from European countries) have become "grant managers" who in turn establish "subcontractor" relationships with national organizations in which they are seen merely as executors of projects.

The increased role of international NGOs, being funding channels of national organizations and also actors directly involved in the implementation of actions, resulted in the decrease in the support available to the most "structured" national NGOs. The latter in many cases have limited capacities in the formulation of competitive proposal in the framework of competitions of international/bilateral cooperation entities and, in all cases, have a limited capacity to "co-finance" projects.

With the support of the United Nations, the government of Guinea-Bissau started in 2016 the process of integration and follow-up of international development commitments. As an initial step, a seminar was held by the then State Secretariat for Planning and Regional Integration in partnership with the United Nations to socialize the 2030 Agenda and the respective SDGs, as well as the African Agenda 2063 and the Samoa Roadmap for Small States island. As a result of the first seminar, a task force was created by technicians from the then State Secretariat of the Plan and Regional Integration who were responsible for organizing different consultation workshop with key stakeholders. As a result, six (6) thematic group was established, involving the senior technical staff from different government institutions, civil society organizations and UN.

5. Context of the Private Sector in Guinea-Bissau

The private sector is extremely limited in Guinea-Bissau. The economy's reliance on raw cashew export lie at the heart of such structural challenges, together with low levels of productivity and the absence of a vibrant private sector. According to estimates, the informal sector might employ more than 80% of the active population.

There are two chambers of commerce and a number of sectorial associations that in practice represent the majority of the formal private sector. This includes: a chamber of industry; the national association of importers and exporters that represents the national enterprises contributing to the majority of state revenues and contribution to GDP; the tourism association; the national association of farmers; the national association of transformers to name the most relevant. Micro and Small and Medium Enterprises are limited in number and do not count on any national policy in their support.

At the same time, the rentier economy reinforces the underdevelopment of State institutions and deprives the State of resources for public investment as well as the potential for private investment and private sector development. Ultimately, the State is unable to ensure a shared prosperity for its citizens.

An increased role of the private sector in various sectors, including but not limited to tourism, extractive industries (cement), cashew nuts, renewable energies and natural resources' exploitation in the respect of biodiversity could bring positive divides for both the population and the state.

6. An analysis of stakeholder engagement on the implementation of the 2030 Agenda and SDGs at national level, including at VNRs and during Common Country Analyses

6.1. Alignment of the National Development Plan with the Agenda 2030, Agenda 2063 and Samoa Roadmap.

With the support of the United Nations, the government of Guinea-Bissau started in 2016 the process of integration and follow-up of international development commitments. As an initial step, a seminar was held by the then State Secretariat for Planning and Regional Integration in partnership with the United Nations to socialize the 2030 Agenda and the respective SDGs, as well as the African Agenda 2063 and the Samoa Roadmap for Small States island. As a result of the first seminar, a task force was created by technicians from the then State Secretariat of the Plan and Regional Integration who were responsible for organizing different consultation workshop with key stakeholders. As a result, six (6) thematic group was established, involving the senior technical staff from different government institutions, civil society organizations and UN.

The government of Guinea-Bissau, through the designated task force, held sessions to socialize 2030 Agenda and its alignment with the national development plan in all regions, targeting governors and sector administrators, technicians from different public institutions, as well as civil society organizations that work locally. A socialization session was scheduled with the national assembly members but did not take place due to the political crisis that triggered at the time.

In 2017, the government of Guinea-Bissau started alignment exercises for the Operational Strategic Plan "Terra Ranka", Agenda 2030 and the respective SDGs, as well

as the African Agenda 2063 and the Samoa Roadmap. The method of discussion by thematic group was maintained, with technicians from different United Nations agencies, civil society organizations working in the thematic areas, as well as organizations from the most vulnerable groups, such as representatives of the Federation of Defense Associations and Promotion of the Rights of Persons with Disabilities (FADPD-GB), members of the Children's Parliament, as well as members of some youth associations. The exercises resulted in a national development plan aligned with the SDGs, Agenda 2063 and SAMOA roadmap; however, it still needs to be adopted by the national assembly.

6.2. Analysis of ownership and engagement by actors

The guidelines for sustainable stakeholder engagement assume that the ideal scenario for engaging different stakeholders should involve, not only those who decide or execute, but above all, those that are affected by public projects or policies. In a way, so far, the efforts made have been observing such aspects. However, it is necessary to assess whether it is a formal compliance with the guidelines or an effective and sustainable engagement in the long term, as Guinea-Bissau's challenge was never participation itself, but the ownership and quality of participation. In this case, it is a structural issue that is worth bringing to the top to understand the challenges of stakeholder engagement in Guinea-Bissau.

6.3. State actors

There is a pattern that is repeated when it comes to stakeholder participation and engagement. The vicious cycle of socio-political and military instability in which the country has been submerged for the past two decades has contributed to further degrading working conditions and disqualifying the capacity of public officials. Therefore, with the need for cooperation from different institutions with the State, there is a tendency to personify the relationship through the indication of focal points, disguised as institutional relations, insofar as at least some cost is maintained in the midst of rapid changes that occur due to the aforementioned instability. On the positive side, it is possible to execute the programming with less difficulty than if it depended on the instability of the Guinean state. On the other hand, there is a risk that engagement will be more personal than institutional, often losing the opportunity to establish more consistent bonds in the long run.

In general, the “focal points” consolidate the domain of the topic at hand, “constituting a non-transferable personal capital, based on their understanding of institution memories, of the agreements around the procedures of processing the projects, of the jargon appreciable to the evaluators, the requirements of the partnerships, in addition to the personal relationships of trust between the parties.

A more complex challenge has to do with the ownership and alignment with international policies on the part of technicians and even other members of the department or the ministry and complete lack of knowledge on the part of the political

and decision-makers who need sometimes to be sensitized to understand and act in favor of the commitments that the State itself has ratified.

Another challenge of participation involving not only state actors, but also the other interested parties has to do with the tendency to understand the events as an opportunity to obtain some resource through the "perdiem". Most of the time, the individual participates even without any basic knowledge related to the topic at hand in the hope that in the end the perdiem will be guaranteed.

In cases such as compliance with Agenda 2030, the logic of "focal points" is quite limited, as it requires an appropriation of the national State, which demands a commitment at the highest level, from all the main spheres of the State. Therefore, it requires not only the appropriation of work tools and technical knowledge on the part of technicians, but above all, a great capacity for advocacy with decision makers, a job not always accounted for in actions in favor of a given theme.

7. SOCIALIZATION AND CONSULTATION OF THE CCA REPORT

As a key step in the process of drafting its new United Nations Sustainable Development Cooperation Framework (UNSDCF) for 2021-2025, the United Nations in Guinea-Bissau started the process of socialization and consultation of the initial Common Country Analysis (CCA) document with different stakeholders, with the following objectives:

- inform interested parties about the initial results of the CCA; collect subsidies and recommendations on the accuracy of the information in the CCA;
- develop a shared understanding of national priorities and the progress of the SDGs in Guinea-Bissau;
- develop a shared understanding of the main risks and gaps, SDG financing issues and the main bottlenecks that hinder progress in meeting the SDGs, as well as identifying the main problems and potential development accelerators in the country.

The identification and selection of stakeholders to engage in the process was based, on the one hand, on the criteria of the document "Common minimum standards for the involvement of various stakeholders", in which potential stakeholders are identified, on the other hand, was also based on the initial result of the CCA, in which the groups that are being left behind in the country's sustainable development process are identified. Altogether, five stakeholders were identified, divided into two subgroups, namely: the subgroup of those who produce and use data and information to support and develop public policies and are also actively involved in the construction of different country development programs: planners nationals, researchers and academics. And the subgroup identified as the most vulnerable and least considered by universal development policies that have been adopted in the country to date: women, young people and people with disabilities.

For the meeting with the national planners, the focal point was the general direction of the Plan, of the Ministry of Economy and Finance, through which invitations were sent

to all Ministries and public institutions that participate in national planning. Although the civil service was on strike at the time, the mobilization to participate in the socialization of the CCA and consultation was quite significant.

While for the meeting with researchers and academics, invitations were directed to the different teaching and research institutions. Before that, however, there were individual meetings with the institutions' directors to explain the objective of CCA socialization and collection of subsidies, as well as what is expected of the institution as an important part of such a process. The mobilization of research and teaching institutions was also quite significant.

For the meeting with women, the Women's Political Platform (PPM) was a focal point, an important women's organization that brings together several women's organizations of different types, including, for example, women's rights organization, as well as the association of women entrepreneurs. The mobilization of women was almost 100%. In order to reach most of the national territory and collect subsidies with greater wealth in terms of diversity of experiences, in the universe of forty people invited, twenty of them came from different regions of the country, except Bolama Bijagós, who is an Archipelago, suffers from great difficulty in terms availability of transport and mobility of people.

The meeting with people with disabilities was focused on the Federation of Associations for the Defense and Promotion of the Rights of People with Disabilities in Guinea-Bissau (FADPD-GB) through which invitations were sent to different organizations at the national level. At that meeting, there were also at least two international non-governmental organizations that have people with disabilities as their target audience in the achievement of projects, namely: AIFO and Humanité and Inclusion. Of the total of forty people, twenty came from different regions, except, again, the Bolama Bijagós region for the reasons mentioned above.

For the meeting with young people, the National Youth Commission (CNJ) was the focal point, an organization that brings together all youth organizations at the national level, through which invitations were sent to at least 100 young people from different regions.

The CCA's preliminary report was shared with most of the participants, those who did not have access were mainly due to the limitation of internet access in the most remote areas of the country.

In all sessions, the CCA's presentation was preceded by a reinforced explanation of the meaning of the meeting and what is expected from there onwards as important actors in the process of designing, implementing, following up and evaluating the 2030 agenda and the ODs in the Guinea Bissau.

As previously mentioned, the CCA socialization and consultation process had actors with quite different profiles. It is worth highlighting some elements for reflection. There were, as mentioned earlier, data producers and public policy planners, namely:

planning technicians from different ministries, researchers and academics. There were also those who are directly affected by public policies. Among the group of affected people in which women, young people and people with disabilities were found, there were those who were partners of the State and international organizations in the implementation of public policies and programs.

The group of national planners, academic researchers, given the nature of their profession, were well qualified, managed to enrich the CCA text with important contributions, however, they did not show enough enthusiasm regarding the possibility of engaging to accelerate the fulfillment of the 2030 agenda. to participate in validation workshops, they probably understood that this was just one among many others to complete formality, despite the initial explanation. This group, whose contribution, given experience, is crucial to qualify participation is an important challenge in terms of mobilization and voluntary engagement for the reasons stated.

Academics in particular should be the focus of attention in terms of promoting engagement in meeting the 2030 agenda and the rest. By virtue of their profession, they are obliged to update themselves and produce knowledge at the frontier of knowledge, moreover, with regard to the subject at hand, they are an important vehicle for bringing knowledge of the Agenda to the youngest and consequently to the general public. These can be important actors in advocacy for educational reform that has the 2030 Agenda as a basic element. In general, most academics are also civil servants or from private institutions who have their part-time teaching experience. Therefore, the profiles intertwine.

On the other hand, groups working in the field of struggle for the recognition of rights and equity became more engaged, so much so that their participation was more qualified from the point of view of the organization prior to the event and post-event with the production of "feedback" . Despite their ease of engagement, these groups tended to restrict the debate to their banner of struggle, a field in which they have greater dominance and security. Little leave their comfort zone, as previously mentioned. There is, therefore, a basic contrast, the groups in the struggle for recognition are accustomed to engaging in causes of their interest, however they can be quite superficial when the subject is outside their area of expertise.

The group of planners and academics tend to have a more knowledge of the subjects on the agenda 2030 due to their regular work on the related subject, but still they lack in dept knowledge and expertise on the 2030 Agenda.

7. Perception about the United Nations organization

Most stakeholder groups that participated in the socialization and consultation process have in the past maintained or have some institutional relationship with the United Nations as project implementing partners and/or eventual recipients of funds.

Although it is a partnership relationship, as the projects are, in general, due to the guidelines and financing conditions pre-established by the United Nations and/or donors, there is a common perception that it is a financing agency that establishes, in most cases, a vertical relationship in which partners need to adapt to their program, with little scope for negotiation. Such understanding was noticeable, above all, in the discourse of youth organizations and women in conversations held on the fringe of events to understand their perception of the relationship. In view of this perception, the initial understanding was that the socialization and consultation of the CCA was yet another event to fulfill the United Nations agenda and program. The initial explanation about the paradigm shift, seems to have sensitized the parties in relation to emerging from a new perspective and relationship opportunity.

The United Nations has the challenge of deconstructing this instrumental conception of the institution and investing in the new image of partnership and interdependence. Considering all the above aspects, this constitutes the main challenge for stakeholder engagement by the United Nations. The challenge varies according to partner.

For state partners, there is the challenge of motivating them to take ownership of the policies and leadership of the engagement process of all stakeholders in order to fulfill the 2030 Agenda.

For non-state actors, there is also the challenge of encouraging them to appropriate themselves as strategic partners of the State and other organizations in the pursuit of development policies, both public and private.

The United Nations faces the challenge of rebalancing the relationship between stakeholders, so that they can create trust for ownership and engagement in joint construction and adequate monitoring of all processes.

8. FINAL CONSIDERATIONS

To date, the minimum common standard in terms of stakeholder engagement in building the United Nations Framework Plan for Sustainable Development Cooperation (UNSDCF) has been observed. The analysis undertaken here allows us to understand that, in general, when requested, the interested parties mobilize themselves for engagement.

However, it is necessary to pay permanent attention to the modality and characteristic of engagement of the different stakeholders. The greatest challenge for the United Nations lies, above all, in the need to change the internal paradigm in the relationship with stakeholders, which will necessarily imply the adoption of a more horizontal

dynamic in dealing with partners in the design and execution of projects and programs, as well as in dealing with the State.

9. Recommendations

The recommendations proposed here stem from the three main challenges identified, namely:

1. Encourage the state to take ownership of the leadership and actively engage in compliance with the 2030 Agenda

For that, it is necessary to engage State actors at the highest level, involving all powers. The participation of planning technicians is essential; however, it is necessary to reach decision makers, among them, deputies, ministers, the President of the Republic, magistrates, among others. Their engagement should take place through Agenda 2030 presentation sessions, with the main objective of aligning expectations, that is, to present objectively the role and responsibility of each stakeholder in the development of the 2030 Agenda.

Presentation sessions should focus on raising awareness of the need for national authorities to adopt a less passive attitude. It is important that the sessions are jointly organized and that it is done with enough time before all participants are aware of and have access to the content of the presentation. That they have time to prepare themselves to participate effectively in the sessions. It is essential that it is not a United Nations event, but with the United Nations.

At the end of the sessions, decision-makers must establish joint commitments, with a draft compliance schedule, if necessary, and monitoring mechanisms. With this, it is possible to evaluate the progress achieved and design new strategies, when necessary.

2. Engage non-state actors

As already mentioned, non-state actors have a history of activism and engagement in different areas of the public sphere and the development process. The literature and the experience resulting from the two engagement processes analyzed demonstrate that two aspects are fundamental to circumvent possible barriers to the engagement of non-state actors, such as:

- a) Clarity about the purpose of their involvement, that is, whether it is about sharing information, consulting, decision making or implementing the project or program (UNDP, 2006).
- b) The desired impact of their participation, that is, whether mobilization of support from the population or appropriation by the population is expected (UNDP,

2006). Appropriation depends on joint construction and, above all, time to clarify any misunderstandings or doubts

Effective participation depends substantially on the capacity of the stakeholders and the quality of information they have. The challenge of leaving no one behind implies not to condition the participation of the parties, in order to allow them to participate based on their social framework. By allowing everyone to express themselves freely, confidence and the possibility of establishing a more lasting relationship will increase.

3. The challenge of rebalancing the relationship between stakeholders and the United Nations

The image of an international organization, often perceived popularly, but also, among state actors, as tutor of the national state, inhibits the possibility of a more horizontal relationship. Deconstructing the image of an important but inaccessible partner is essential to engage stakeholders. The deconstruction of a mistaken perception necessarily involves a greater approximation. The creation or engagement of local, regional and national platforms to discuss the 2030 agenda is essential for establishing a relationship of trust with stakeholders. In addition, information and awareness campaigns on the United Nations' new perspective and approach of cooperation with the national stakeholders is essential.

4. ANNEXES

Annex I - Lists of Civil Society Organizations

Nº	Institution	Focal point
1	Ação e Desenvolvimento	Tomane Camara
2	Voz de Paz	Udé Fati
3	Tiniguena	Miguel de Barros
4	Kafo	Sambu Seck
5	Movimento Nacional da Sociedade Civil para Paz, Democracia e Desenvolvimento	Fodé Caramba
6	Plataforma Política das Mulheres	Silvina Tavares
7	Rede das Mulheres Promotoras da Segurança e Paz na Africa Ocidental	Elisa Tavares
8	Liga Guineense dos Direitos Humanos	Augusto Mário
9	Humanité et Inclusion	Jandira Monteiro
10	Instituto Marquês Vale Flor	Leonor Queiroz de Melo
11	Pro-Bolama	Ismael Medina
12	Rede Nacional para a Segurança e Soberania Alimentar	Celestino Sá
13	Plataforma das Organizações de Gabu	Bubacar Djaló
14	ManiTese	Piero Meda

15	LVIA	Giovanni Maucieri
16	Fé e Cooperação	Sofia Moniz Alves
17	Divutec	Ivo Soulemame Baldé
18	ESSOR	Susana Pereira da Silva
19	AMIC	Laudolino Carlos Medina
20	RENAJ	Seco Nhaga
21	CNJ	Aissatu Forbs
22	ALTERNAG	João Handem
23	AIFO	Ilaria Di Nunzio
24	ADIC-NAFAIA	Mama Samba Condé
25	ACEP	Fátima Proença
26	ANADEC	Graciete Brandão
27	ASPAAG	Momadu Alfa Embalo
28	COAJQ	João Sanha
29	FADPDP	Lázaro Barbosa
30	WANNEP	Denise Cabral Indequi

Annex II - List of Trade Unions

N°	Organization	Focal point
1	União Nacional dos Trabalhadores da Guiné-Bissau	Júlio Mendonça

2	Confederação Geral dos Sindicatos Independentes	Abubacar Li
3	Sindicato Nacional dos Professores	Domingos de Carvalho
4	Sindicato Democrático dos Professores	Loriana Pereira
5	Sindicato Nacional dos Jornalistas e Técnicos de Comunicação Social	Indira Baldé
6	Sindicato dos Técnicos de Saúde	Domingos Sami
7	Sindicato Nacional dos Enfermeiros, Técnicos de Saúde e Afins	Yoyo João Correia
8		
9		
10		

Annex III - List of Business Organizations

N°	Organization	Focal point
1	Camara de Comercio Industria, Serviços e Agricultura	Braima Camara
2	Camara de Comercio da Guiné-Bissau	Mamadu Saliu Lamba
3	Associação Nacional das Mulheres Empresarias da Guiné-Bissau	Antónia Adama Baldé
4	Associação dos Retalhistas	
5		

Annex IV - List of Research and Academic Organizations

N°	Organization	Focal point
1	Instituto Nacional de Estudos e Pesquisas	João Paulo Pinto Có
2	Centro de Estudos Sociais Amílcar Cabral	Carlos Cardoso
3	Universidade Amílcar Cabral	Fodé Mané
4	Universidade Jean Piaget da Guiné-Bissau	Aladje Baldé
5	Faculdade de Direito de Bissau	Alcides Gomes
6	Universidade Lusofona da Guiné-Bissau	Rui Jandi
7		