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Guinea-Bissau COVID-19 Pandemic Socio-economic Response Plan

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Foreword

COVID-19 exposed and highlighted the many weaknesses of public service provision and institutional structures in countries around the world. In Guinea-Bissau, the overall vulnerability of the economy has been pushed beyond its limits, and is failing in many areas. In particular, the absence of sufficient social protection schemes and the depletion of public finances have severely challenged the Government's ability to protect its population.

Based on the information available in Guinea-Bissau and elsewhere, we have learned a lot from this crisis. Among other things, we know that it has the potential to induce a change for the better. Quite often, crises bring about change – and that change can be an improvement or can make things worse. We are at a moment where our collective and individual futures are in our hands, with a once in a lifetime opportunity not just to recover but to build forward better.

This Socio-economic Response Plan (SERP) was developed within the context of the overall UN COVID-19 “recovery pathway” framework and follows the UN system's initial analysis and programmatic activities since the outbreak of the pandemic in March 2020. Since then, the United Nations organizations, funds, and programmes working in Guinea-Bissau have conducted numerous thematic assessments and surveys to measure the pandemic's impact on the people, institutions, businesses, and the environment.

The UN Resident Coordinator guided the overall vision and elaboration of the Plan, with strategic and substantive support from the UN Development Programme (UNDP) as technical lead and with the full participation of all UN Country Team (UNCT) Focal Points and our counterparts in Government. The Plan draws on the full capabilities of the United Nations Development System (UNDS) in Guinea-Bissau, including the following 10 agencies, funds and programmes: the Food and Agriculture Organization of the United Nations (FAO), the International Fund for Agricultural Development (IFAD), the International Organization for Migration (IOM), the United Nations Capital Development Fund (UNCDF), the United Nations

Development Programme (UNDP), the United Nations High Commissioner for Refugees (UNHCR), the United Nations Children’s Emergency Fund (UNICEF), the United Nations Office on Drugs and Crime (UNODC), the World Food Programme (WFP) and the World Health Organization (WHO). The World Bank and the International Monetary Fund also played very substantive and essential roles.

This Plan presents actionable initiatives to deliver on the six streams of work in the socio-economic framework provided by the United Nations Secretary-General. These include tailored programmes to: 1) strengthen social protection; 2) provide support to small and medium enterprises; 3) promote gender-focused interventions; 4) strengthen local economic development through inclusive economic growth and green recovery; 5) accelerate digital transformation; and 6) promote financial inclusion as a means to manage uncertainty. Each of these inter-related areas will be crucial for a successful, sustainable and complete recovery.

As Guinea-Bissau is considered a small island developing state, facing particular situations of social, economic and environmental vulnerabilities and constraints, this response Plan necessarily includes the SIDS vision of an integrated approach that promotes economic diversification, innovative financing instruments, and scaling up the “blue economy.” The World Bank defines the blue economy as “the sustainable use of ocean resources for economic growth, improved livelihoods, and jobs while preserving the health of ocean ecosystems.”


We find ourselves at a unique moment in time in Guinea-Bissau: a new government has come to power just at the beginning of the outbreak, with the ability to shape a sustained recovery, spearhead faster progress in ensuring the well-being of the citizens, reverse rising inequalities and harness the collective efforts from all communities. It is also a time when the country can unlock its potential and prospects as a small island developing state and boost the underdeveloped private sector which is dominated by micro, small and medium enterprises (MSMEs).

We believe that this Socio-economic Response Plan presents a unique opportunity to build forward better with our partners in Guinea-Bissau. Through our collaborative efforts we will be able to tap into and strengthen the recovery process and reinforce the resilience of Bissau-Guineans.



Mamadou Diallo

UN Resident Coordinator in Guinea-Bissau



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UNDP Resident Representative in Guinea-Bissau

Executive Summary

The United Nations Country Team (UNCT) in Guinea-Bissau presents its Socio-economic Response Plan (SERP), reflecting a comprehensive and a coordinated approach in working with all agencies, funds and programmes of the UN system, together with IFIs, bilateral donors, private sector and civil society actors to provide a joint response framework aligned with government plans and priorities. The SERP aims to mitigate the pandemic in Guinea-Bissau and address the negative socio-economic impacts of the measures taken to control its spread.

Several updated studies informed this SERP, each conducted by different UN members of the team based on their specific areas of competence: health, social protection and the provision of services, jobs and macroeconomic stability, community cohesion, governance, and resilience. The Plan draws from UNDP's Socio-economic Impact Assessment (SEIA) and recent assessments from UN agencies and government institutions. The SERP is organized around the five pillars of the Secretary-General COVID-19 response framework, underpinned by a vision to *build forward better*, transforming crisis into an opportunity to accelerate progress towards the SDGs in the Decade of Action. It leverages lessons learned from ongoing and past interventions and aligns the planned support with the government's priorities as expressed in the National Contingency Plan for COVID-19, the Strategy for Development, Employment and Industrial Promotion 2020-2024, known as 'Hora Tchiga' as well as the National Development Plan 2020-2023.

COVID-19 remains a complex, fast-evolving crisis, difficult to predict with certainty the impacts. Continuous monitoring, adapting and forward planning are critical. This report provides short, medium and long-term recommendations to guide interventions for building a more resilient, inclusive, innovative and greener Guinea-Bissau. The report will guide the strategies and interventions of the UNCT and its development partners through 2021 and feed into the United Nations Cooperation Framework 2022-2026 to ensure a long-term sustained and sustainable recovery.

Main findings

Since March 2020, when the first case was reported, Guinea-Bissau continues, as of mid-2021, to experience multiple waves of COVID-19 infection, with progressively worsening peaks in cases and deaths. While the first wave of the pandemic progressed more slowly than had been anticipated, Guinea-Bissau, like many other African countries, experienced a fast-evolving second wave from January to June 2021. Despite facing a second wave of more transmissible variants, Guinea-

Bissau relaxed the stringent public health guided lockdowns and social distancing measures that accompanied the first wave.

A third wave is now building up as this report goes to print — with the delta variant, a highly contagious strain of the virus. As of September 2021, there have been 6,087 cumulative confirmed cases and 133 deaths -- likely the tip of an iceberg, given the lack of reliable testing and reporting. Guinea-Bissau lags behind in access to lifesaving vaccines. As of July 2021 only 1.2 percent of the population has received a single dose of the vaccine, one of the lowest rates in Africa.

Targeted social safety nets for the poor are a critical part of efforts to stifle the negative impacts from the pandemic and protect the substantial gains made in the fight against poverty, food insecurity, and malnutrition. However, in Guinea-Bissau, such programmes remain extremely limited in both scale and coverage. Before the pandemic, social protection schemes reached only 0.3 percent of the vulnerable population in a country where 70 percent of the population lives under the national poverty line. While a framework law on social protection was adopted in 2007, the focus is on the formal sector, waged employees, through mandatory social insurance contributions. Informal workers who represent the bulk of the workforce are uncovered.

The pandemic has underscored the need to integrate education, health, food and nutrition strategies, to address multidimensional poverty in Guinea-Bissau. For example, investing in nutrition will save lives in the short term, while improving cognitive development in children, thereby improving education, will do so in the long term.

The private sector was hit hard by the pandemic and its economic disruptions. While the exact picture is still emerging, many businesses have scaled back their operations with implications on employment. Over 81 percent of firms recently sampled were short of liquidity. However, small businesses have shown greater resilience in terms of employee retention than anticipated. Small and Medium-size Enterprises (SMEs) recently surveyed by UNDP in Guinea-Bissau were more reluctant to lay off workers, even at the onset and peak of the pandemic, a pattern consistent with that of the region.

The slowdown in the economy and imperative to concentrate public money on COVID-19 related expenditures on health and social programmes has affected the macroeconomic balance and complicated prospects of a sustained recovery. In 2020, economic growth was - 2.4 percent (down from 4.5 percent in 2019). While growth is projected to rise to three percent in 2021, output will only return to 2019 levels in 2023. The IMF estimates that revenues excluding grants will drop 13 percent in 2019 to 12.1percent in 2020. This trend is expected to continue, with domestic revenues recovering at a sluggish pace to their pre-crisis level only by 2025. Introducing economic incentives towards a “green” and circular economy could accelerate the recovery process while providing important opportunities for firms in response to the crisis.

While the path to recovery remains highly uncertain, one thing is for sure: Guinea-Bissau should embrace this opportunity to build forward better, rather than return to the unequal, undiversified and unsustainable growth trajectory that existed before.

Building forward better

It is critical, first and foremost, to maintain essential health services. The scale of the COVID-19 outbreak exceeded all forecasts in the contingency plans of the government and the UN System. During the first wave, the mobilization of health service providers for the management and treatment of COVID-19 resulted in a shortfall of life-saving routine health services. Given the possibility for re-emergent 'waves' of the pandemic and considering the changing context and needs, it is crucial to prioritize essential health services. Efforts should prioritize crucial prevention and treatment services for infectious diseases, including immunizations. They should include services related to reproductive health, including during pregnancy and childbirth. Lastly, they should be fully and proactively inclusive, targeting all vulnerable groups, including those left furthest behind, such as people with disabilities and migrants.

Vaccination remains one of the most important public health measures in the toolbox to manage pandemics and their impacts. The most damaging downside risks to sustained recovery is the pandemic's persistence, prolonged through the introduction and spread of contagious new variants of the coronavirus. Without addressing chronic health system impediments to vaccine procurement, delivery, administration and hesitancy, systemic bottlenecks would put lifesaving commodities out of reach of the population including the most vulnerable. Until population-wide vaccination is achieved, public health interventions such as universal mask wearing, social distancing, hand hygiene, test and trace strategies, risk communication and community engagement strategies will continue to be needed to contain flare ups.

Expanding resilient, pro-poor and sustainably financed social protection systems remains critical. Access to non-contributory social safety-net schemes can make a lifesaving difference to vulnerable girls, boys, women and children, enabling them to meet their basic food and nutrition needs. Several social assistance initiatives are ongoing, underscoring the need for a coordinated approach to identify existing programmes, partners, and gaps and to build synergies and complementarities for potential new safety-net assistance and other project interventions.

The private sector needs to play a much more significant role in the country's recovery if Guinea-Bissau is to break out of its low and volatile growth trap. Given that the government has limited fiscal space to finance public investments, the country could tap into private sector financing by improving the business climate through informed regulatory and policy frameworks that better support MSMEs' potential to create wealth, jobs and inclusive growth.

There is a need to support small and medium-sized producers, vendors and informal workers most affected by the pandemic. Doing so will help ensure sustained local economic growth. This

includes the need to safeguard and upscale the supply chains from small producers to vendors. There is a need to promote the agricultural diversification and value chains that will reduce the economy's dependency on cashew nut production in the longer term.

All efforts should focus on economic diversification and prioritize gender equality and women's empowerment, as doing so will have a multiplier effect across all the SDGs. Diversification efforts, for example, could offer opportunities for MSMEs to operate in sustainable tourism, fisheries and increased processing and higher added value of agricultural products.

A key solution that could bring long-term economic gains is to raise productivity and reduce the scarring effects of the pandemic-induced recession on investment, employment, human capital, and the financial system. Investing in digital- and climate-friendly resilient infrastructure could go hand in hand to boost the economy's productivity, resilience, and growth.

It is essential to improve the transparency, accountability, and performance of the tax system in a sustainable and friendly manner to struggling businesses. Such domestic revenue mobilization is needed to increase expenditures on health and priority infrastructure. Tax policy will have to expand beyond traditional forms of indirect taxes to include modern and direct taxes, which are more progressive and focus on incomes and profits more than business activities. Guinea-Bissau has one of the lowest tax collection rates in the region, as measured by share of GDP. Rationalizing and simplifying the myriad of taxes in a critical sector like the cashew sector will improve the business climate and incentive more investment. There are currently multiple taxes and fees in the cashew sector that are distortionary and regressive, with their burden falling disproportionately on poor farmers and businesses.

Policy interventions for recovery often involve trade-offs, such as between different options or financial risks and non-financial risks. It is important to understand the distributional impacts of any intervention over time on the economy, the social and environmental sectors. Because of this, the government and its partners should analyse the distributional impacts of any proposed policy and base its choice of policy direction on reducing inequality, prioritizing the needs of those most left behind and addressing pre-existing and intersecting vulnerabilities and inequalities. All proposed interventions should be coordinated with all stakeholders so that information can be shared – to best inform policymaking and to improve the operational response. Clear communication on policy intentions and measures to protect the vulnerable is essential to build social support around difficult and emerging reforms and trade-offs.

In pursuing full social and economic recovery, it is critical to include the voices and contributions of two significant stakeholder groups: women and youth. It is crucial to involve women in decision-making to mitigate the negative impacts of the pandemic on livelihoods and planned investment for a sustainable and inclusive recovery. Likewise, building in a youth perspective and investing in the creativity and entrepreneurial spirit of the youth throughout the country will lead to innovative solutions to local challenges for the post-COVID-19 recovery. The youth are not just the future of Guinea-Bissau: they are its present.

Moving forward, it will be important to strengthen policymaking, planning and coordination in support of vulnerable groups. This may require upgrading the technical capacities of institutions in developing inclusive sectoral response strategies that are people-centred. More space could be given to civil society organizations to act as transparent monitors to ensure proportionality and transparency of policies, especially those limiting or impacting human rights. As incidences of violence against women and girls have risen during the pandemic, improved coordination between police, justice and non-justice sectors would help ensure that women and girls have safe access to protective services.

Improving democratic governance and accountability is needed to ensure a full recovery and to put the country back on course to rebuilds from the recent political and institutional crises. Without trusted and effective governance institutions, the “peaceful, just and inclusive” societies promised by SDG16 will be made ever more elusive by the fallout from the pandemic.

Resource mobilization and partnerships

The UN Secretary-General has laid out a vision for how the international community can deliver an effective, coordinated response to COVID-19, ensuring we keep the most vulnerable populations front and centre. While Overall Development Assistance (ODA) has been consistent globally, scaling up existing partnerships with key development partners will be necessary to put this Plan into action and to ensure Guinea-Bissau gets back on track with its development priorities. To support such efforts in low- and middle-income countries, the UN Secretary-General launched a UN Response and Recovery Trust Fund as one of the measures. Other funds have been activated but are in need of replenishment. The World Health Organization (WHO), which is leading and coordinating the global effort, has launched an appeal for US\$1.96 billion to fulfil the requirements of the 2021 Strategic Preparedness and Response Plan.

In 2020, the Global Fund to Fight AIDS, Tuberculosis and Malaria awarded nearly US\$1 billion to 106 countries to support their responses to COVID-19. Thanks to investments and contributions from a growing number of donors, they have been able to continue in 2021.

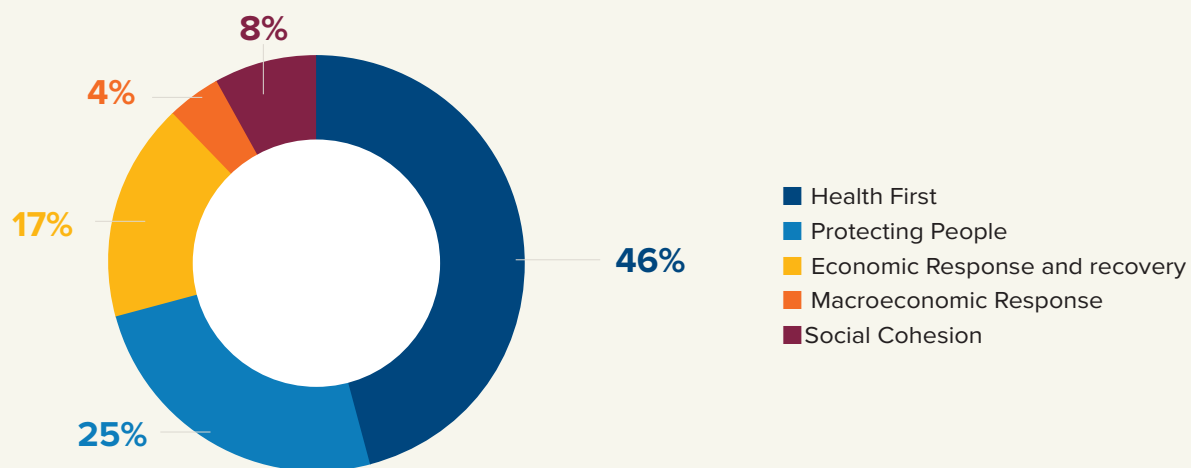
But more is needed and new partnerships will need to be sought and established. Most developing countries – and Guinea-Bissau is no exception – continue to lack sufficient domestic resources and fiscal space to fund adequate COVID-19 response and recovery measures. Thus, greater international cooperation and external finance – at the global, regional and local levels – will be crucial to fully implement the measures recommended in this SERP.

The UNCT, including the World Bank and the IMF, have mobilized \$152.5 million to support emergency response efforts in Guinea-Bissau and are working hard to identify sources for the additional \$2.5 million needed to fill the gap. The UNCT has repurposed and adapted existing programmes to integrate COVID-19 related challenges and priorities, but more is needed.

Table A: Detailed budget for UNCT Soco-economic Response Plan

Pillar	Activity Area	No. of Activities	Available	Gap	Contributing Agencies
Pillar 1	Response capacity and mitigate the impact of COVID-19	7	13,501,313	0	WHO, IOM, World Bank
Pillar 1	Health systems strengthening for timely response and stop COVID-19	15	20,518,827	0	UNDP, WHO, UNFPA, WFP, IOM, World Bank
Pillar 1	Surveillance, coordination and risks communication	2	7,008,115	0	IOM, World Bank
 1: Health First	TOTALS	24	41,028,255	0	6
Pillar 2	Social protection system	6	17 774 000	0	UNDP, WFP, World Bank, UNFPA, UNICEF
Pillar 2	Education and psychosocial support	6	18 146 643	0	UNICEF, WFP, World Bank
 2: Protecting People	TOTALS	12	35 920 643	0	5
Pillar 3	Recovery and resilience of SMEs including agriculture producers	6	22,886,655	0	IFAD, FAO, UNDP, WFP
Pillar 3	Strengthening supply- and value-chains	2	19,000,000	1 500 000	UNDP, World Bank, FAO
 3: Economic Response & Recovery	TOTALS	8	41,886,655	1500000	5
Pillar 4	Support to sustainable financing	2	1 600 000	800 000	RCO/UNCT, UNDP
 4: Macroeconomic Response	TOTALS	2	1 600 000	800 000	
Pillar 5	Enhance social cohesion	2	850,000	0	UNDP
Pillar 5	Strengthen resilience of communities	2	31,200,000	250 000	UNDP, World Bank
 5: Social Cohesion	TOTALS	4	32,050,000	250 000	2
FUNDING			152,485,553	2 550 000	

Figure A: Distribution of COVID-19 response activities



01

Introduction

1.1 Background

The “UN Framework for the immediate social-economic response to COVID-19”. (April 2020) sets out the context for the United Nations’ urgent socio-economic support to countries and societies in the face of COVID-19, putting in practice the UN Secretary-General’s Shared Responsibility, Global Solidarity Report. It is one of three critical components of the UN’s efforts to save lives, protect people, and rebuild better, alongside the health response, led by the World Health Organization (WHO), and the humanitarian response, as detailed in the UN-led COVID- 19 Global Humanitarian Response Plan.

This socio-economic response framework consists of five streams of work – an integrated support package offered by the United Nations Development System (UNDS) to protect the needs and rights of people living under the duress of the pandemic, with particular focus on the most vulnerable countries, groups, and people who risk being left behind.

The five streams of work that constitute this package include: 1) Ensuring essential health services are still available and protecting health systems; 2) Helping people cope with adversity through social protection and basic services; 3) Protecting jobs, supporting small and medium-sized enterprises, and informal sector workers through economic response and recovery programmes; 4) Guiding the necessary surge in fiscal and financial stimulus packages to make macroeconomic policies work for the most vulnerable (while strengthening multilateral and regional responses); and 5) Promoting social cohesion and investing in community-led resilience and response systems. These five streams are connected by a strong environmental sustainability and gender equality imperative to build forward better.

Fig 1.1 : Five pillars of the UNDS response



Each pillar focuses on tangible **deliverables and activities** that can support and guide the Government of Guinea-Bissau in designing and prioritizing its own response strategy. The report focuses on actions that all stakeholders in Guinea-Bissau can take to address the immediate, medium and long-term priorities to mitigate the effects of the crisis, and to build forward better in ways that support the achievement of the Sustainable Development Goals (SDGs).

In line with the UN framework for the immediate socio-economic response to COVID-19, all response efforts should focus on coordination of international engagement; data and analytics, including comprehensive multi-dimensional and gender-responsive analysis and forecasting; sector-specific and cross-sector policy advice, technical assistance on design and delivery of context-specific solutions; facilitation of partnerships and dialogue, capacity building and access to expertise; coalition building, notably on financing; and direct project implementation and delivery.

1.2 Key ingredients for building back better in Guinea-Bissau

The primary purposes of the UN's support to the people and Government of Guinea-Bissau are to help save lives, protect people, and build forward better. The integrated package led by the UN Development System (UNDS) aims to protect the needs and rights of people living under the duress of the pandemic and to focus on the most vulnerable groups and people who risk being left behind. The key ingredients of building forward better in short- and medium-term response strategies and policy proposals should first focus on emergency measures to strengthen the health response and minimize health risks and economic losses to livelihoods. The more medium to long-term strategies focus on the economy's recovery, the strengthening of its institutions and governance reform efforts and the consolidation of its democratic aspirations and long-term development plan. All actors involved should engage in a strategic conversation around shaping the recovery stage by building forward better, more sustainably and more equitably, with a strong emphasis on the most vulnerable groups.

In line with the UN framework for the immediate socio-economic response to COVID-19, the following has been presented as an optimal response strategy aimed at building forward better in the wake of the crisis:

- i. Stakeholder coordination and policy prioritization:** The country should prioritize policies to ramp-up the health system, including with proper funding, ensuring sufficient personal protective equipment, sanitary work conditions and a supplementary wage subsidy for healthcare workers fighting COVID-19.
- ii. Community response strengthening:** Raising community health workers' awareness of prevention and symptoms of COVID-19 through risk communication strategies and community engagement.
- iii. Social safety nets:** Safety net measures could go hand-in-hand with financial inclusion initiatives as they must reach as many people as possible, targeting the poor, gender

disparities, the informal sector, and food-insecure regions to prevent reinforcing existing inequalities. These are needed to counteract the effects of rising poverty and food insecurity and mitigate the short-term effects of loss of income for vulnerable populations.

- iv. Emergency support to small- and medium-sized producers:** Small and medium producers, vendors and informal workers have difficulty accessing credit and support. Tailored programmes could provide the chain of small producers to vendors, with special attention to gender and harnessing technology through e-platforms.
- v. Continuity of essential Government services:** Support to essential functions of Government operable through well-structured business continuity plans and equipment.

In order to ensure optimal, sustained impact that builds in resilience, these short-term measures should be focused on the most vulnerable segments of the population, thereby reducing the likelihood that no one be left behind. These efforts should also sustain the economic recovery of the activities of the small' and medium-sized enterprises and the continuous provision of basic government services. These are rightly focused on the immediate humanitarian needs but should be accompanied by more medium- to long-term measures that should amongst others include the following components:

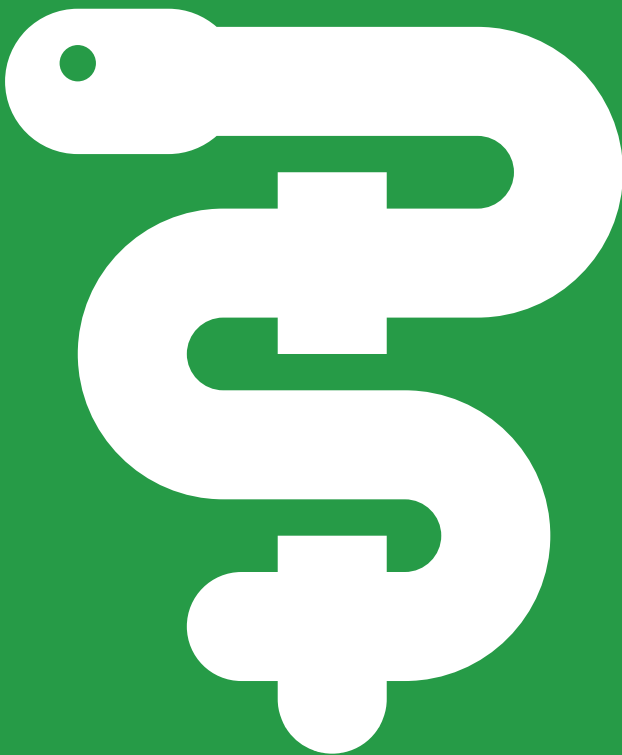
- i. Strengthening the healthcare sector:** The Government and its partners should take this opportunity to accelerate health investments for medical dimensions of the pandemic and for immediate, medium and long-term primary healthcare in all regions of the country. The focus should be on governance including better management, domestic health financing, health staff training and retention policy, infrastructure (including health information systems, supply chain of medicines and medical products, energy, water, sanitation and hygiene), service delivery aiming to accelerate progress towards universal health coverage.
- ii. Agricultural sector diversification and strengthening:** Guinea-Bissau's economic dependency on raw cashew nut is exacerbating the socio-economic impact. Food insecurity, malnutrition and poverty could all be mitigated by diversifying local agricultural production. Diversification efforts must go well beyond cashew: diversification of agriculture, sustainable tourism, the blue economy, and solutions to creating conditions for a more formalized economy.
- iii. Strengthening governance and institutional reforms:** Continuous support towards existing efforts aimed at strengthening democratic governance, citizens participation (with a special focus on women), judiciary system strengthening, and reform to promote the rule of law, and youth involvement in governance are critical components of strengthening and sustaining the medium to long term recovery effort. Building in a youth perspective and investing in the creativity and entrepreneurial spirit of the youth throughout the country will lead to innovative solutions to local challenges for the post-COVID-19 recovery.

- iv. Strengthening of capacity for development planning and implementation:** The crisis has exposed the risks of not having and implementing a long-term comprehensive development plan. It is imperative to strengthen the Government's capacity to prepare, react and recover from the multidimensional nature of this and future crises. In this regard there is both the need to update and accelerate the implementation of the national development plan.
- v. Resource mobilization and global partnerships:** Confronted with resources scarcity and COVID-19 inspired hardship, the solidarity of the global development fraternity and regional partners is imperative to sustain the recovery efforts. Support from development partners and funding should be harnessed and channeled into the identified priority sectors and programmes. The UN for example, will have to reprioritize its support based on the most pressing needs. Further the UN will need to raise more resources to meet these needs.

If implemented properly and in a coordinated manner, these short-, medium-, and long-term strategies should produce an economy-wide recovery that puts the country on track to achieving the vision of Agenda 2030. The identified elements are important for a recovery effort aimed at building forward better. This should ensure essential health services are available quickly while strengthening health systems for greater resilience towards future threats. It should further help to build community resilience and strengthen social protection measures, while protecting jobs and supporting small- and medium-sized enterprises. These identified priorities are examined in greater detail with the ongoing interventions by development partners in the subsequent chapters and sections. The SERP thus articulates the UN's commitment to supporting the areas of concern identified in the socio-economic impact assessment in addition to the ongoing pre-pandemic programmes of the United Nations Development Assistance Framework (UNDAF 2022-2026).

02

Health first – strengthening the health system



2.1 Situation assessment

Guinea-Bissau has the world's second most fragile health system, with a maternal mortality rate estimated at 900 / 100,000 live births. Given the unique history of persistent political crises in the country and the slow pace of institutional reforms implemented in the last two decades, the country's health system was ill-equipped to deal with the consequent challenges that have emerged with the pandemic. Some of these challenges include poor infrastructure, inadequate number of quality health workers, low public spending, inadequate clinical and managerial training systems, a malfunctioning referral system, non-operational health-information systems, weak governance and inadequate management capacity and systems (such as budgeting, public financial management and human resources management).

In addition to numerous structural and systemic challenges, the full realization of the right to health in the country is hampered by multiple other obstacles such as endemic poverty, gender inequality, and deficits in access to food, education, and safe drinking water and sanitation. The limited and inadequate infrastructure and other challenges to the availability, accessibility and quality of the healthcare system is exacerbating the situation, creating a need to promote and enhance accountability for, participation in and monitoring of the public health system. This situation necessitates a comprehensive response to the COVID-19 pandemic that targets health outcomes, addressing fundamental vulnerabilities generated from within other related sectors that have an impact on the health system.

Since March 2020, when the first case was reported, Guinea-Bissau has continued to experience multiple waves of the SARS-COV-2 viral infection, with varying numbers of cases and deaths. While the first wave of the pandemic progressed more slowly than had been anticipated, Guinea-Bissau, like many other African countries, experienced a fast-evolving second wave between January to June 2021. Despite facing a second wave of more transmissible variants, Guinea-Bissau has relaxed the stringent public health guided lockdowns and social distancing measures that accompanied the first wave. The second wave has eased; however, a third wave is building up as this report goes to print — with the delta variant, a highly contagious strain of the virus. As of August 2021, there have been 3,961 cumulative cases and 70 deaths.¹

Guinea-Bissau unfortunately lags far behind in providing access to lifesaving vaccines. With no bilateral supply arrangements with manufacturers, the country relies entirely on international donors. More than 676,650 doses have been received bilaterally, including COVAX, African Union, and partners² Vaccination performance remains very low. As of September 2021, a total of 83,294 doses have been administered, one of the lowest levels in the region— 0.02 people vaccinated per 100 people³.

1 <https://covid19.who.int/region/afro/country/gw>

2 <https://app.powerbi.com/view?r=eyJrIjoiZmMwYzJiZjktZWE5MS00ZjlkLThkZjltZjlkNWNiZjc5OTc1IiwidCI6ImY2MTBjMGI3LWJkMjQ0NGIzOS04MTBiLTNkYzI4MGFmYjU5MCIslmMiOjh9>

3 <https://ourworldindata.org/covid-vaccinations>

2.2 Overall recommendations

The UNCT has been supporting Guinea-Bissau's emergency response to COVID-19 since March 2020, learning lessons along the way. Below are some key recommendations based on these lessons, addressing the medium and long-term needs of the crisis. The proposed approach seeks to ensure the country can respond effectively to such pandemic outbreaks in the future.

The UN development system is committed to strengthening and scaling up all aspects of preparedness and response contained in the five strategic pillars of the National Contingency Plan: emergencies coordination, health surveillance, communication and community engagement, infection prevention and control and clinical case management.

Support to the public sector remains a crucial element in strengthening the health system to effectively respond to the COVID-19 pandemic and other future health emergencies. Priority emphasis is given to improving essential health services for most-at-risk population groups, including women, children under five, adolescent girls and boys, the elderly, people with disabilities, migrants and urban and rural populations.

The UN has worked closely with national authorities since the outset of the pandemic. The Government's health response has been coordinated by the Ministry of Health through the Centre for Emergency Operations in Health (COES), with direct support from WHO. The Government has developed its National Contingency Plan to strengthen preparedness, early warning and response capacities against the COVID-19 outbreak. In support of the National Contingency Plan, the UN system in Guinea-Bissau has developed a joint COVID-19 Operational Support Plan. The Plan focuses on those furthest left behind.

Vaccines are a critical tool in the battle against COVID-19, and ensuring herd immunity through vaccination is the best strategy in combatting the pandemic. To achieve this, approximately 70 percent of the population will need to be vaccinated. The UN system will support the Government in coordinating and planning this approach. Support will be provided to access, allocate, deploy, and administer key vaccines. This will include putting in place appropriate systems for monitoring and evaluating COVID-19 vaccination delivery, gathering information from facilities and ensuring the necessary human resources are in place to ensure cold chain security, logistics, and infrastructure for distributing the vaccines.

As vaccine plans are rolled out, an inclusive response that is informed by public health imperatives will be essential to slow the transmission of the virus and enable an equitable recovery. Vaccination is a resource-intensive activity. It is important that resources also be invested in reestablishing other essential services, while also supporting COVID vaccination campaigns.

While vaccines are important, on their own, they remain insufficient to stop the spread of the virus and its variants. No vaccine is 100 percent effective. Basic public health preventive measures such as social distancing, masking, testing and contact tracing are still needed, given the evolving

nature of viral variants, which may undermine any progress towards achieving population-wide immunity. Recent research shows that fully vaccinated peoples can still get infected, even though their chances of getting severely ill are much lower than without the vaccines.⁴ Research is continuing into the new variants of concern and whether the vaccines are as protective against these strains.⁵ In fact, a recent study has shown reduced sensitivity of SARS-CoV-2 variant Delta to antibody neutralization by vaccines and natural immunity.⁶

The sheer scale of the pandemic has exceeded all forecasts in the contingency plans of the Government and the UN. During the first wave, there was a severe lack of routine health services due to 1) the vast majority of health service providers being mobilized to respond to and support COVID-19 patients; and 2) the high number of healthcare workers who became infected with the virus. As the second and third wave rage, it is important to prioritize essential health services, taking into the consideration their changed context and local needs. Efforts should target high priority services including essential prevention and treatment services for communicable diseases, including immunizations; services related to reproductive health, including during pregnancy and childbirth; core services for vulnerable populations, such as infants and older adults. Services to vulnerable groups, particularly those furthest left behind such as people with disabilities and migrants.

2.3 Immediate-term support measures

Strengthen the national healthcare system to respond to the pandemic

- ➔ Assess and strengthen the crisis coordination mechanism of MoH to support the epidemiological surveillance and adequate management of the health system, including at all levels.
- ➔ In partnership with WHO, develop digital solutions for operational monitoring and forecasting of the spread of COVID-19 in Guinea-Bissau, including through contact tracing, and by providing remote COVID-19 patient management in a manner that will protect medical personnel from potential direct exposure.
- ➔ Develop COVID-19 contaminated waste management systems at the hospital level and build capacity for the local medical staff in cooperation with WHO.
- ➔ Engage with patients' organizations to deliver COVID-19 prevention messages and provide counselling for hard-to-reach and/or vulnerable populations.

4 [https://www.who.int/news-room/q-a-detail/coronavirus-disease-\(covid-19\)-vaccines?adgroupsurvey={adgroupsurvey}&gclid=Cj0KQCjwXJqHBhC4ARIsAChq4au7vh6wosr9bIN7YZN4B1-W7rfkXf7kArgGD0R4ZIQN0BNbggcAc9waAhw4EALw_wcB](https://www.who.int/news-room/q-a-detail/coronavirus-disease-(covid-19)-vaccines?adgroupsurvey={adgroupsurvey}&gclid=Cj0KQCjwXJqHBhC4ARIsAChq4au7vh6wosr9bIN7YZN4B1-W7rfkXf7kArgGD0R4ZIQN0BNbggcAc9waAhw4EALw_wcB)

5 Rossman, H., Shilo, S., Meir, T. et al (2021). COVID-19 dynamics after a national immunization program in Israel. *Nature Med* 27, 1055–1061 (2021). <https://doi.org/10.1038/s41591-021-01337-2>

6 Planas, D., Veyer, D., Baidaliuk, A. et al (2021). Reduced sensitivity of SARS-CoV-2 variant Delta to antibody neutralization. *Nature* (2021). <https://doi.org/10.1038/s41586-021-03777-9>

- Develop capacities of the crisis management structures of the Government to improve inter-ministerial multi-sectoral emergency response coordination and long-term COVID-19 response planning, which focuses on the socio-economic recovery and medium and long-term sustainable development.
- Provide relevant technical expertise by setting up crisis coordination management units in executive bodies.
- Develop draft multi-sectoral emergency COVID-19 response policies (socio-economic sector; health sector; education; human rights; gender equality) for sustained and gender-responsive progress towards SDG.
- Inform the population about prevention methods through the application of barrier measures
- Facilitate an inclusive and participatory consultative process with major think tanks and CSO on related government policies.
- Strengthen the implementation of the National Deployment and Vaccination Plan (NDVP).
- Establish a digitalized vaccination monitoring mechanism.
- Establish a digitalized mechanism for stock management.
- Strengthen local capacities through targeted training to local human resources personnel to build health system resilience.
- Develop and implement plans for training workers at healthcare facilities and Points of Entry (PoE) in the necessary Standard Operating Procedures for their activities.
- Provide essential equipment and materials for the surveillance, laboratory, infection prevention and control, risk communication and case management, activities in healthcare facilities, communities and points of entry.
- Ensure emergency procurement of medicine, lab tests/reagents, personal protective equipment and other consumables (including for oxygen therapy such as oxygen tanks, and associated connectors and filters).
- Operationalize the equipped ambulances recently donated to the COVID-19 response in the country as the country moves towards the establishment of the National Medical Emergency Care System; (the idea is to integrate this their management within a revamped Call Centre mechanism).
- Reinforce surveillance, especially in the regions and PoE which are weak in reporting.
- Generate a context-based list of essential health services and ensure the particular needs, including socio-cultural of each vulnerable and marginalized population group, are addressed.
- Ensure continuity of mental health and psycho-social support interventions, both for those involved in the COVID-19 response, and for citizens experiencing additional distress and hardship as a result of changes to their livelihoods or other circumstances.

- Ensure decent working conditions, including implementing occupational health and staff safety measures including psychological support for all healthcare workers.
- Initiate e-governance in the health sector.

2.4 Medium-term support measures

- Develop and implement a costed plan for maintaining equipment, vehicles and infrastructure.
- Develop and implement a budgeted, human resources for health strategic plan and monitoring and evaluation plan.
- Strengthen the DHIS2 health information system and expand access to health data.
- Strengthen the governance capacity at the Ministry of Health, i.e. by providing support for developing terms of reference for the different directorates, programmes and their coordination.
- Establish a consolidated and sustained National Medical Emergency Care System.
- Establish a mechanism for supporting the transportation of medical supplies and tests to isolated areas of Guinea-Bissau, using innovations including drones.

2.5 Long-term support measures

- Increase the country's capacity to produce oxygen by building a new oxygen plant or expanding the capacity of existing plants and ensuring their preventive and corrective maintenance.
- Increase the quantity and quality of healthcare workers and strengthen retention policies.
- Improve the integration of community health workers and traditional practitioners in the health system.
- Develop a health sector financing strategy to increase the domestic budget and improve the efficiency and accountability of the health system.
- Strengthen the health system to be more resilient and oriented towards a universal primary healthcare approach.

2.6 UN Development System value propositions and support

The UN has been active in supporting the healthcare sector in Guinea-Bissau since the country's independence in 1974. The UN development system collectively brings a wealth of international and national technical expertise to support the healthcare system in Guinea-Bissau, to better address the current and evolving COVID-19 crisis and to build resilience against possible future

crises. The UN development system value proposition is in the areas of analysis and advocacy, technical assistance, service delivery and capacity building.

WHO is the lead agency for health and has provided continuous technical assistance and guidance to the Ministry of Health and High Commission for COVID-19 in the area of coordination. WHO also provides technical support on active surveillance of COVID-19 in all regions of the country through surveillance teams in the field; provides capacity building for case management and keeps the clinical team up-to-date on the most recent treatment guidelines according to the highest international standards; provides capacity building on Infection Prevention and Control and risk assessment of the health facilities and healthcare workers; and supports the scaling up of a national laboratory network;

In responding to COVID-19, **UNICEF** remains committed to establishing effective linkages between humanitarian action and development programming, contributing to peacebuilding, and supporting countries to strengthen capacities and systems. The organization is performing a critical enabling role in Guinea-Bissau to deploy new vaccines, therapeutics and diagnostics for COVID-19 in 2021.

UNFPA has a unique capacity to advise in areas pertaining to sexual and reproductive health and rights, including on issues of gender-based violence. UNFPA applies a people-centered and human rights-based approach and uses its extensive understanding and data to provide support for the community-led programmes. UNFPA also distributes personal protective equipment for health workers and is supporting the health system where needed.

UNDP has been managing the Global Fund resources in Bissau since 2003 and has supported the national health authorities in the implementation of their response to HIV, TB, and Malaria, including data management, procurement and supply chain management of medicines and medical products. UNDP has undertaken emergency procurement for COVID-19 related medical products and has supported the emergency call centre that has been set-up as part of the response to the disease. UNDP will continue to help mitigate the impact of COVID-19 on HIV, TB and Malaria. UNDP will work to strengthen the health system to deliver quality and accessible services to all populations, including the most vulnerable. UNDP also is developing telemedicine infrastructure to expand health services into remote areas. Lastly, to ensure widespread participatory support for Government policies, UNDP is facilitating spaces for dialogue and inclusion of all sectors of civil society, with an emphasis on healthcare workers and first responders.

Migrants and displaced populations, among other groups, have been especially vulnerable to the pandemic's consequences. Many live in crowded conditions where the risk of infection from COVID-19 or other diseases is high. IOM is the leading international organization in the field of migration and is working to scale up essential public health measures and promote mobility-sensitive health systems.

The **World Bank** is providing emergency support for health interventions aimed at saving lives threatened by the virus. The Bank intends to support the COVID-19 Vaccine Project, within the COVID-19 Strategic Preparedness and Response Programme framework, to enable affordable and equitable access to COVID-19 vaccines and to help ensure effective vaccine deployment in Guinea-Bissau through vaccination system strengthening. The project will support the implementation of the COVID-19 National Vaccine Deployment Plan (NVDP) for the most vulnerable population and ensure the necessary conditions are in place to strengthen Guinea-Bissau's ability to respond to COVID-19 pandemic. In line with the WBG COVID-19 Crisis Response Approach Paper, and as part of the relief stage, the Bank will continue to support the ongoing Regional Disease Surveillance Systems Enhancement Project. This initiative supports the national COVID-19 response through the procurement of ambulances, essential medical equipment, personal protective equipment (PPE), and laboratory supplies.

Table 2.1: UN Development System areas of expertise and focus

Activity Area	No. of Activities	Budget	Contributing Agencies/Donors
Response capacity and mitigate impact of COVID-19	7	13,501,313	WHO, IOM, World Bank
Health systems strengthening for timely response and stop COVID-19	15	20,518,827	UNDP, WHO, UNFPA, WFP, IOM, World Bank, Japan
Surveillance, coordination and risks communication	2	7,008,115	IOM, World Bank
TOTALS	24	41,028,255	

Figure 2.1 PILLAR 1 Planned & Ongoing Activities by Agencies

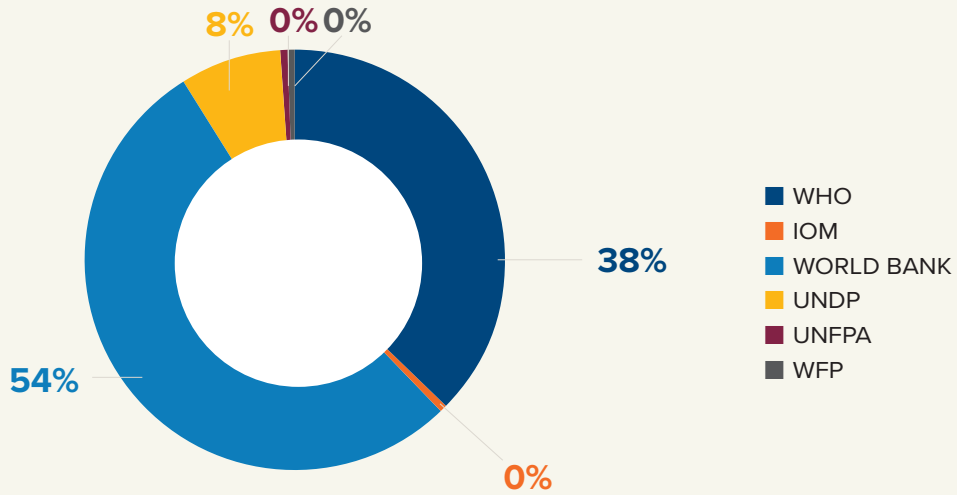
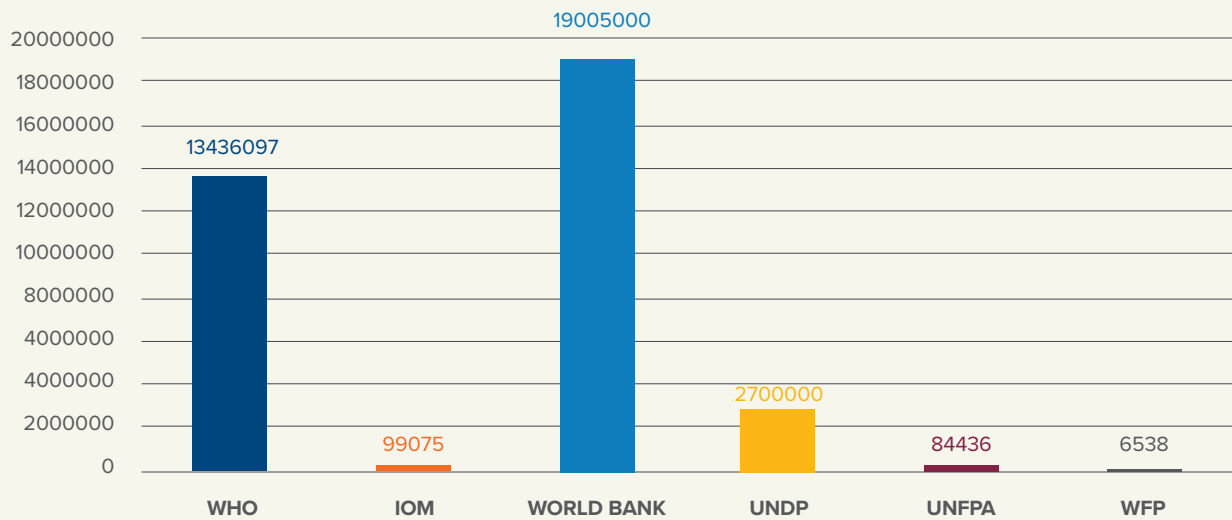


Figure 2.2 Health Pillar Planned & Ongoing Activities (USD)



03

Protecting people through social protection and basic services



3.1 Situation analysis

In Guinea-Bissau, as in many other African countries, COVID-19 and the measures taken to contain its spread have negatively impacted the socio-economic situation more than the health sector. Even before the pandemic, food security and nutrition were major challenges. Data from the Food Security and Nutrition Monitoring System (FSNMS) conducted collected in September 2019 by WFP in partnership with the country's Ministry of Agriculture and Forestry (MAF) and the National Institute of Statistics (INE), showed that 33 percent of the population (421,850 people) living outside the capital city Bissau, were multidimensionally poor, experiencing simultaneous deprivations across all key dimensions (education, health, living conditions and food security).

Formal employment in Guinea-Bissau remains extremely limited and most people work under precarious contractual conditions, with implications on their ability to cope with the socio-economic consequences of the pandemic. Data from the FSNMS show that about two-thirds of households in urban areas have limited access to regular income, and depend on the informal economy. More than 60 percent of households in urban areas rely on jobs that have been affected by COVID-19 restrictions, such as informal traders, street food vendors, daily skilled or unskilled workers, domestic workers, and public transport drivers. Informal trade is the most common activity among women in urban areas.

The safety net system in Guinea-Bissau remains cobweb thin, with 96 percent of the budget provided by development partners. The non-contributory social assistance programmes include cash transfer, school feeding and critical health interventions. To mitigate the immediate impacts of the pandemic, the Government (as of March 2021), has made emergency allocations of XOF222 million (US\$ 0.4 million) to provide medicine, food, and medical equipment; and XOF580 million (US\$ 1 million) to distribute 20,000 bags of rice and 10,000 bags of sugar throughout the country, including in distant areas. As additional actions, the Government increased the targeted number of families to benefit from food support from an initial 3,000 to 20,000 and has provided other support to families (XOF 100 million)⁷.

While a framework law on social protection was adopted in 2007, the focus is on the formal sector, waged employees, through mandatory social insurance contributions. Informal workers who represent the bulk of the workforce remain uncovered. There is no effective system of universal social protection based on non-contributory coverage for vulnerable populations, including children, disabled, elderly, pregnant women etc.

⁷ Ministério das Finanças da Guiné-Bissau <https://www.mef.gw/publicacoes/boletim-trimestral-de-conjuntura>; <https://www.mef.gw/publicacoes/boletim-trimestral-de-conjuntura>

3.2 Overall recommendations

Social safety nets remain extremely limited in their scale and coverage. Before the pandemic, coverage of social safety net in the country only reached 0.3 percent of vulnerable population compared with over 70 percent of the population living under the national poverty line⁸.

Expanding resilient and pro-poor social protection systems remains a critical area of required support. Access to non-contributory emergency social safety nets schemes can make a life-saving difference to vulnerable girls, boys and women with children, enabling them to meet their basic food and nutrition needs. Several social assistance initiatives are ongoing, underscoring the need for a more coordinated approach to building synergies and complementarities. It is worth noting that donors fund more than 95 percent of social assistance programmes to vulnerable populations in Guinea-Bissau⁹.

There is a need to improve the design of social safety net assistance programmes. Better targeting tools that incorporate gender and other vulnerability dimensions will help prioritize the most affected families and households. Potential needs-based criteria include poor households, families having children under two years, malnourished children or those suffering from chronic illness, disabilities, pregnant and breastfeeding mothers, and households headed by women working in the informal sector who have lost their jobs. The special needs of refugees should also be considered.

Despite women's active economic engagement, their participation in the labour market continues to be marked by significant gender-based discrimination and informality. Household survey data show that approximately 80 percent of women aged over 15 were economically active (79 percent in Bissau and 81 percent in regions outside Bissau). In fact, women are more likely to have vulnerable employment (84 percent) than men (68 percent). They also constitute a lower share of wage and salaried workers (15 percent) than men (30 percent)¹⁰.

There is scope to leverage existing social protection instruments to provide targeted transfer to households affected by COVID-19. Use of digital delivery mechanisms would enhance the national capacity to address food and nutrition needs of populations affected by the pandemic. Digital initiatives should ensure that data privacy standards are guaranteed.

Without accelerated scaling up of safety net interventions, there is a limit to targeting, even when done perfectly. The targeting approach will remain unable to match the scale needed to protect the number of vulnerable populations who have plunged further into extreme deprivations from the COVID-19 induced economic recession. Providers also will need to expand benefits to meet the growing needs of affected people.

8 World Bank data

9 World Bank (2018). Realizing the full potential of social safety net in Africa.

10 Republic of Guinea-Bissau (2019). Harmonized Household Survey. Bissau, Guinea-Bissau.

In the interest of sustainability and effectiveness, it is critical for the Government and its partners to organize social safety net interventions within a broader national strategy for social protection. No national social protection policy exists with a non-contributory social safety net as a core pillar. At present, the legal basis for such policies is limited to the constitution, which only has provisions for contributory social safety nets targeting active workers and those who are retired or sick¹¹. Support to non-contributory social safety nets is provided by article 58 of the constitution, which calls for the progressive realization of economic and social rights. While non-contributory social safety measures are included in the national development plan, there lacks a coherent policy with insufficient resources to meet the current context and requirements.

Measures should be taken to mitigate the risks of the social impact of the coronavirus on the education of children. Scaling up safe school operations and the continuity of learning and well-being for children and youth, especially for the most vulnerable affected by the outbreak, will strengthen human capital for sustainable and inclusive recovery.

3.3 Immediate-term support measures

- Provide support to the most vulnerable girls, boys, women and men in targeted regions through stepping up access to non-contributory social protection schemes.
- Support secured learning for all children and adolescents.
- Provide water, sanitation and hygiene to the most vulnerable households and groups including children.
- Strengthen data management, including collection, analysis, mapping of beneficiaries and protection of privacy.
- Develop a digital cash transfer and management system to address food and nutrition needs to of food insecure and vulnerable populations.
- Ensure continuity of social services and psychosocial support, including measures to end gender-based violence for migrants and local communities.
- Provide support to identify the most vulnerable cashew growers and vulnerable communities along the value chain in select regions of the country. Technical assistance should target activities in growing, harvesting, treatment and storage of cashew. Assistance should also include procurement, storage and delayed sales of Raw Cashew Nuts and support farmers access to inputs for the agricultural campaign.

11 Article 46 Guinea-Bissau's Constitution of 1984 with Amendments through 1996

3.4 Medium-term support measures

- Provide support to drafting and implementation a comprehensive social protection policy that includes people with disabilities, gender-based violence and child labour.
- Build the capacity of government institutions to develop and manage social protection schemes effectively.

3.5 Long-term support measures

- Support the development of an effective national social protection system based on clear vulnerability criteria within a coherent legal framework. Ensure it covers all vulnerable groups, including those with disabilities.
- Prohibit early and forced marriages, female genital mutilation, domestic violence, and child labour, and promote social and family reintegration.
- Reinforce public support for social inclusion programmes in particular non-contributory social safety nets initiatives as well as establish community social agents in all regions.
- Support the approval and implementation of a national family policy with an action plan that includes the development of reliable databases of people with disabilities.
- Extend the school canteen programme to all public schools in the 1st, 2nd and 3rd cycles of basic education.
- Support national authorities develop a stable funding mechanism for the national social protection system.

3.6 UN Development System value propositions and support

The UN development system value proposition for this pillar is in analysis and advocacy, technical assistance, service delivery and capacity building.

FAO is working to ensure the continuity of the critical food supply chain for the most vulnerable populations as a key determinant of food security and nutrition.

IOM is working with the Government to mitigate the impact of COVID-19 on crisis-affected populations and to alleviate the pressure on social protection systems. It is doing this by providing life-saving humanitarian support and protection assistance for migrants, displaced populations, host communities, and people on the move.

UNFPA is the lead agency for the Gender-Based Violence Area of Responsibility (AoR) under the UNHCR-led Protection Cluster. Given the rise in gender-based violence, UNFPA provides support to national governments to ensure the continuity of life-saving services for survivors of gender-based violence and the most at-risk women and girls during COVID-19.

UNICEF is providing support in the areas of water, sanitation and hygiene (WASH). It is also providing support to national authorities to develop preventive measures to ensure schools settings are safe. UNICEF is providing protection services for children and their families, and supporting a framework for risk communication. UNICEF support is also based on a system approach to strengthening the efficiency, effectiveness and transparency of national social protection investments, including costing, investment cases, fiscal space analysis and identification of potential sources of finance.

UNDP has a corporate track record of supporting national authorities, especially in crisis countries, in the definition of social safety nets and sustainable funding for health. UNDP will work to establish microinsurance schemes and delivery systems targeting vulnerable groups left behind by the limited social protection system. Work will also include sustainable livelihoods, resilience to shocks and vulnerability. UNDP will also support the establishment of a national social protection database. UNDP will work to mainstream decent work principles into inclusive growth and sustainable development and private sector and financial inclusion initiatives. Support will also be provided to formulate national policies, strategies and regulatory frameworks on social protection.

The **WFP** is the world's largest humanitarian agency addressing hunger. It provides technical support to the Government to implement the integrated management of acute malnutrition protocol and its stunting prevention programme. WFP has developed extensive experience, local knowledge and strong relationships with both the Government and local civil society organizations and development partners.

The **World Bank's** Country Partnership Framework 2018-2021 was extended through 2023, and will continue to provide social relief to protect the poor and vulnerable populations from the economic and social crisis triggered by the pandemic. The Bank will support Guinea-Bissau to scale up access to quality basic services, expand economic opportunities and enhance resilience. World Bank support will strengthen social safety nets to protect against income shocks. The Bank has provided a one-time cash transfer to households under the Safety Nets and Basic Services Project to mitigate the impacts adverse socio-economic impacts of COVID-19. The Bank has provided immediate food security support to distressed and vulnerable population under the Guinea-Bissau Emergency Food Security Project as well as strengthened policies, institutions and investments for resilient and sustainable recovery. A Performance and Learning Review (PLR) is underway.

Table 3.1: UNDS organizations working on Pillar 2 – Protecting people through social protection and basic services

Activity Area	No. of Activities	Budget	Contributing Agencies
Social protection system	6		UNDP, WFP, World Bank, UNFPA, UNICEF
Education and psychosocial support	6		UNICEF, WFP, World Bank
TOTALS	12		5

Figure 3.1 Pillar 2 Budget of Planned Activities (USD)

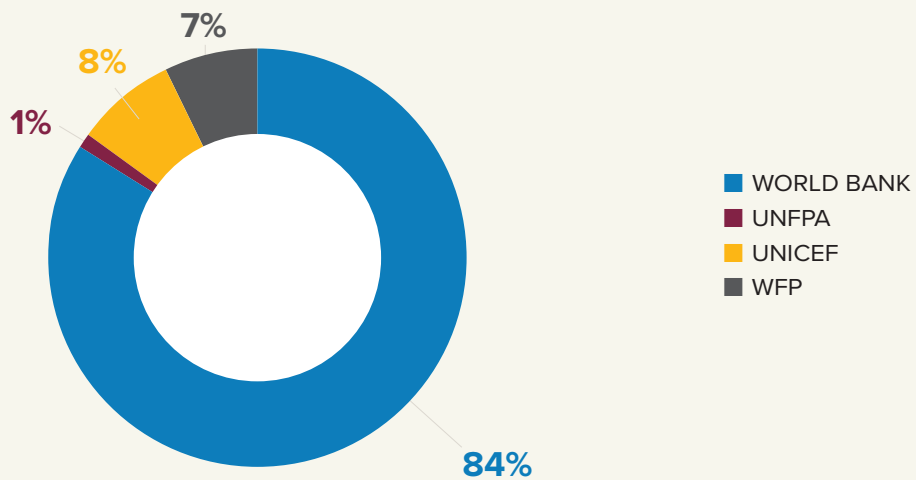
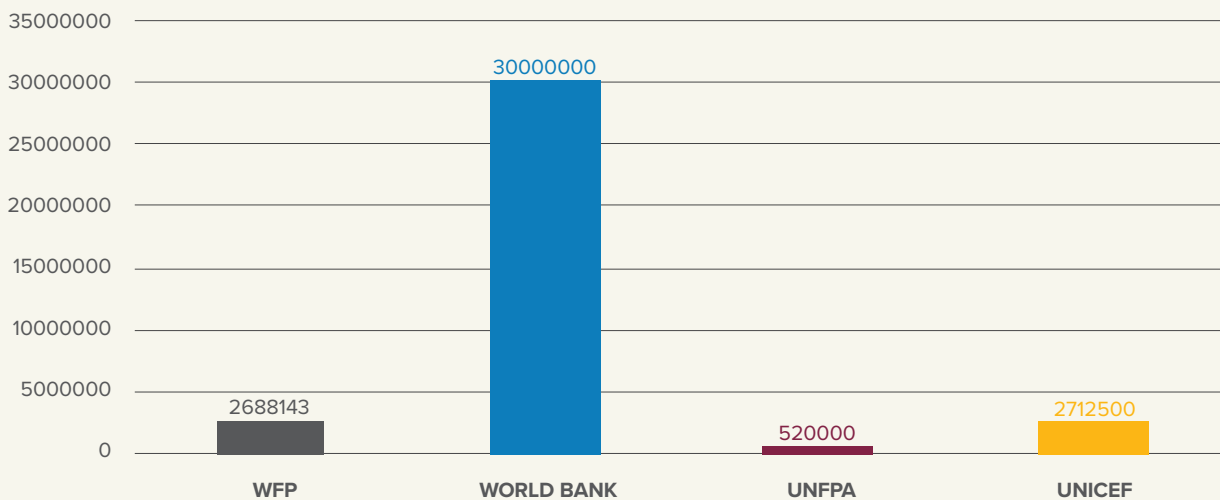


Figure 3.1 Pillar 2 Budget of Planned Activities (USD)



04

Economic response and recovery – protecting jobs, businesses and informal sector workers



4.1 Situation Analysis

The COVID-19 pandemic continues to amplify pre-existing vulnerabilities, holding back the ability of the economy to enable business development and create much-needed jobs for the fast-rising young population. While the pre-COVID economy experienced some structural transformation favouring the tertiary sector, the direction of change has been accompanied by increased informalization and stagnation of productivity, postponing the benefits of the demographic dividend of the large working-age population. The private sector remains underdeveloped and anchored in agriculture and service sectors. Most firms are small, credit constrained, unregistered and unincorporated. A recent harmonized household survey showed that over 87 percent of jobs in the private sector are informal¹². Wage employment, primarily dominated by men, and concentrated in the services sector in Bissau, accounts for only 13 percent of overall employment. There is low labour productivity. The agriculture sector employs 58 percent of the working population, while non-agriculture self-employment accounts for 27 percent of the workforce. With no social security, the informal workforce remains unprotected from the adverse and protracted impacts on jobs.

The pandemic and its economic disruptions deeply impacted the private sector. While the exact picture is still emerging, many businesses have scaled back their operations with implications on employment. Like in most African countries, the degree of impact in Guinea-Bissau has varied across firm size, sector and status. According to a recent random survey of medium- and small-sized enterprises in Guinea-Bissau conducted by the United Nations Development Programme (UNDP), the average closure of firms in response to the pandemic restrictions were 143 days¹³. While lockdowns are being relaxed and most businesses have reopened, year-on-year drop in sales revenues remains high at 29 percent. Profits have dropped by 16 percent compared with 2019.

Without proportional reductions in overhead costs, the contraction in sales continues to put businesses in distressed financial situations. Over 81 percent of firms recently sampled were short of liquidity. However, small businesses have shown greater resilience in terms of employee retention than anticipated. Small- and medium-sized enterprises (SMEs) recently surveyed in Guinea-Bissau were more reluctant to lay off workers, even at the onset and peak of the pandemic, a pattern consistent with that of the region¹⁴. The relatively big adjustment of sales, costs, and profits rather than employment suggests that small businesses are actively resorting to other coping mechanisms rather than laying off workers. How long this will last, remains unclear, given the uncertain evolution of the emerging second wave of the pandemic and its impacts on the economy.

12 INE (2019). Integrated Regional Employment and Informal Sector Survey.

13 UNDP (2021) Forthcoming: Building back better for SMEs in Guinea-Bissau

14 Arezi, R et al (2021). Shaping Africa's Post- COVID Recovery. Center for Economic Policy Research. CEPR

While the Government has formulated its Socio-economic Response Plan (Strategy for Development, Employment and Industrial Promotion 2020-2024), implementation remains limited, particularly concerning SMEs. The Government has provided direct support to the agricultural campaign and used the BCEAO special refinancing window for “COVID-19 T-Bills” to provide on-lending by domestic commercial banks to the cashew nut sector. In addition, in June 2020, the West African Development Bank (BOAD) decided to create a XOF 100 billion window for extending 5-to-7-year refinancing of bank’s credit to SMEs in the 8 WAEMU member countries.

4.2 Overall recommendations

The private sector needs to play a much greater role if Guinea-Bissau is to break out of its low and volatile growth trap, especially in the post-COVID-19 era. Given that the Government will have limited fiscal space to finance public investments post-COVID-19, and in a context of an expected volatility of external assistance, the country may need to tap into private sector financing to deliver what is needed. To do this, it will need to improve the business climate in ways that better support SMEs’ operations to create wealth, jobs and support inclusive growth.

Providing greater access to innovative and adapted financial products remains the key ingredient to support businesses to move up the value chain, improve efficiency and contribute to the diversification of the economy. SMEs will need fast, targeted and coordinated support, combined with tailored financial support that includes improved tax and labour policies. Policies should aim both to protect workers from exposure to the disease at their workplace and ensure workers’ access to income support. Access to formal banking services remains limited, underscoring the need for interventions in this sector. Microfinance is still embryonic and digital financial services are incipient, albeit emerging.

Effectively deploying and harnessing digital technologies will be at the heart of a robust recovery beyond the pandemic. Countries across Africa have demonstrated a remarkable capacity to adopt information technologies to support businesses. Digital solutions can improve resilience and create space for more inclusive and flexible policy responses. Improved access to products and services, information and finance can expand the delivery of public services and power transformation in productive sectors. Farsighted support to SMEs will enable them to move beyond just building back to their pre-pandemic levels but remaking themselves in ways that leverage the opportunities presented by digital technologies to grow and transform their productive assets.

Ensuring a truly effective digital transformation will require overcoming the SME digital gap, which continues to be an obstacle to productivity. This digital gap also increases inequalities among workers, businesses and places. Over 70 percent of firms in Guinea-Bissau, surveyed by UNDP, identified access to internet as their fourth bottleneck to growth, after machines, technology, supply chains and skilled workers. About 70 percent of firms in the country reported to have never used mobile money. The surveyed firms reported the slow uptake of mobile money products by their customers and suppliers as the main barrier to adopting mobile money for their

transactions. This suggests the need for a comprehensive approach that addresses both demand and supply-side bottlenecks to the digitalization of businesses.

The Government and its partners will need to do much more to support the ability of SMEs to trade and access regional and world markets. This can be done through a mix of policies and instruments, including trade, tax, technology, and innovation. Streamlining custom procedures and making them more accountable and transparent would also be a step in the right direction. About 50 percent of businesses sampled by UNDP considered high taxes and duties as main obstacles to trade participation and market access.

Private sector actors in Guinea-Bissau are operating in a challenging environment. Reforming the regulatory framework and removing binding constraints could unlock the potential of private enterprises and lead to sustained local and national economic growth. An improved business environment would make it easier to open and formalize business and thus boost the productive capabilities of the thousands of SMEs operating in the informal sector. High taxes and the high cost of obtaining business licenses were cited as top barriers to formalization among businesses surveyed. An improved business climate would also help attract foreign investors, which would foster access to financing and new technologies and expertise.

According to the World Bank, \$122,986,755 in remittances were received in Guinea-Bissau in 2020¹⁵. There is great potential in supporting and leveraging these flows through digitalization. Remittances have proven to be more resilient against the COVID-19 induced recession than had been earlier projected¹⁶. Non-digital remittances services (cash) continue to be more expensive than those that are digitally based, for example, mobile money. Therefore, it is important to strengthen mobile money regulations and to identify systems to foster transparency and bring down the costs to end users. This will improve access to bank accounts for mobile operators as well as senders and recipients of remittances.

Women-owned businesses continue to play a vital role during the recovery through supplying fresh foods, clothing, catering and small food processing. Therefore, youth and women-owned businesses would benefit enormously from capacity building, including exploring new market opportunities and adopting digital technologies. Support measures should not derail the efforts to tackle the country's ongoing environmental challenges, including disaster risks management, water, sanitation and hygiene, ambient air pollution, and its overall impacts on health. Given the rich natural capital endowment of Guinea-Bissau with its diverse blue economy resources, it is imperative to leverage the sustainable management of natural resources as well as strengthen resilience and adaptation to climate change and related disasters. The Government could target 'cash for work' schemes to develop basic sanitary infrastructure challenges like waste collection, public latrines, and national reforestation campaigns.

¹⁵ <https://data.worldbank.org/indicator/BX.TRF.PWKR.CD.DT?locations=GW>

¹⁶ World Bank (2021). Resilience: COVID-19 Crisis Through a Migration Lens. Migration and Development Brief 34 May

4.3 Short-term support measures

Target funds to preserve services, markets and jobs for poor rural people.

- The most common approach has been ensuring the availability of loans and short-term financing to facilitate SMEs' transition during this period. This is in line with what is being implemented in other countries in Africa. The delivery of targeted funds through existing finance institutions working with small-scale producers and small and medium enterprises is key to ensure sufficient liquidity is available at a reasonable price to keep business solvent, provide immediate funds to farmers, and ease immediate loan repayment requirements.
- **Provide small grants.**
 - Some countries have adopted targeted grants for SMEs. Grants can be beneficial to the most vulnerable firms and entrepreneurs who can be discouraged from seeking loan financing even at highly favourable rates and repayment plans because of fears of long-term financial insecurity and/or low margins. Grants may be significant for start-ups and young firms. International evidence strongly suggests that such firms are the most vulnerable in a crisis and – perversely – that market selection often functions badly in response to a major shock. Well-performing young firms often fail where less productive older firms survive.
- **Provide credit guarantees.**
 - Measures such as loan guarantees could play a prominent role in the Governments' policy responses because they represent a fast way to incentivize banks to accommodate firms' liquidity requirements during the COVID-19 crisis. Credit guarantees could mitigate credit risks for the issuing banks, facilitating access to finance for firms that could otherwise face rejection because of perceived risks or inability to provide sufficient collateral.
 - Develop capacities of the crisis management structure of the Government to improve inter-ministerial multi-sectoral emergency response coordination and long-term COVID-19 response planning, which focuses on the socio-economic recovery and medium and long-term sustainable development.
 - Develop draft multi-sectoral emergency COVID-19 response policies developed (socio-economic sector; health sector; human rights; gender equality etc.) for sustained and gender-responsive progress towards SDGs;
 - Facilitate an inclusive and participatory consultative process with major think tanks and CSO on related Government policies.
 - Provide support to working capital and tax deferrals.
 - Across the region, governments are taking steps to provide working capital support, e.g. through fiscal measures. For example, Cabo Verde, Gambia, and Senegal have extended tax payment periods as well as temporarily suspended contributions to pension funds. Neighbouring Guinea has provided exemptions for payments of utility bills of businesses in the tourism and hotel sector and has reduced taxes on health and life insurance contracts. More could be done in this area.

- **Provide support to inputs and basic assets for production.**
 - Short-term provision of inputs and basic assets for crops, livestock and fisheries production to small-scale producers to maintain adequate production and establishing fast-maturing alternative agricultural enterprises to weather the immediate effects of the economic crisis. This could include seeds, fertilizer, pesticides, machinery, water, and conditional cash transfers.
- **Facilitate, expand and improve access to markets.**
 - Remove barriers in each context, including providing logistics and storage support to avoid product losses, facilitating safe and hygienic transport, and ensuring markets remain open and demand remains high, potentially with pricing guarantees. Improving transport options would also help in improving market access.

4.4 Medium- to long-term support measures

The eventual recovery from COVID-19 in Guinea-Bissau is likely to be gradual and uneven. With threats from climate change and environmental degradation looming, the Guinea-Bissau Government needs to design policy responses that strengthen the long-term resilience of the economy and its society to future shocks. As part of this effort, the Government could consider fiscal policy tools that increase competitiveness and long-term demand, while ensuring that stimulus measures are aligned with environmental priorities and social equity goals:

- **Enhance digitalization.**

Digitalization offers opportunities for Guinea-Bissau to improve public service delivery, increase access to online schooling and tele-medicine, and provide SMEs with new ways to reach customers:

- Promote affordable, inclusive, and safe access to digital infrastructure and technologies.
- Reduce administrative barriers by accelerating the implementation of e-government initiatives.
- Create a countrywide e-learning platform for SMEs.
- Accelerate e-commerce through design.
- Resolve issues that disrupt SMEs' regular sales channels, focusing on the cashew industry during the quarantine.
- Accelerate digital transformation of business service providers including chambers of commerce.
- Deliver agriculture-related information through digital services, with up-to-date information on production, weather, market prices and other important areas given the lack of extension and traditional information channels in rural areas.

- Boost investments in sustainable infrastructure.
- Reduce administrative barriers by accelerating the implementation of e-government initiatives.
- Economically empower women and youth through enabling institutional frameworks and other measures, including increasing their access to economic opportunities.
- Strengthen women- and youth-led NGOs.

- **Promote cooperation and partnership between big business and SMEs.**
 - Create partnership programmes to improve interconnection amongst big businesses (both regionally and nationally).
 - Support participatory budgets, crowd-funding projects and direct (people-to-people, P2P) ethical loans.
 - Promote and support business flexibility (i.e. companies could re-tool production to respond to certain types of crisis, including producing personal protective equipment like masks).

- **Revise economic diplomacy policy and help attract business and international financial support to the crisis response to COVID-19 outbreak in Guinea-Bissau.**
 - Review assessments of the socio-economic impact of the COVID-19 pandemic on persons living or travelling abroad (seasonal workers, tourists, business travelers);
 - Provide resource mobilization support to attract business and international financial support to the crisis response to COVID-19 outbreak in Guinea-Bissau.
 - Boost investments in sustainable infrastructure;
 - Reduce administrative barriers by accelerating the implementation of e-government initiatives.

4.5 UN Development System value propositions and support

UNDP is the technical lead on the socio-economic response and recovery efforts under the United Nations Framework for the immediate socio-economic response to COVID-19. As such, UNDP is committed to seeking out and embracing existing and emerging digital technologies in all aspects of its work to better serve its partners in response to COVID-19 to achieve the SDGs. UNDP's SDG Accelerator Labs are leveraging the use of digital technology to accelerate SDG achievement while navigating the risks and trade-offs. UNDP will leverage its experiences to help the Governments and its institutions to keep their doors 'open' by operating remotely through digital platforms while planning broader digital transformation strategies. Specifically, UNDP will provide support to the development of social protection policy that directly benefits vulnerable groups.

UNDP will also work to support the development of a national framework for digital finance and e-commerce that support financial inclusion and access to financial services including microfinance, microgrants for SMEs and MSMEs. UNDP will foster the engagement of diaspora for the development of fintech solutions.

UNCDF has broad experience in using digital innovations to support countries in crisis, including through digital payments, e-commerce and door to door delivery systems. UNCDF will work with private sector actors in Guinea-Bissau to leverage the power of digital technologies to help MSMEs to streamline existing distribution channels, optimize stock management and integrate digital payments and leverage digital solutions to promote efficiency and revenue generation.

IFAD will work to address the short-term disruptions in the food system that are expected to limit the ability of markets to function. The Fund will address obstacles that disrupt production and processing and which, combined with macroeconomic and social effects, could negatively impact food security. The facility will mobilize additional resources in a fast and efficient way to support pro-poor interventions. Wherever possible, the IFAD will work closely with the UNCT and the Resident Coordinator Office to ensure coordination and synergies.

Table 4.1: UNDS organizations working on Pillar 3 – Economic response and recovery – protecting jobs, businesses and informal sector workers

Activity Area	No. of Activities	Budget	Contributing Agencies	Total Gap
Recovery and resilience of SMEs including agriculture producers	6	22,886,655	IFAD, FAO, UNDP, WFP	
Strengthening supply- and value-chains and creating livelihoods through public works	3	19,000,000	UNDP, World Bank, FAO	1,500,000 (UNDP)
TOTALS	8	50,886,655	5	

Figure 4.1 Pillar 3 Agency Planned and Ongoing Activities

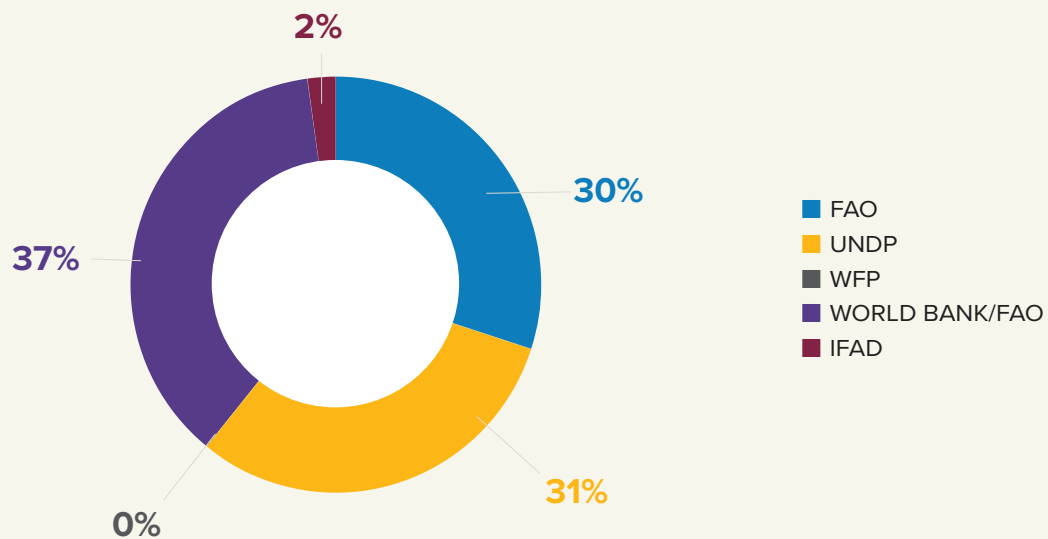
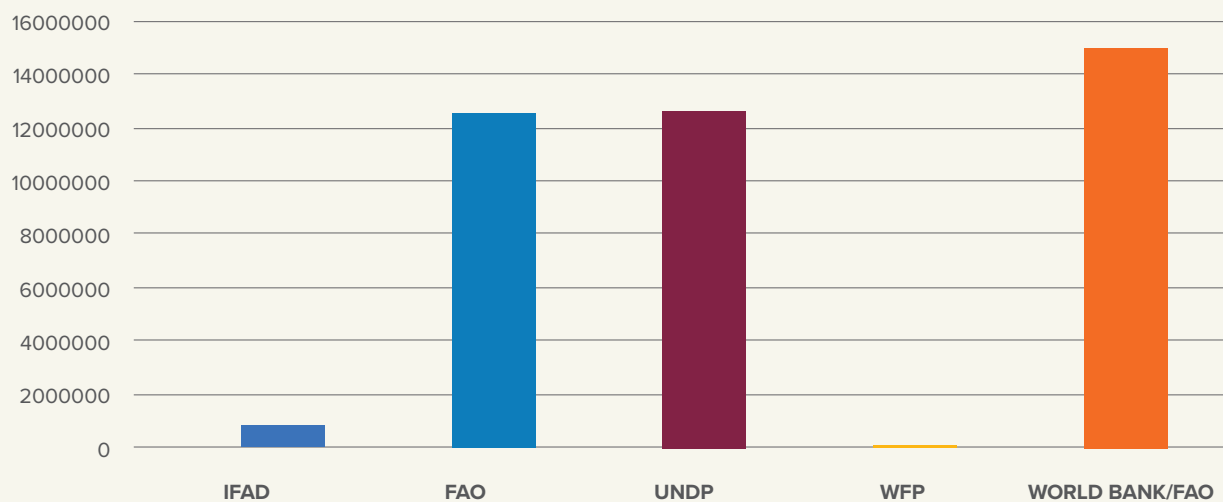


Figure 4.2: Pillar 3 UNDS Planned & Ongoing Activities (USD)



05

Macroeconomic response and multilateral collaboration



5.1 Situation analysis

When the pandemic arrived in Guinea-Bissau in early 2020, it exposed the country's preexisting financial and economic vulnerabilities. The cultivation and export of raw cashew nuts accounted for more than 90 percent of total export earnings. Agriculture accounts for 40 percent of the economy but employs 80 percent of the workforce, the bulk of them working informally. Economic growth was low and volatile, averaging 3.3 percent over the past 20 years, lower than the 4.5 percent African average. The fiscal space remained limited. Scope for discretionary government spending was almost non-existent with the fiscal deficit in 2019, which averaged 5.1 percent of GDP – up from 4.8 percent in 2018 (mostly driven by recurrent expenditures). Tax revenues remained amongst the lowest in Africa, averaging 9 percent of GDP.

Guinea-Bissau confronted COVID-19 with a high public debt averaging 67 percent of GDP; non-concessional domestic debt accounted for 41 percent of GDP and concessional external loans representing 26 percent of GDP. Servicing the domestic debts alone consumed 12.8 percent of export revenues, 21 percent of government revenues and 30 percent of total health expenditures. External debt payment represented 4.5 percent of government revenue and 10 percent of health expenditures¹⁷. Meanwhile, The the banking sector has limited liquidity buffers to support the economy. Before the pandemic, Guinea-Bissau, remained the only country in the West African Monetary Union (WAEMU, UEMOA in French) with a negative risk concentration ratio and a negative leverage ratio. Non-performing loans are high, estimated at 26.5 percent of total gross loans. The largest domestic bank (representing 40 percent of bank deposits) has been with negative capital for several years now, posing a threat to macro-financial stability and putting the whole sector in distress¹⁸.

The collapse of the economy and imperative to redirect public money to COVID-19 related expenditures on health and social programmes have worsened the macroeconomic imbalance and complicated prospects of a sustained recovery. In 2020, growth fell to - 2.4 percent— down from 4.5 percent in 2019. While growth is projected to rise to 3 percent in 2021, output will only return to 2019 levels in 2023. The IMF estimates revenues excluding grants will drop from 13 percent in 2019 to 12.1percent in 2020. This trend is expected to continue, with domestic revenues remaining subdued slowly rising to their pre-crisis level in 2025. The fiscal deficit is projected to widen until 2023 on the back of sharp decline in export revenues, including a drop in international tourism and remittances.

As a result of the economic recession, the regional central bank (BCEAO) has undertaken accommodative monetary policy to support the Government, commercial banks and the private sector to mitigate the impacts of the pandemic. For example, it has exceptionally adopted the minimum policy rate of 2.5 percent, allowing banks to meet their liquidity needs at a rate

¹⁷ IMF (2021). Guinea-Bissau Request for Disbursement under the Rapid Credit Facility IMF Country Report No. 21/29

¹⁸ World Bank (2020). Guinea-Bissau: The Economic Impact of the COVID-19 Global Crisis

lower than before the pandemic. It has also launched government debt securities in the form of COVID-19 treasury bills to allow the Government to finance its immediate cash needs and extended for another year, the transition to Basel II/III prudential requirements. The West African Development Bank (BOAD) decided to create a XOF 100 billion window for extending 5-to-7-year refinancing of bank's credit to SMEs in the WAEMU, including Guinea-Bissau.

The Government has provided direct support to the agricultural sector in the amount of XOF 790 million. It used a special refinancing window from the Banque Centrale des États de l'Afrique de l'Ouest (BCEAO) for "COVID-19 T-Bills" issued by the State for an amount of about US\$27 million and for on-lending by domestic commercial banks to the cashew nut sector. However, the scale of financing remains very small compared to actual needs. The Government continues to seek international financial support to complement its assistance programme. The Government has requested and received debt relief from the IMF through the Catastrophe Containment and Relief Trust (\$5.1 million), and Emergency Assistance to address COVID-19 pandemic (\$20.5 million).

5.2 Overall recommendations

Immediate fiscal measures are required to step up investments in health and social protection to contain the spread of COVID-19 and mitigate its impacts on jobs and vulnerable populations. The health systems and social safety nets will need to be strengthened, and in a sustainable manner. Interventions for recovery should include the needs of vulnerable populations, especially women. The education sector will also need significant fiscal support to strengthen the education system to reach under-privileged communities.

Given the limited fiscal space, additional concessional financing including grants remain critical for a sustained recovery. Non-concessional domestic debts have grown significantly, accounting for 41 percent of GDP and consuming 21 percent of government revenues and 30 percent of total health expenditures. Concessional financing will therefore ease fiscal pressures and create space for critical expenditures to support the economic recovery.

Improving the performance of domestic revenue mobilization in sustainable and friendly ways to businesses remains critical to sustain the fiscal space needed for increased expenditure on health and priority infrastructure. Tax policy will have to shift away from overreliance on traditional forms of indirect taxes and towards modern and direct taxes, which are more progressive and target incomes and profits rather than business activities. Guinea-Bissau has one of the lowest tax efforts¹⁹ and tax collection rates in the region measured as a share of GDP.²⁰ The IMF has projected that countries in the region could raise their tax share of GDP by 1 percent every year over the next five years²¹. Improvement in tax administration will also make a difference. Rationalizing and simplifying the myriad of taxes in a critical sector will improve the business climate. There are currently multiple taxes, such as fees in the cashew sector, that are distortionary and regressive,

19 WAMAWAMA (2010). Tax Efforts in ECOWAS countries. West African Monetary Agency

20 <https://data.worldbank.org/indicator/GC.TAX.TOTL.GD.ZS?locations=GW> IMF(2017).

21 IMF(2017). Taxes, Debt and Development: A One-Percent Rule to Raise Revenues in Africa <https://blogs.imf.org/2017/12/05/taxes-debt-and-development-a-one-percent-rule-to-raise-revenues-in-africa/>

with their burden falling disproportionately on the poor farmers and businesses. Moving forward, it will be important to reform and streamline tax administration and reduce inefficiencies in import and export procedures.

The tax administration system will benefit from digitalization through enhanced efficiency and compliance. Like most government services, tax collection in Guinea-Bissau has been impacted by the lockdown and social distancing measures as payments continue to rely on person-to-person interactions²². Digitalization will also improve transparency. A recent study showed that public sector digitalization in Africa is associated with lower levels of corruption perception and improved trust in tax administration officers²³.

Liquidity support through the provision of a line of credit could help maintain an important lifeline for MSMEs. Boosting the mobile money sector could offer significant opportunities to increase the economy's productivity and reduce the digital gap.

On the expenditure side, transparent and accountable public financial management is critical, as is the strengthening of political leadership for reforms. The Government will need to increase transparency, internal control, and oversight around budgeting, expenditure, control, and management. Developing a clear plan for public financial management would be a practical starting point. Priority areas for reforms include the reliability of public finance data and transparency, a streamlined budget classification system and alignment with WAEMU guidelines. The Government also needs to ensure greater clarity on extrabudgetary operations.

Policy interventions for the recovery will involve trade-offs between different options and financial risks and non-financial risks, including climate change and political risks. It will be essential to understand their distributional impacts over time on the economy, social and environmental sectors. The Government and its partners should analyse the distributional impact of any proposed recovery policies and base their choice of policy direction on the impact of those policies on reducing inequality.

Vaccination remains one of the most important public health measures in the toolbox to curb the pandemic and its impacts on the economy. The most important downside risks to sustained recovery remain the evolution of the pandemic— through the development and spread of the contagious new variants of the virus. Without addressing chronic health system impediments to vaccine procurement, delivery, administration and hesitancy, systemic bottlenecks could impede procurement efforts. Until population-wide vaccination is achieved, public health interventions such as universal mask-wearing, social distancing, test and trace strategies will continue to be needed to contain subsequent waves.

22 IMF(2021). Guinea-Bissau: Request for Disbursement Under the Rapid Credit Facility. IMF Country Report No. 21/29

23 IMF(2020). Can Digitalization Help Deter Corruption in Africa? IMF Working Paper

Beyond immediate recovery, raising productivity will be needed to ensure long-term economic viability and to reduce the long-term effects of the crisis on investment, employment and human capital (through setbacks in learning). Investing in and upgrading infrastructure will boost productivity, resilience and growth. Digital and climate-friendly infrastructure can go hand in hand. Guinea-Bissau has no national grid. Leveraging energy sources such as solar will significantly improve access to electricity, accelerating the digitalizing of the economy. Kenya, as one example, has been able to increase access to electricity from 40 to 70 percent through the use of small, off-grid, solar-powered energy plants²⁴.

Efforts are needed to build the Government's capacity to manage crises more effectively and to improve inter-ministerial multi-sectoral emergency response coordination and long-term COVID-19 response planning. The training should necessarily focus on socio-economic recovery and medium and long-term sustainable development. It should cover technical expertise for crisis coordination management in executive bodies and how to develop multi-sectoral emergency COVID-19 response policies (socio-economic sector; health sector; human rights; gender equality, etc.) for sustained and gender-responsive progress towards achievement of the SDGs.

Domestic policy responses adopted on a unilateral basis, while necessary, may remain insufficient. Accommodative monetary policies to mitigate the impacts of COVID-19 across countries of the West African Economic and Monetary Union (UEMOA) countries have had adverse impacts on the host country by importing inflation — through increases in the Consumer Purchasing Index (CPI) ²⁵. Greater regional coordination of monetary and fiscal policy responses could reduce harmful macroeconomic spillovers of the pandemic-induced economic crisis.

5.3 Short-term support measures

- Strengthen multi-partner coordination mechanisms in cooperation with relevant line ministries.
- Repurpose existing projects and mechanisms to scale up cash transfer to vulnerable populations and SMEs.
- Provide immediate credit financing, grants and credit guarantees.
- Defer advance payment of business taxes to strengthen their cash flow.
- Work to improve the overall business environment to make it more conducive to and supportive of entrepreneurs.

²⁴ <https://www.worldbank.org/en/news/feature/2018/12/06/kenya-charts-path-to-achieving-universal-access-to-electricity>

²⁵ Coulibaly, S (2021). COVID-19 policy responses, inflation and spillover effects in the West African Economic and Monetary Union. *AfricaDevelopment Review*. Vol 3. Issue S1.

5.4 Medium-term response and preparedness

- Build the capacity of Government institutions and their personnel to link policy, planning and financing policies, including through the Integrated National Financing Framework (INFF) for the Sustainable Development Goals (SDGs).
- Build the capacity of Government institutions and their personnel on public financial management and the benefits of e-government.
- Digitalize the tax administration system.
- Establish a National Investment Council anchored at the highest level of government to facilitate regular dialogue between government, business operators on key macroeconomic policies and challenges to the business environment in Guinea-Bissau.
- Increase domestic resource mobilization through expanding the tax base and making it more accountable, fair and transparent.
- Promote affordable, inclusive, and safe access to digital infrastructure and technologies.
- Promote local industries that add value locally while expanding the diversification of exports.

5.5 Long-term support measures

- Develop and implement forward-looking fiscal policies that encourage diversification and value addition within a green and inclusive economic framework.
- Establish a National Development Bank to finance long-term critical development projects.
- Accelerate the adoption of renewable energy in particular the implementation of the Gambia River Basin Development Organization (OMGV) cross-border project which aims to extend the electricity network to link Guinea, Guinea-Bissau, The Gambia and Senegal and contribute to meeting the energy needs and renewable energy objectives of its four member countries.

5.6 UN Development System value propositions and support

UNDP will support the development of the blue economy to underpin a green, resilient and inclusive growth. The organization also will help develop the national blue economy strategy, and to develop value chains using a cluster approach in key sectors including fisheries, tourism and agriculture. UNDP also will support the Government to create an enabling environment for the private sector to flourish, including through rationalizing regulations, incentives, and access to finance and energy. UNDP will promote sustainable business and financing models for climate-resilient technologies, including solar and mini-grids and low carbon bioenergy technologies to build forward greener and bluer. Support will be provided to integrate environmental sustainability into the strategies for macroeconomic recovery. UNDP will also work with national partners and other stakeholders to scale up the use of digital technologies according to the national digital

strategy. UNDP will create awareness about the benefits of digital financial mechanisms and support the development of a national framework for digital finance and e-commerce.

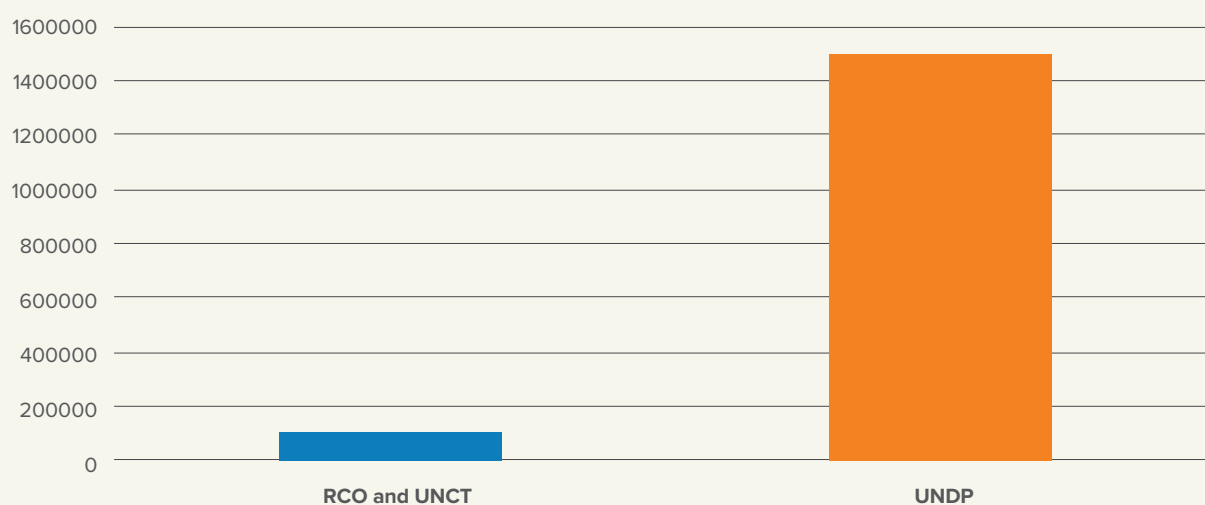
The **World Bank** will continue to support the recovery, taking advantage of new opportunities to build a more sustainable, inclusive, and resilient economy. The World Bank has adjusted and extended its Country Partnership Framework 2018-2021 to address a range of critical interventions that include recovery. A new programme will support immunization, public sector strengthening and coastal resilience, solar energy and road rehabilitation. The WB has partnered with different UN agencies and other development partners to improve its impact (UNDP, FAO, EU) and will continue to prioritize synergies and coordination. The WB will continue leading select donors coordination groups, such as those of the Energy Donors Group and will continue participation in others, such as in the Water and Sanitation Group.

In response to the pandemic outbreak, the country benefitted from the IMF debt relief through the Catastrophe Containment and Relief Trust (CCRT), with measures approved on 13 April 2020, 5 October 2020, and 1 April 2021. A request for a Rapid Credit Facility (RCF) arrangement of SDR 14.2 million (US\$ 20.5 million) was approved by the IMF Board on 25 January 2021. In December 2020, the authorities requested to join both the Debt Service Suspension Initiative (DSSI) and the Staff Monitored Programme (SMP), and build a track record towards an ECF by end-2021 or early 2022.

Table 5.1: UNDS organizations working on Pillar 4 – Macroeconomic response and multilateral collaboration

Activity Area	No. of Activities	Budget	Contributing Agencies	Total Gap
Support to sustainable financing	2	1,600,000	RCO/UNCT, UNDP	100,000 (RCO/UNCT)
				700,000 (UNDP)

Figure 5.1: Pillar 4 Planned & Ongoing Activities (USD)



06

Social cohesion and community resilience



6.1 Situation Analysis

The myriad challenges with poverty and inequality have made rural populations and certain demographic segments of the population more vulnerable to the impact of the COVID-19 while also increasing the potential for conflicts. The increased likelihood of conflict comes with the additional risk and likelihood of turning the global health emergency into a socio-economic and governance crisis. Thus, pre-existing disparities, when coupled with the economic downturn, further compromises social cohesion and increases the vulnerabilities of certain communities. Growing social tensions and political instability risks depleting the stock of social capital, critical to social solidarity and cohesion.

Due to pre-COVID conditions, there was a high likelihood that women and children would continue to be affected disproportionately. Women in Guinea-Bissau face several socio-economic disadvantages, including limited access to factors of production such as land and other economic resources. Rural women in particular are at risk of falling into even deeper poverty during the pandemic.

The pandemic disproportionately affects those working in the informal sector and those with vulnerable employment contracts. In addition, stigma and discriminatory attitudes hamper social cohesion and limit fair treatment for many, especially women and other vulnerable groups, and those in rural areas. Women in the informal sectors, who reportedly constitute 52.3 percent of the informal workforce in Guinea-Bissau, are most at risk because of the daily wage status, including domestic workers, migrant women and girls, and the complete lack of social protection.

While social solidarity networks within communities facilitate coping, relations between and within different groups and the Government remain strained by the pandemic. The literature distinguishes between bonding (intracommunity relations of trust) and bridging (intercommunity relationship) social capital. Coming on the back of post-electoral contestations, the strict state of emergency measures by the Government have been perceived by some groups with mistrust and suspicion. They believe it could be a way of suppressing dissent and consolidating power. According to a recent survey of public opinion in West Africa, over 58 percent of respondents expressed concern that government representatives are using restrictions for political and personal ends (including increasing their personal wealth and power) and seeking to permanently restrict individual freedoms.²⁶

²⁶ Afrobarometer (2021). Corruption, Mistrust, and Praise? Assessing governments management of the COVID-19 pandemic in West Africa. Afrobarometer Dispatch No. 439, 7 April 2021.

6.2 Overall recommendations

Efforts to rebuild and sustain trust in Government and its institutions will be a necessary precondition for a successful recovery. Public opinion surveys across West Africa generally reveal positive support for Government lockdown measures to limit the spread of the coronavirus. However, most respondents do not trust the Government is providing reliable statistics on COVID-19 cases and deaths. As a result of this 'trust deficit,' more than 60 percent of the Bissau-Guinean population indicated they would not accept the vaccine, even if it were to become available and accessible.²⁷

To address these challenges, social cohesion will need to be strengthened within and between communities and groups by creating and supporting innovative dialogue platforms, and prioritizing the engagement and empowerment of women and youth. Engaging community leaders, making linkages with national policy dialogue and supporting inclusive dialogue processes will be instrumental.

The Government should ensure a rights-based social contract grounded in greater solidarity. The socio-economic impact of the pandemic has exposed deep social fissures, where some communities and groups are left behind, and inequality is on the rise. Greater focus on the regions remains critical for any sustained policy response around COVID-19 and beyond.

The Afrobarometer survey indicates an overall opinion that the Government response to the crisis has to date been unfair, mismanaged and corrupt²⁸. Improving accountability is key to overcoming this perception. With the inflow of resources and rising expectations, it is paramount to ensure the transparent and accountable use of these resources and the achievement of results. Now is the opportunity to restore the link of trust between government and citizenry.

Digital platforms could help improve the transparency of public expenditures and reduce incentives for diverting COVID-19 resources to private pockets. To avoid reinforcing perceptions of corruption, the Government should publicly announce all public procurement activities online, and then publish all procurement contracts awarded, including names of the companies, specific nature of the goods and services procured, their price units and overall contract amounts. After delivery of the contracts, the reports validating the delivery of the goods or services should also be published online within a reasonable period of time (i.e. three months).

Enhancing the integrity and inclusiveness of the democratic process is likewise an important element of reform needed to ensure the country is able to build forward better. The Government should protect and widen civic spaces and strengthen community-based institutions to promote greater participation in decision-making and conflict resolution.

²⁷ Afrobarometer (2021). Corruption, Mistrust, and Praise? Assessing governments management of the COVID-19 pandemic in West Africa. Afrobarometer Dispatch No. 439, 7 April 2021.

²⁸ Ibid

Although women sometimes participate in traditional justice institutions, their roles and influence are minimal. At times, their involvement is used to obfuscate the status quo, leaving them behind afterwards to play a second-place role to men. It is essential to ensure community dispute resolution mechanisms, including traditional justice systems, are inclusive and gender-responsive. They should also respect the rights of women, youths and children in addressing gender-based violence.

Both authorities and partners should not neglect the added value of involving young citizens and women in the recovery. Building in a youth perspective and investing in the creativity and entrepreneurial spirit of the youth throughout the country will lead to innovative solutions to local challenges for the post-COVID-19 recovery. It is likewise crucial to involve women in decision-making processes to mitigate the negative impacts of the pandemic on livelihoods and planned investments for a sustainable and inclusive recovery.

Fostering shared compromises in workplaces will build trust among stakeholders and contribute to sustainable recovery. Social dialogue and partnerships have played a key role in developing policies to protect workers' health against the spread of the virus. Businesses have put in place agreements and protocols to provide their workers with personal safety equipment, boost sanitary provisions, reorganize workplaces and allow for flexible working hours to allow for social distancing. By negotiating these agreements collectively between employees and employers, social dialogue provides workers with the collective voice and confidence they need to safely return to work, when it is possible.

The response effort should take special precautions to avoid making some populations more vulnerable to violence and discrimination. The rights of all marginalized groups should be prioritized. For example, any new digital services being introduced should not lead to increased inequalities caused by lack of access to new technologies or digital literacy.

The Government will need to strengthen capacities to support vulnerable groups. This will require upgrading the technical capabilities of Government institutions to be able to better develop and implement inclusive sectoral response strategies that are people-centred and people-driven. The Government also will need to include civil society as a partner to ensure proportionality and transparency of the response effort.

6.2 Short-term support measures

- **Vulnerable groups**

- When deciding on budgetary re-allocations in response to the COVID-19 pandemic, prioritize interventions that specifically target the most vulnerable groups whose rights may have been affected by the quarantine restrictions.
- Systematically consult with representatives of vulnerable groups, national human rights institutions

and other relevant entities when designing and implementing COVID-19 response and socio-economic recovery measures.

- **Governance and rule of law**

- Provide sufficient funding to the judiciary to enable access to justice for all to ensure further development of information technologies for the court system, and to safeguard the independence of the judiciary.
- Ensure effective investigations of any incidents of human-rights violations, hate crimes or other discriminatory acts in the context of COVID-19 and ensure accountability for such acts.
- Support core Government functions to continue being able to provide services during the pandemic, while also improving capacity to understand citizens' needs and propose adequate responses.
- Boost the media sector to ensure accurate information is disseminated in a timely manner.
- Support efforts to counter information pollution and encourage media's role as watchdog of government interventions in response to COVID-19 impact.

6.3 Medium-term support measures

- **Supporting Tolerance**

- Act quickly to counter rhetoric that stokes fear and stigma and ensure the response to COVID-19 does not make some populations more vulnerable to violence and discrimination than others.
- Collect data and disaggregated by sex, age, and other social identifiers to address issues of human rights, tolerance, and respect.
- Strengthen capacities of the duty bearers and journalists regarding combating and preventing hate speech, and aggressive rhetoric targeting vulnerable persons, homeless people and other individuals on the grounds of their race, ethnicity, age, gender identity, sexual orientation, occupation, social, health or other status.

- **Enhancing Inclusive Digitalization**

- Make sure digitalization does not lead to increased inequalities caused by lack of a digital literacy or access to new technologies.
- Promote affordable, inclusive and safe access to digital infrastructure and technologies.
- Reduce administrative barriers by accelerating the implementation of e-government initiatives.

- Work to close the digital divide, including through the introduction of digital literacy programmes and access to digitalization by those who are most disadvantaged.
- Address the digital divide for rural children and children from poor families, including through ensuring access and trainings.
- Develop accessible and adapted materials for students with disabilities, to support remote learning.

6.4 UN Development System value proposition and interventions

UNDP will promote effective social protection strategies in ways that specifically address the immediate and root causes of inequalities and discriminations in Guinea-Bissau, amplified by the pandemic. It will support efforts to monitor incidents of discrimination and xenophobia as result of COVID-19, as well as timely access to information to prevent and protect vulnerable populations. UNDP will also facilitate community engagement mechanisms to ensure responses are tailored to local needs and promote social cohesion.

UNDP also will enhance government capacity to support vulnerable groups based on a human rights-based approach to response and recovery. UNDP will work with media and civil society organizations to improve the accountability and transparency of public policies and encourage the expansion of government spending to curb and mitigate the impact of the pandemic. Support will also enhance the integrity and inclusiveness of the democratic and decision-making processes in ways that leave no one or group behind. UNDP will support the Government to improve on inter-ministerial and multisectoral coordination for emergencies and encourage a sustained response to COVID-19 pandemic in a manner that targets socio-economic recovery and the achievement of the SDGs.

UNICEF will work to prioritize the most vulnerable children and adolescents, including those living with disabilities, refugees and minorities. Priority areas will include child protection, mental health, and gender-based services to better protect children and women. UNICEF will seek to expand social protection systems and emergency safety nets such as cash-based programmes. UNICEF interventions will be conflict-sensitive and foster inclusion, trust and social cohesion.

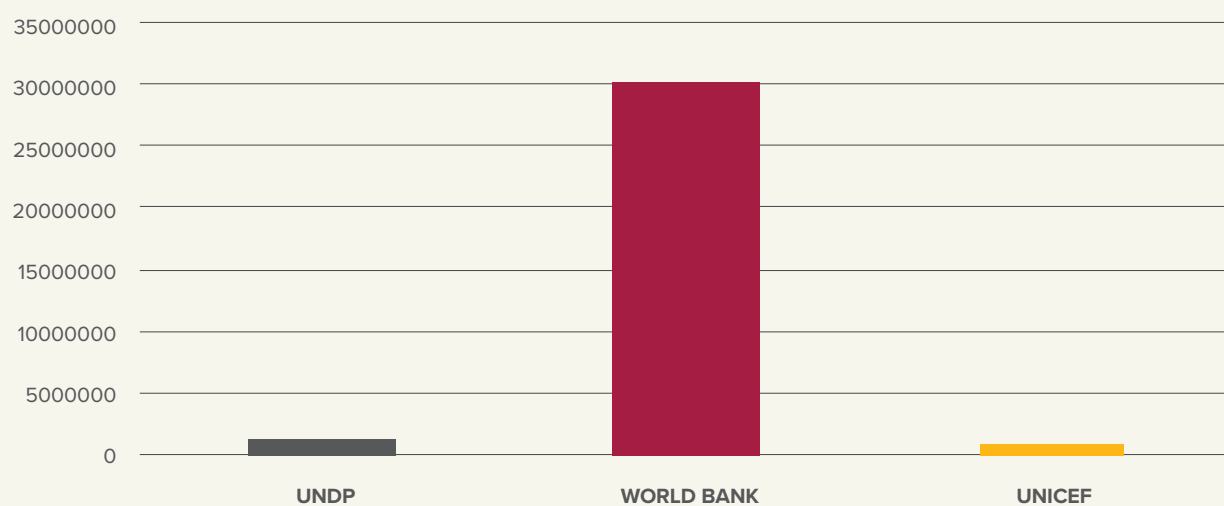
The **WFP** will continue to support the Government's COVID-19 response plan as part of the UNCT integrated efforts. It will work to strengthen social protection measures, including building the capacity of the Ministry of Women, Family and Social Solidarity to deliver Cash-Base Transfer (CBT) assistance. WFP also will work to improve the preparedness of communities most vulnerable to shocks, including climate change.

The **World Bank's** ongoing programme focuses on improving the quality of basic services and expanding economic opportunities for the fast-growing youth population. The Bank will continue to strengthen policies, institutions, and investments to achieve resilient, inclusive and sustainable recovery. The Bank will support efforts to reduce vulnerability to systemic shocks and strengthen social safety nets against income shocks.

Table 6.1: UNDS organizations working on Pillar 5 – Social cohesion and community resilience

Activity Area	No. of Activities	Budget	Contributing Agencies	Total Gap
Enhance social cohesion	2	850,000	UNDP	
Strengthen resilience of communities	3	31,200,000	UNDP, World Bank, UNICEF	250,000 (UNDP)
TOTALS	5	32,050,000	2	

Figure 6.1: Pillar 5 Planned Activities (USD)



07

Strategic perspective, partnerships and resource mobilization

7.1 Overview

As the pandemic continues to wreak havoc in Guinea-Bissau and beyond, and as more deadly and contagious virus variants continue to emerge, the impact on the country's economy has been devastating. The effects of COVID-19 will undoubtedly lead to a significant decline in government and export revenues, both in absolute terms and as a share of Gross Domestic Product. The debt situation has worsened, remittances have declined, and flows of Foreign Direct Investment have decreased significantly.

Official Development Assistance (ODA) remains under pressure as donor countries struggle with their own economic challenges. Thus scaling up existing partnerships with key development partners will be necessary to put this Plan into action and to ensure Guinea-Bissau can get back on track with its development priorities.

To support such efforts in low- and middle-income countries, the UN Secretary-General launched a UN Response and Recovery Trust Fund as one of the measures. Other funds have also been launched but are in need of replenishment. The World Health Organization (WHO), which is leading and coordinating the global effort, has launched an appeal for US\$ 1.96 billion to fulfil the requirements of the 2021 Strategic Preparedness and Response Plan.

In 2020, the Global Fund to Fight AIDS, Tuberculosis and Malaria awarded nearly US\$1 billion to 106 countries to support their responses to COVID-19. Thanks to investments and contributions from a growing number of donors, they have been able to continue in 2021.

But there remains a huge deficit in funding and new partnerships will need to be sought and established. Most developing countries – and Guinea-Bissau is no exception – lack sufficient domestic resources and fiscal space to fund adequate COVID-19 response and recovery measures. Thus, greater international cooperation and external finance – at the global, regional and local levels – will be crucial to fully implement the measures recommended in this SERP.

The UNCT, including the World Bank and the IMF, have mobilized \$152.5 million to support emergency response efforts in Guinea-Bissau and are working hard to identify sources for the additional \$2.5 million needed to fill the gap. The UNCT has repurposed and adapted existing programmes to integrate COVID-19 related challenges and priorities, but more is needed.

7.2 Formulating a coherent, collaborative and collective response

The pandemic response will undoubtedly expand beyond the scope of this response report, based on the UN's real-time assessments of the growing needs on the ground and forward-looking transition towards strengthening recovery and building resilience. The Secretary General's socio-economic framework includes five streams of work, each of which will be crucial for the success of the comprehensive response. The five streams of work that constitute this package include: 1)

ensuring that essential health services are still available and protecting health systems; 2) helping people cope with adversity, through social protection and basic services; 3) protecting jobs, supporting small and medium-sized enterprises, and informal sector workers through economic response and recovery programmes; 4) guiding the necessary surge in fiscal and financial stimulus to make macroeconomic policies work for the most vulnerable and strengthening multilateral and regional responses; and 5) promoting social cohesion and investing in community-led resilience and response systems. These five streams are furthermore connected by a strong environmental sustainability and gender equality imperative to build back better.

Though the gravity of the impact of COVID-19 on human development is still emerging, it is clear that decision-makers have a once-in-a-generation opportunity to make choices that save lives today and lead recovery towards a much more sustainable approach by strengthening systems of service delivery while greening economic development.

Therefore, the social and economic role of the UN development system is to create choices that can drive societal change. The shape of these tipping points -- whether they create better access to healthcare and other public services, close the digital divide to protect education, offer solutions for countries burdened by debt and sudden interruptions of trade, minimize the dependency on a single commodity, mitigate the effect of the climate crisis, or seek to end the social norms that perpetuate gender inequality – depends on national context and demand. That is why the United Nations is listening to its partners on the ground and co-creating solutions that adapt to the changing realities.

7.3 Partnerships and resource mobilization framework

The integrated approach described in the previous sections calls for high-impact joint programmes whenever feasible to achieve effectiveness and efficiency gains, in line with the United Nations Country Team (UNCT) Core Contribution. Some of the interventions will be new designing new programmes, while others may require repurposing as needed.

The purpose of this section is, therefore, to define common approaches to mobilizing strategic resources in order to build sustainable support for UN programmes and activities in the framework of the Socio-economic Response Plan (SERP). It will help to rationalise communication with donors, prevent internal competition for resources and support the prioritisation of needs.

The overarching purpose is to contribute to a common vision that serves as the main reference to guide the UNCT in the development of the framework for the SERP. It is a blueprint for the UNCT to help realize its resource mobilization objectives and understand the current funding gaps. In this context, this section also serves as a guide for enhancing the UNCT's capacity to identify and maximize flexible and predictable funding for each of the five pillars.

7.3.1. Funds to support the Socio-economic Response Plan

Since the beginning of the COVID-19 pandemic, the UNCT has mobilized additional expertise and resources to support the emergency response to COVID-19. During this period the UNCT has cultivated a close working relationship with governments, the donor community, civil society and other partners in the international community including the private sector.

To ensure that the socio-economic response is based on strong and inclusive national ownership and development aspirations, the UNCT has engaged in a dialogue structured around the aforementioned five streams of work to discuss the specific priority areas of the socio-economic response, identify key initiatives but also to define strategic forward-looking prerogatives. This has enabled the UNCT to address the many, complex and growing challenges in part by re-purposing and adapting a number of existing programmes to integrate COVID-19 related approaches and activities.

The total funds required to support the implementation of the SERP is estimated at USD 155,035,533. As of end June 2021, development partners have committed USD 152,485,533 to support the implementation of the different pillars /areas of the Plan. With a shortfall of USD 2,550,000, efforts to mobilize resources still need to be accelerated to complete the funding gap.

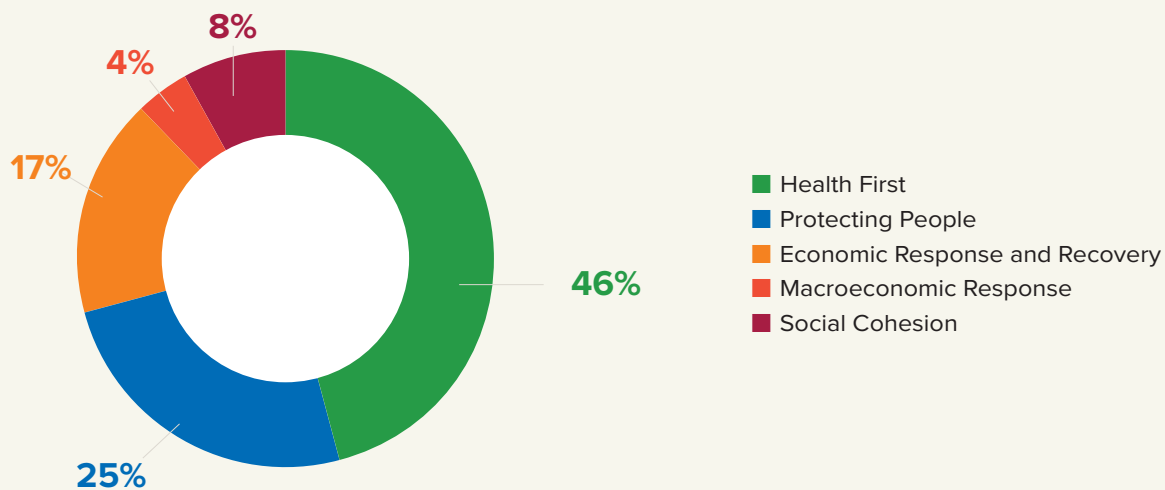
The table below highlights the funding requirement, resources mobilised and gap for the implementation of the SERP.

Table: 7.1 Budget breakdown by pillars and gaps

Pillar	Total Budget (USD)	Resources Mobilized (USD)	Funding Gap (USD)
1: Health first	41,028,255	41,028,255	0
2: Protecting people	35,920,643	35,920,643	0
3: Economic response and recovery	43,386,655	41,886,655	1500,000
4: Macroeconomic response and multilateral collaboration	2400,000	1600,000	800,000
5: Social cohesion and community resilience	32,300,000	31,200,000	250,000

Source: RCO

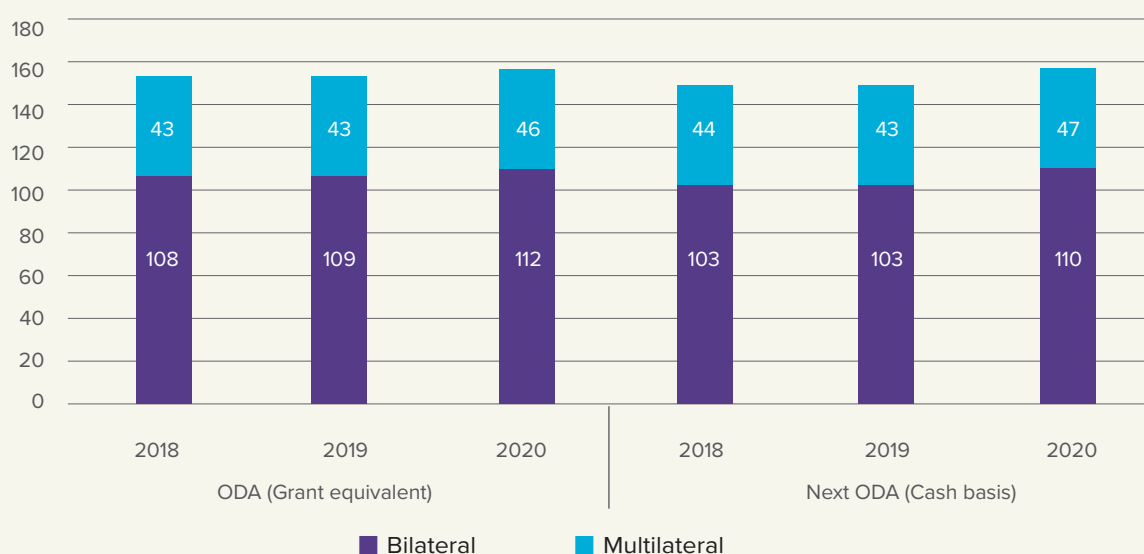
Figure 7.1: Distribution of COVID-19 response activities



7.3.3. Aid environment

In 2020, official development assistance (ODA) increased by 3.5 percent in real terms compared to 2019, as calculated by the new grant-equivalent measure, the highest increase ever recorded. Underpinned by an increase in COVID-19 related activities and bilateral loans, net bilateral ODA to Africa also increased 4.1 percent in real terms (to \$39 billion).²⁹

Official development assistance, 2018-2020
(Billions of United States dollars, 2019 constant prices)



Initial and partial estimates from an OECD survey suggest that Development Assistance Committee (DAC) members mobilised \$12 billion for COVID-19 support to developing countries. While these figures are positive and demonstrate the resilience of the ODA during the crisis, the true value of funding commitments towards development co-operation for COVID-19 is difficult to determine.

Bilateral donors in 2020 maintained commitments to health at the expense of other sectors such as humanitarian assistance and governance and security, while IFIs increased commitments across the board with a significant focus on governance and security, social protection and education.

ODA levels therefore remained steady across individual bilateral donors in 2019 but the economic effects of the pandemic reported falls in aid from key OECD DAC members of over 40 percent.

²⁹ Data update to the 2021 Financing for Sustainable Development Report, following the 13 April release of 2020 ODA data¹

7.4 Funding outlook

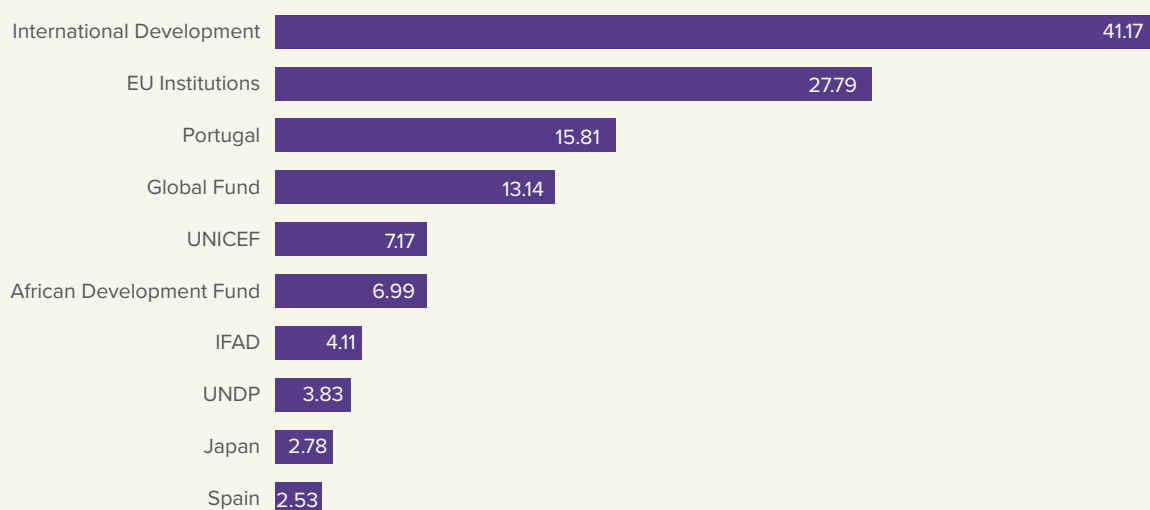
OECD governments are projecting a drop in national income and an increase in public spending within their own borders. Sustaining or increasing ODA in this context sends a strong signal of global solidarity and several DAC members indicated at last November's 2020 DAC High-Level Meeting that they would protect or even increase their ODA budgets in 2021. However, the overall total DAC ODA volumes look likely to fall in 2021 following the UK's announcement of a combined £10.1 billion (\$12.2 billion) cut in its 2020/2021 budget.

In consequence, the UN must balance two competing demands in 2021: responding to the impacts of COVID-19 and ensuring that resources continue to be invested in longer-term development priorities. Budget reallocations by development agencies released billions of dollars to respond to new needs linked to COVID-19 but at the expense of other areas of development and humanitarian assistance.

Therefore, the opportunity presents itself for the UN System in Guinea-Bissau to be a thought leader with its COVID-19 development response by connecting the Socio-economic Response Plan to current trends in ODA.

Leveraging existing and upcoming strategic partnerships with key development actors would allow for the steering of development investments to where they are most needed. At the same time, this approach would help ensure complementarity and coherence across the response effort.

Figure 7.3: Top Ten Donors of Gross ODA for Guinea-Bissau, 2018-2019 average, USD million



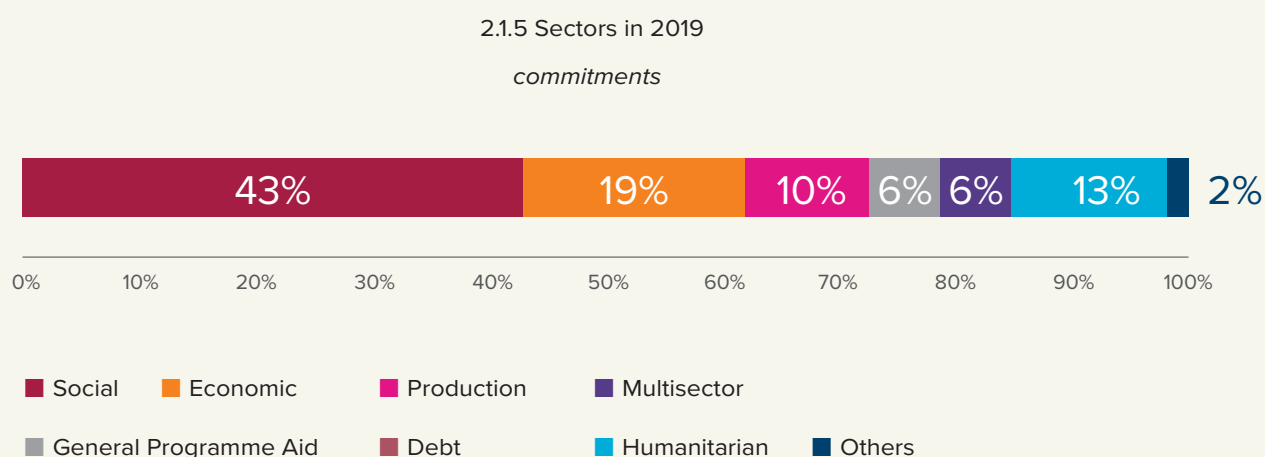
Leveraging existing partnerships is crucial considering that the bulk of development funding in Guinea-Bissau flows through multilateral, UN-based pooled funds and bilateral aid programmes. Key partners in this respect would be the World Bank and the African Development Bank as well as the top donors to Bissau: the European Union, Portugal, Japan, the Global Fund and other UN based pooled funds.

Several bilateral and multilateral donors (EU, World Bank, African Development Bank, Japan) have supported immediate health activities under the COVID-19 Response in Bissau by financing the UN System and/or through other implementing partners. A significant increase in Official Development Assistance (ODA) to address the breadth of recovery needs caused by the COVID-19 pandemic is expected considering the global trends and the patterns of key donors in Bissau, EU institutions (25.4 percent) and Japan (1.2 percent). Other key donors in the country such as Portugal and Spain, however, have cut their overall ODA by 10.6 percent and by 1.8 percent respectively.

While it is difficult to analyze the pattern of each partner without a proper mapping exercise, the concern of the SERP will allow the UNCT to carry out this consultation process in the search of pledged and solid commitments.

On another note, traditional donors' slow and inadequate response to the COVID-19 crisis presents an opportunity for emerging powers such as BRICS to play a bigger role in the international development assistance framework. BRICS countries, especially China and Russia, have already shown a readiness to provide leadership on global issues and provide beneficial and well-timed international development aid. They have already taken some bilateral measures to support other developing countries³⁰ in the spirit of south-south cooperation and solidarity.

Figure 7.4: Top sectoral commitments (Guinea-Bissau), pre-pandemic, 2019



30 Aligned to the UNCT RM strategy - Context based analysis

A certain degree of the repurposing of programmatic funding has been agreed with UN partners in social and economic sectors. This will also require additional efforts to mobilize or reallocate greater resources for the productive and economic sectors, which are vital for long term recovery and have usually received relatively low priority in the ODA allocations.

Figure 7.5: Bilateral ODA sectoral commitments, Guinea-Bissau, pre-pandemic, 2018-19 average

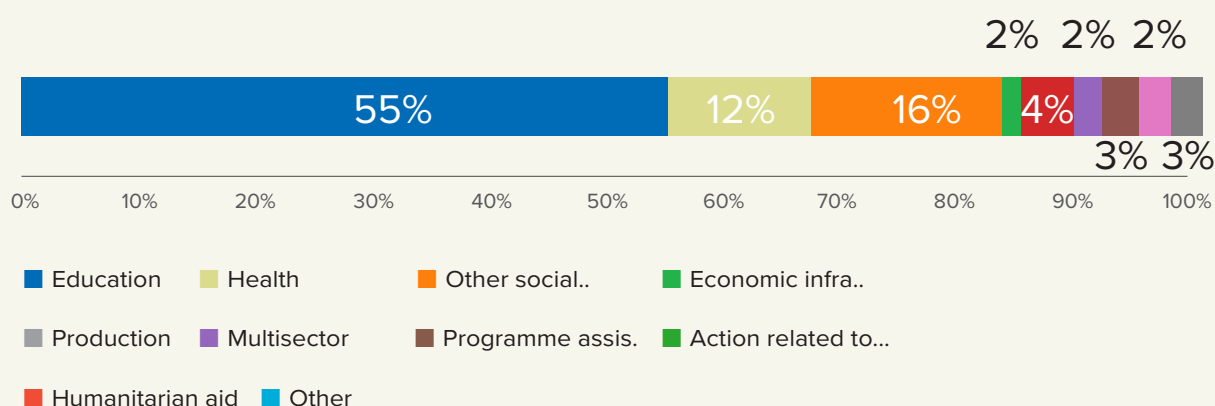


Fig 7.3 and 7.5 above from the OECD Development Assistance Committee (DAC) illustrates the commitment of the main OECD DAC members in these sectors in Africa and Guinea-Bissau particularly.

7.5 Immediate to mid-term action in the framework of partnership building and resource mobilization

The recommendations captured in this section aim to provide a holistic approach to sustainable resource mobilization (RM) in line with the “UN Framework for the immediate social-economic response to COVID-19” and the ongoing strategic planning process/strategic national priorities within the National Contingency Plan.

The recommendations also include support to the UNCT to deliver on commitments under Agenda 2030, and include existing recovery and resilience programming. This approach is based on the agreements of the Financing for Development in the Era of COVID-19 and Beyond initiative launched by the UN Secretary-General and the Prime Ministers of Canada and Jamaica in May 2020.

It is essential for the UNCT to pursue a common approach to resource mobilization and to undertake a coherent campaign in the development of the SERP. Working together to communicate this Plan, and coordinating outreach efforts, should have a positive impact on both earmarked and non-earmarked contributions.

With this in mind, and guided by the information gathered from different good practices and lessons learnt³¹, it is proposed that the UNCT considers implementing the following recommendations, which reflect a two-pronged approach to resource mobilization and partnership building in the framework of the SERP:

- Enhance donor relations, results-based management and communications capacity in the RCO to further develop and implement the SERP: The RCO could strengthen its capacity to coordinate donor relations and resource mobilization in support of the SERP Pillars and service lines (i.e. results-based planning, monitoring and evaluation; coordinate all reporting and ensure quality control for results orientation; manage non-reporting related external communications on behalf of RC; support the RC in enhancing donor relations). The coordination of donor relations should not prevent RM staff from other agencies from interacting with donors, as long as it is done in a coordinated manner, and with clear comparative advantages. All coordination should thus facilitate information sharing, ensure resource mobilization reflects strategic priorities, and support mobilization efforts to address the current funding gaps of the SERP.
- Develop proposals for new cross-cutting projects on emerging priority/opportunity areas: Prepare and/or improve proposals for projects focused on different cross-cutting issues concerning the Guinea-Bissau priorities (e.g. climate change, peacebuilding or green and sustainable recovery; among others). In this regard, it will also be strategic to explore opportunities to partner with other non-UN entities to enhance the attractiveness of proposals to donors that prioritize ODA integration.
- Engage individually with selected donors: Where there appears to be strong potential for a partnership, organizations can approach donors individually with proposals tailored to their interest.
- Map the viability of financing instruments as well as the monitoring of budgets along social development priorities included in the recovery response (i.e. green recovery in the SIDS cooperation framework, financing sustainable development goals and gender-focused financing, among others).
- Ensure UNCT coordination within the UN-based pooled funds. The UN COVID-19 Multi-partner Trust Fund (MPTF) has played a major role in supporting the response to date. It would be advantageous to analyse the roles of the trust funds and other innovative funding modalities to support joint programming for sustained recovery³².
- Engage with the private sector: Enhance collaboration with the private sector, beginning with companies that have existing relationships with the United Nations. The SERP could be an opportunity to align private sector activities and investments with Agenda 2030 (i.e. inciting investors, banks, and businesses of all sizes to embed the SDGs into their decision making and practice).

31 TBD

32 <https://www.un.org/development/desa/financing/sites/www.un.org.development.desa.financing/files/2020-05/Mapping%20of%20COVID-19%20Response.pdf>

- Develop an external communications plan and explore innovative partnerships within the context of the SERP framework: Draft a roadmap to communicate UNCT progress in the five pillars to donors and the public at large.
- Strengthen internal capacities and knowledge to maximize opportunities to support the resourcing of the SERP. While recognizing the challenges inherent in ensuring adequate financial and human resources, it is important to creatively address institutional arrangements. The RCO should lead the orientation/training of designated staff within the UNCT who will subsequently be responsible for advising and supporting the respective agencies on issues concerning the pillars and activities envisaged in the SERP.

Annexes

Annex 1: Note on Government actions in response to the COVID-19 pandemic

Following the first cases of infection, officially announced on 25 March 2020, the national authorities in Guinea-Bissau took a series of measures to prevent and control the COVID-19 pandemic. These measures included: 1) closure of borders and non-essential services, including restaurants, bars, nightclubs and places of religious worship; 2) declaration of a state of emergency; 3) restriction of activities and curfew; and 4) confinement of infected persons.

A document called the “Contingency Plan” was drawn up and validated to coordinate the Government’s response, and remains the only reference framework for the actions of the Government and the TFPs. For its implementation, the priorities in terms of health expenditure were set by the Centre for Health Emergency Operations, which operates under the Ministry of Health. Political measures are taken by a High Commission placed under the authority of the President of the Republic.

The CP, initially valued at nearly US\$14 million, was intended to provide free care to infected people, equip intensive care units, strengthen epidemiological and biological surveillance and increase the supply of drugs to hospitals.

For its part, to mitigate the immediate impact of the pandemic, the Government provided emergency allocations of: (i) XOF 222 million for the supply of medicines, food and medical equipment, and (ii) XOF 580 million for the acquisition and distribution of 20,000 bags of rice and 10,000 bags of sugar throughout the country, including in the most remote areas, and (iii) XOF790 million in the form of direct support to the agricultural campaign.

In terms of private sector support, the government mobilized XOF 15 billion on the sub-regional public securities market, which it on-lent to commercial banks to finance the cashew marketing campaign. This facilitated the supply and storage of almost half of cashew nut production in 2020 and helped to maintain employment in this vital sector.

Other measures will also be taken, notably fiscal measures to support the private sector, which has been heavily impacted by the crisis. These include 1) the cancellation of penalties imposed on businesses from the date of the declaration of the state of emergency; 2) the extension of deadlines for filing tax returns and paying taxes; and 3) the easing of the conditions for paying overdue taxes in several instalments.

However, the challenges remain considerable from both a social and economic point of view. The country does not have a health system capable of protecting the most vulnerable population from the health and economic consequences of COVID-19. The economic impact of the crisis has caused a decline in national wealth, estimated in real terms in 2020 at -1.4%. The expected recovery in 2021 (3.3%) remains highly dependent on the success of the cashew marketing year.

In the light of the above, the authorities are planning to modernize the existing health infrastructure and to provide it with adequate equipment. Assistance to the most disadvantaged families continues to be one of the priority actions on the Government’s agenda. The recovery also

involves support for businesses (private sector), and flexible and adapted financing mechanisms must be proposed, especially for micro and small businesses. Channels such as microfinance must be favoured to promote the financial inclusion of women and young people. In the medium and long term, plans are underway to taking full advantage of the country's potential to leverage the green and blue economies.

Annex 2: Linkages between the pillars for the recovery and the guiding strategic documents

Linkages	Health first	Protecting People	Economic Response and Recovery	Macroeconomic response and multilateral cooperation	Social Cohesion
National Contingency Plan for COVID-19	Coordination of operations (COES), logistics and procurement, communication and awareness raising, infection prevention and control, reinforcement of health measures at points of entry, epidemiological surveillance	Reinforcing health measures at points of entry Strengthening psychosocial support			psychosocial support
Strategy for Development, Employment and Industrial Promotion 2020-2024 (Hora Tchiga)	National contingency plan, National Health Development Plan III (2018-2022) and health system strengthening programme	Programme to promote value chain including nutritional and food security including cash transfer to the vulnerable; emergency project on WASH in context of COVID-19	Programme of credit lines, programme to promote agro value chains including plant, animal, agri food business, programme to reduce informality and modernize handicrafts including promoting the link between informal markets and online businesses , Programme for tourism and hotels; programme to encourage entrepreneurship, research, innovation and technological development including establishing an innovation ecosystem in Bissau;	Negotiation of concessional financing and debt relief; Programme for the liberalization of the energy and water markets including emergency project on WASH in context of COVID-19; Construction of power stations in regional urban centers using solar power plants ; Harmonize public and private investment; public financial management including effective fiduciary management of funds; strengthen disasters risks reduction including climate resilient agriculture	Programme on social housing including construction of 300 social housing units

Linkages	Health first	Protecting People	Economic Response and Recovery	Macroeconomic response and multilateral cooperation	Social Cohesion
National Development Plan 2020-2023	Strategic Objective 1: Enhance human capital and improve living conditions of populations;	Strategic Objective 1: Enhance human capital and improve living conditions of populations;	Strategic Objective 2: Reform the economy and promote growth and employment;	Strategic Objective 2: Reform the economy and promote growth and employment; Strategic Objective 3: Develop productive sectors of the economy and infrastructure; Strategic Objective 5: Revitalize foreign policy and promote regional integration and valorise Guinean diasporas; Strategic Objective 6: Preserve biodiversity, combat climate change and enhance natural capital;	Strategic Objective 1: Consolidate democracy, rule of law and reforms and modernization of public institutions
One year extended UNPAF 2016-2020	OG3- Health and development	OG3- Health and development	OG2- Economic growth and poverty reduction	OG2- Economic growth and poverty reduction; OG4- Biodiversity, Climate Change and Disasters Risks Reduction	OG1- Rule of law and governance
United Nations Sustainable Development Cooperation Framework (CF) 2022-2026	CF Outputs: 3.1, 3.6	CF Outputs 3.1,3.2, 3.3,3.4, 3.5,3.6	CF Outputs 2.1, 2.2	CF Outputs 2.1, 2.2,2.3, 2.4, 2.5	CF Outputs 1.1, 1.2, 1.3, 1.4 and 1.5
Sustainable Development Goals (SDG)	SDG 3, SDG 5	SDG1,SDG 2, SDG 4, SDG 5, SDG6	SDG 7, SDG8, SDG 10	SDG 9, SDG 10, SDG 11, SDG 12, SDG 14, SDG 15, SDG 17, SDG 13	SDG 5, SDG 16

Annex 3: Matrix of ongoing or planned socio-economic responses/projects to mitigate the impacts of COVID-19 in Guinea-Bissau

Pillar	Agency	Activity	Objective	Target/ Beneficiaries	Source of Funding	Total Budget Planned	Budget Secured	Gap	Status	National partners
1	WHO	Strengthening the Response capacity And Mitigation of COVID-19 pandemic in Guinea-Bissau (STREAM)	<p>Overall objective: Contribute to the effective and timely implementation of National Contingency Plan (NCP) through extended support to Case Management pillar, surveillance, laboratory and IPC pillars.</p> <p>Specifically: Reduce the morbidity and prevent excess mortality of patients due to COVID-19 in communities and isolation/treatment centres in Guinea-Bissau through increased capacity and better equipment.</p>	Ministry of Health; national & sub-national response partners; health workers, and non-health actors; immigration and PoE officials	European Union	to USD 1 429 357	EU 1 300 000 (corresponding to USD 1 429 357)		Ongoing: End date 24 January 2022	High Commission for COVID-19

Pillar	Agency	Activity	Objective	Target/ Beneficiaries	Source of Funding	Total Budget Planned	Budget Secured	Gap	Status	National partners
1	WHO	Enabling Guinea-Bissau to timely respond and stop COVID-19 transmission	<p>Overall objective: Supporting Guinea-Bissau's health system in effectively respond to the emergency of COVID-19.</p> <p>Specifically: Enhanced national authorities' capacities to effectively implement the National Contingency Plan; Urgent medical assistance for COVID-19 related needs of local population addressed.</p>	Population currently affected by COVID-19; population most susceptible to the epidemic and to socio-economic vulnerabilities with particular attention to women in vulnerable situation, victims of GBV and vulnerable children especially the ones who are victims or potential victims of trafficking living in Koranic schools. Healthcare workers, border officers and officials of PoEs are other key target group.	The UN COVID-19 Response and Recovery Multi-Partner Trust Fund (UN COVID-19 MPTF)	USD 250,000	USD 250,000		Completed: End date 24 April 2021	<p>High Commission for COVID-19</p> <p>Ministry of Public Health</p> <p>Ministry of Interior</p>
1	WHO	Surveillance, coordination, and risk communication, community engagement and social mobilization (RCCE) activities		General population	GAVI	USD 70 000	USD 70 000		Completed: End date 31 December 2020	<p>High Commission for COVID-19</p> <p>Ministry of Public Health</p>
1	WHO				WHO /AFRO	USD 1305694	USD 1 035 694		Completed: End date 31 December 2020	<p>High Commission for COVID-19</p> <p>Ministry of Public Health</p>

Pillar	Agency	Activity	Objective	Target/ Beneficiaries	Source of Funding	Total Budget Planned	Budget Secured	Gap	Status	National partners
1	WHO				WHO/AFRO	USD 34 389	USD 300 752		Ongoing: End date 31 December 2021	High Commission for COVID-19 Ministry of Public Health
1	WHO	Procurement of Ambulances			WB/UNDP	USD 408 336	USD 408 336		Completed: End date 24 September 202	High Commission for COVID-19 Ministry of Public Health
1	WHO	Procurement of equipment, material for case management, IPC, laboratory			Guinea-Bissau Government (Islamic Development Bank)	USD 11 268 370	USD 11 268 370		Completed: End date 30 August 2021	High Commission for COVID-19 Ministry of Public Health
1	WHO				AFRO/WHO	488 370	388 370		Completed: End date 30 August 2021	High Commission for COVID-19 Ministry of Public Health
1	World Bank	Support surveillance, PPEs, equipment (including ambulances) and laboratory capacity	Support the response		IDA	USD 7,000,000	USD 7,000,000		Ongoing	High Commission for COVID-19

Pillar	Agency	Activity	Objective	Target/ Beneficiaries	Source of Funding	Total Budget Planned	Budget Secured	Gap	Status	National partners
1	World Bank	COVID-19 Response and Recovery in and Support national immunization plan	Prevent, detect and response to the threat posed by COVID-19 and strengthen national systems for public health preparedness		IDA	USD 5,000,000	USD 5,000,000		Under preparation, approval expected in June	High Commission for COVID-19
1	IOM	Construction and Refurbishment of temporary isolation facilities	infection prevention and control	Point of entries Points of entry (PoE): Djegue (Cacheu), Fulamori (Gabu)	MPTF	27,414 USD	27,414 USD	0	Ongoing	General Directorate of Migration and Borders, Ministry of Public Health and INASA
1	IOM	purchase of hygiene and IPC materials	infection prevention and control	15 official PoE	MPTF	19,000 USD	19,000 USD	0	Ongoing	General Directorate of Migration and Borders, Ministry of Public Health and INASA
1	UNFPA	1. 5487 young people were sensitized on FP / HIV / STI and sent for integrated FP / HIV consultations, through the NGO ADPP; In the 18-24 age group, we have 709 Male and 788 Female, benefited from sensitization in SRH; For the use of services (application of methods 291 and withdrawal 140) 2. Counseling and screening: (144 Male including 7 positive and 267 female including 40 positive)	Prevention	General Population	UNFPA	60 000	50 907	0	Completed	Government and CSOs

Pillar	Agency	Activity	Objective	Target/ Beneficiaries	Source of Funding	Total Budget Planned	Budget Secured	Gap	Status	National partners
1	WFP	COVID-19 response	WFP, in collaboration with the Association of Young Farmers of Guinea-Bissau, promoted awareness raising activities on COVID-19 prevention measures at the level of community radio stations in all regions of the country.	13 756 beneficiaries					Ongoing	
			Support to HNSM with blanket synthetic med thermal resistance, metallic urinal, metallic hospital pedpan during COVID-19	6538 beneficiaries					Ongoing	
			Masks for schools and partners	189,143.86 USD				Ongoing	Ministry of Education	
2			Strengthen the resilience of vulnerable households	35,000 beneficiaries	USD 160,000			Ongoing	Ministry of Agriculture; National Civil Protection Service; Ministry of Women, Family and Social Solidarity National and International NGOs	

Pillar	Agency	Activity	Objective	Target/ Beneficiaries	Source of Funding	Total Budget Planned	Budget Secured	Gap	Status	National partners
2		Continued provision of hot school meals and -provide take-home rations and ensure alternative modality if schools will be closed again;	Improving the nutrition of schoolchildren	195000 beneficiaries					Ongoing	Ministry of Education and National NGOs
		MAM treatment and Stunting prevention	Improving the nutrition status of children under 5-year-old	19,933 beneficiaries					Ongoing	Ministry of Education and National NGOs
		Resilience building	<ul style="list-style-type: none"> •Continue provision of inputs, tools, and machinery through national partners to support agricultural production in 2021 season •Continue and scale up market support to smallholder farmers •Implement asset creation activities 	17,899 beneficiaries					Ongoing	Ministry of Education and National NGOs
		Capacity strengthening	<p>Food Security and Nutrition Monitoring System</p> <p>Provide National Health Emergency Operation Center COES with logistics, IT, procurement, and communication capacity;</p>		USD 660,000				Ongoing	<p>National Civil Protection Service;</p> <p>National Health Emergency Operation Center</p> <p>High Commission for COVID-19</p> <p>Ministry of Education;</p> <p>Ministry of Agriculture</p> <p>Central Statistical Office</p>

Pillar	Agency	Activity	Objective	Target/ Beneficiaries	Source of Funding	Total Budget Planned	Budget Secured	Gap	Status	National partners
1,2,3&5	UNDP	Procurement Social protection	enhance the provision of quality social services, health, and provide a social protection scheme. The secondary objectives are: i) Ensure that the health system is equipped with the necessary means to respond to the COVID-19 pandemic and other health crisis in a timely and quality manner; ii) Offer a social protection scheme to vulnerable people, who contracted the COVID-19, and whose livelihoods are threatened.	Population of Bissau, especially youth and women	Japanese Government and UNDP RFF2.0	\$ 1.5 M	\$1.5M	0	Planned	
1	WB	Support to surveillance, PPE equipment and laboratory capacity	Support COVID-19 response	General population	IDA	\$7M	\$7M	0	Ongoing	High Commissioner and MINSAP, UNDP
1	WB	COVID-19 Response project	Support national immunization plan	Health workers and priority population	IDA	\$5M	\$5M	0	Planned	High Commissioner, MINSAP
1	UNICEF									
1 & 2	IOM	Capacity building	Prevention and response of diseases with epidemic potential	Security forces and health authorities	MPTF	17431 USD	17431 USD	0 USD	Ongoing	General Directorate of Migration and Borders, Ministry of Public Health and INASA

Pillar	Agency	Activity	Objective	Target/ Beneficiaries	Source of Funding	Total Budget Planned	Budget Secured	Gap	Status	National partners
1 & 2	IOM	RCCE	Awareness raising campaigns on COVID-19 risks prevention	Security forces, health authorities and border communities	MPTF	8,115 USD	8,115 USD	0 USD	Planned	General Directorate of Migration and Borders, Ministry of Public Health and INASA
2	UNFPA	<p>1. The country has the law that prevents and criminalizes GBV (FGM and GBV), it also has the national strategy to fight FGM, the national policy for gender equality and equity - PNIEG. The country also has a national strategic plan to fight COVID-19.</p> <p>There is a strategy to raise awareness of behaviour change in relation to prevention and response mechanisms to GBV victims</p> <p>2. UNFPA in collaboration with the Government (Ministry of Family and Social Protection) distributed 200 masks to the VBG reception center, in Bissau that welcomes young men and women victims of early and forced marriage</p>	Prevention	General Population	UNFPA	20 000	18 895	0	Completed	Government and CSOs
2	FAO									
2	UNICEF									

Pillar	Agency	Activity	Objective	Target/ Beneficiaries	Source of Funding	Total Budget Planned	Budget Secured	Gap	Status	National partners
2	World Bank	Cash transfers	Provide poor communities and households with greater access to basic social services and social safety nets	Communities	IDA	USD 15M	USD 15M	0	Ongoing	Government implementation
2	World Bank	Support to National Education system	Improve the teaching and learning environment in grades 1-4 in targeted schools in Guinea-Bissau	Pupils	IDA	USD 15M	USD 15M	0	Ongoing	Ministry of Education
3	FAO	Provide agro inputs Provide Cash Support access to technical advisory services Provide COVID prevention sensitization sessions and kits	Improve the food and nutritional security of vulnerable populations and strengthen resilience in the face of the socio-economic impact of the COVID-19 pandemic in Guinea-Bissau.	47 000 HH	WB	12,5 M USD	YES	NO	Ongoing	MADR ONG
3	WB	Guinea-Bissau Emergency Food Security Project	protect the poor and vulnerable from the impact of the economic and social crisis triggered by the COVID-19 pandemic	Food insecure households in Guinea-Bissau	IDA	\$15M	\$15M		Ongoing	MADR, FAO
3	UNFPA									
3	UNDP	Relief and Recovery for Guinea-Bissau's MSMEs and Private Sector in Response to COVID-19	Provide immediate relief and recovery to MSMEs and private sector, ensure their continuity, improve their productive capacity and increase their future resilience using a demand-driven approach.	MSMEs, Private Sector, Youth and Women	BADEA, UNDP	\$9.4M	Yes	0	Planned	

Pillar	Agency	Activity	Objective	Target/ Beneficiaries	Source of Funding	Total Budget Planned	Budget Secured	Gap	Status	National partners
		Blue economy	Building back better through measures that focus on the strengths, weaknesses, risks, and opportunities of Guinea-Bissau being a SIDS: 1), Create an enabling environment for engagement of all stakeholders, particularly women, youth and the private sector 2). Contribute to the establishment of a blue economy; 3) Support to women and youth that often engage largely in informal and daily income generating activities	MSMEs, Youth, Women	UNDP RFF2.0	\$3 M	\$1.5	\$1.5	Ongoing	
3		Early response to COVID-19 crisis	To inform recovery programmes and policies			\$180K			Planned	
3	UNICEF									
3 & 5	IFAD	Provision of inputs and basic assets for production	Targeted rural poor households have minimal impact on productivity	Smallholder farmers affected by the pandemic, particularly Women and young people	Rural Poor Stimulus Facility (COVID-19 emergency response Fund created by IFAD)	Round 1 – \$375,000 Round 2 – \$400,000	\$775,000	NA	round 1 - Ongoing round 2 - Planned	Round 1 – fund implemented through IFAD-financed project PADES in collaboration with national NGOs, MoA and MO Infrastructure Round 2 - tbd
3 & 5	IFAD	Delivering agriculture-related information through digital services	Digital services leveraged in targeted rural areas							

Pillar	Agency	Activity	Objective	Target/ Beneficiaries	Source of Funding	Total Budget Planned	Budget Secured	Gap	Status	National partners
4	UNFPA	<p>1. Studies in relation to COVID-19 were carried out in 2020 and the reports available.</p> <p>2. Within the framework of the partnership between UNFPA and the High Commission for COVID-19, UNFPA technically and financially supported the development and implementation of the light CAP survey on COVID-19, aimed at the general population and pregnant women in particular, young people and adolescents in 2 regions , 840 households, 400 of which in SAB and 440 in the Biombo Region., surveyed. And this information allowed the High Commissioner and the Government to have a clearer view and information on the knowledge of the disease and the measures of prevention and confinement declared during the states of emergency.</p> <p>3. A study was also carried out on the situation and needs of people living with HIV, in Guinea-Bissau in the context of COVID-19. The partnership was between UNFPA and UNAIDS. The total number of personnel surveyed was 1056 people, of which 718 were female and 338 were male.</p> <p>4-The study of the Impact of COVID-19 on vulnerable groups / Women and Youth. The study covered the entire national territory</p>	Data	General Population	UNFPA	20 000	14 634	0	Completed	Government and CSOs

Pillar	Agency	Activity	Objective	Target/ Beneficiaries	Source of Funding	Total Budget Planned	Budget Secured	Gap	Status	National partners
4	UNDP	Financial inclusion	1) Enhance access to financial services, particularly for diaspora and the most vulnerable groups: MSMSEs/ informal sector/Women/Youth; 2) Improve regulatory and policy frameworks related to financial services in place and capacity of regulatory institution and five local commercial banks developed; 3) Raised financial literacy and awareness for 50,000 with 50% women	MSMEs, Youth, Women	UNDP	\$1.5 M	\$800K	\$700K	Ongoing	
4	UNICEF									
5	UNDP	Community engagement	Community support through the identification of local solutions and innovation for local development	Rural inhabitants, youth, women, people with disabilities, LGBTQ	Italy, African Development Bank, UND	\$450K	\$200K	\$250K	Ongoing	High Commission for COVID-19
			Facilitating the achievement of the SDGs in Guinea-Bissau	\$850K					Planned	
5	UNICEF	Cash transfer programme for vulnerable families affected by COVID-19	-Support vulnerable households affected by COVID-19 in the regions with the lowest education outcomes with cash transfer in order to help them keep sending their children to school despite their deteriorating economic situation - Build vulnerable families resilience to COVID-19	1400 households in Oio, BafataBafatá, gabuGabu	GPE	\$750,000	\$750,000	0	0	Ministry of social affairs, Ministry of Education, CARITAS, RENLUV, ASPAAB, ECAS D
5	UNFPA									

Summary of Planned and Ongoing Activities All – Pillar Activities

Pillar	Activity Area	No. of Activities	Available	Gap	Contributing Agencies
Pillar 1	Response Capacity and Mitigate Impact of COVID-19	7	13,501,313	0	WHO, IOM, World Bank
Pillar 1	Health systems strengthening for timely response and stop COVID-19	15	20,518,827	0	UNDP, WHO, UNFPA, WFP, IOM, World Bank
Pillar 1	Surveillance, Coordination and risks communication	2	7,008,115	0	IOM, World Bank
1: Health First	TOTALS	24	41,028,255	0	6
Pillar 2	Social protection system	6	17,774,000	0	UNDP, WFP, World Bank, UNFPA, UNICEF
Pillar 2	Education and psychosocial support	6	18,146,643	0	UNICEF, WFP, World Bank
2: Protecting People	TOTALS	12	35,920,643	0	5
Pillar 3	Recovery and resilience of SMEs including agriculture producers	6	22,886,655	0	IFAD, FAO, UNDP, WFP
Pillar 3	Strengthening supply- and value-chains	2	19,000,000	1,500,000	UNDP, World Bank, FAO
3: Economic Response & Recovery	TOTALS	8	41,886,655	1,500,000	5
Pillar 4	Support to sustainable financing	2	1,600,000	800,000	RCO/UNCT, UNDP
4: Macroeconomic Response	TOTALS	2	1,600,000	800,000	
Pillar 5	Enhance social cohesion	2	850,000	0	UNDP
Pillar 5	Strengthen resilience of communities	2	31,200,000	250,000	UNDP, World Bank
5: Social Cohesion	TOTALS	4	32,050,000	250,000	2
FUNDING			152,485,553	2,550,000	

Annex 4: List of acronyms

EU	European Union
FAO	Food and Agriculture Organization
IFAD	International Fund for Agriculture
IMF	International Monetary Fund
IOM	International Organization for Migration
RCO	Resident Coordinator Office
UNCDF	United Nations Capital Development Fund
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commission for Refugee
UNICEF	United Nations Children Emergency Fund
UNODC	United Nations Office on Drugs and Crime
WFP	World Food Programme
WHO	World Health Organization
WB	World Bank



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