



UNITED NATIONS

National Workshop

September 3, 4 and 5, 2008 — Hotel Bissau Palace

Enhancing Collaboration between the Guinea-Bissau Law Enforcement and Public Security Institutions

The achievement of the objectives of this initiative would never be possible without the enthusiasm and commitment of many UN staff members, international collaborators and the national actors who embraced the opportunity to participate in a constructive endeavor and recognized its potential for fostering stability and positive change. Recognition goes to the following people:

1. Ambassador. Shola Omoregie, Representative of the Secretary General
2. Mme. Giuseppina Mazza, Resident Coordinator of the UNCT and Resident Representative of UNDP
3. Ms. Zubaida Rasul, Senior Political Advisor
4. Ms. Luisa Madeira, Assistant to the RSG
5. Mr. Vladimir Monteiro, Director de Comunications for UNOGBIS
6. Mr. Jorge Alturas, Director de Security for the UN System
7. Mr. Waly Ndiaye, Facilitator
8. Mr. Professor Doctor Kaffta Kosta, Constitutionalist
9. Kadi Facondo, International Speaker
10. Ms. Janet Murdock, Peace and Development Advisor
11. Coroneel Salomão Kiermes, Military Advisor
12. Ms. Linda da Souza, Political Advisor, UNOGBIS
13. Ms. Giorgia Battista, Rule of Law Advisor, UNDP
14. Mr. Macarious Songa, Transportation Assistant
15. Mr. Umaru Seid, Transportation Assistant
16. Mr. Martin Foy, Financial Assistant
17. Mr. Eddie Tweneboa, Contracting and travel
18. Mr. Richard Freeman, Legal Advisor
19. Mr. Sabou Almeida, Interpreter and translator
20. Ms. Maema Fernandes, Assistant
21. Ms. Amina Benzidane, Assistant
22. Mr. Mody Ndiaye, UNODC Special Advisor
23. Ms. Caroline Brahnsen, European Commission

For more information contact:

Vladimir Monteiro, Director of
Communication for UNOGBIS
UN Building, 1st Floor
Rua Rui Djassi, C.P. 179,
P.O.Box 1011
Bissau, Guinea Bissau
Phone:
Fax:
Cell:



Workshop Report

Prepared By:

Mr. Waly Ndiaye, Trainer & Consultant and

Janet L. Murdock, Peace and Development Advisor



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INTRODUCTION

The inter-relationship between the public security forces was one of the main destabilizing factors in the 2008 pre-electoral period in Guinea-Bissau. A series of incidents early that year highlighted the frictions between security and law enforcement institutions and the tendency of inter-agency problems to escalate rapidly to the highest spheres of Government.

The issues between the public order institutions partly stem from undefined and overlapping mandates of the various governmental institutions involved in maintaining security. The jurisdictional ambiguity issues between the Government's public security agencies are simultaneously relational, procedural and structural. Any sustainable resolution of these ambiguities has to address all three elements.



There have been many efforts to address these challenges by both national and international actors. UNOGBIS, through the goods-offices provided by the Representative of the United Nations Secretary General in Guinea-Bissau Mr. Shola Omoregie, has worked to promote stability, to assess the level of willingness of political actors to tackle security sector reform problems, to pinpoint and clarify the key issues of concern and to find the most appropriate types of processes to enhance communication and nurture constructive relationships between national institutions.



The ultimate objective of the workshop was to collectively make recommendations to enhance collaboration among the agencies. Decisions regarding implementation will need to be taken at the highest level. The following next steps could help advance an implementation process.

FACILITATORS RECOMMENDATIONS

The facilitation team forwarded the following recommendations to the UN RSG for consideration:

- > Hold a meeting with the Primer Minister with the aim of remitting a copy of the recommendations, and informing extensively on the process, the level of commitment and hope of the participants, the relevance of the recommendations, and more importantly, the necessity of implementing those recommendations.
- > Encourage, inside each of the agencies who participated, a meeting between the Ministers and the participants, with the aim of extensive feedback, and advocacy for the rapid implementation of the recommendations.
- > Schedule a Meeting with the relevant Ministers, the Prosecutor General and the Armed Forces Chief of staff to verify the acceptability of the proposed members of the Ad-hoc committee.
- > Ask the Ministers if UNOGBIS can convene the Ad-Hoc Committee members for a collective assessment of the recommendations and establish a plan for moving forward.
- > Envisage a one day (or 2 days) strategic planning meeting (gathering the ad-hoc committee members and one more participant from each agency), facilitated by a good professional, with the aim of finalizing an Action Plan for the implementation of the accepted recommendations.

CONCLUSION

Considering the sensitivity of the security issues in Guinea-Bissau and the state of the relations between the various agencies of the sector, the workshop exceeded expectations. The obstacles to collaboration were identified and recommendations were developed. Now, the challenges relate to implementation. Follow-up steps should be rapidly implemented to capitalize on the positive momentum created by the workshop.





Participant Evaluations

Participant evaluations confirm that the workshop results were more than satisfactory. One hundred percent of the participant evaluation forms reported that the experience was worthwhile. The participants evaluated the goal of the workshop as critical. The vast majority approved of the methodology, the topics chosen, and enjoyed the convergence of people from other agencies, the UN and the EU.



The participants valued the group discussions and commented on the frankness, openness and transparency of the deliberations and how the dialogue helped create greater understanding as to why collaboration is important. Most of all, they valued they appreciated the rare opportunity to express their opinions. They applauded the participation of Professor Doctor Kaft Kosta, an obvious source of national pride for all. Most indicated a willingness to spend more time in this kind of event.

The participants felt strongly that the workshop helped improve human and institutional relationships between the technical teams of the different institutions of security and public order of Guinea-Bissau. The need for more equitable gender representation was acknowledged. Most of the participants noted that they took the opportunity to make new acquaintances and to talk to people they had not known previously as well as establish new ties with old colleagues.

The participants overwhelming confirmed that the recommendations were viable and realistic and said that if implemented, the recommendations will help improve relations between the institutions and promote collaboration. However, they noted the need for political will and stability in the government.



In Guinea-Bissau there is no credible national forum where questions of public security and public order can be discussed and resolved in an open and collaborative manner. Similarly, there is no national entity acknowledged as being truly neutral and unaligned with national political party interests.



So, the United Nations, using its convening power, decided to offer the national public order and security actors an opportunity to participate in a two and a half day workshop to help transform the negative environment that had overtaken the sector.

The genesis of the workshop came from a formal request by the then Primer Minister and from the relevant ministers who endorsed the idea of an inter-agency dialogue. UNOGBIS, with technical support from UNDP, extended an invitation to the Ministers of Defense, Justice, Interior Administration and the Prosecutor General as well as their high-level technicians to participate in the workshop held on 3, 4 and 5 of September 2008. International observers from the European Union, European Commission and the Economic Community of West African States (ECOWAS) participated as observers.

The workshop agenda combined interactive methodologies from the field of Organizational Development and Peacebuilding. The exercises helped facilitate a deeper reflection on different key organizational issues dividing the sector, formulate recommendations for addressing issues of common concern and develop a monitoring and follow-up plan for implementing any proposed recommendations. The following are the general goals and specific objectives of the workshop:





General Objective

The workshop proposed to offer an adequate space for dialogue and consultation so that the national actors responsible for public order and security could identify together the essential and necessary first steps to strengthen human and institutional relations. The goal was to provide an opportunity for joint identification of that which could contribute to an increase in confidence and solidarity and promote collaboration for creating a favorable environment for positive change, reduce the possibilities of inter-agency violence, increase social justice and strengthen the structures that are responsible for public security.

Specific Objectives

The workshop also envisioned a set of specific objectives:

- > Convene the Ministries that are responsible for public security and open the channels of communication, create conditions for dialogue and encourage collaboration;
- > Clarify the perception of relevant actors of their institutional and individual missions, responsibilities and duties and competencies;
- > Learn from the experiences of other contexts, where similar challenges to those Guinea-Bissau have been addressed peacefully between public security forces;
- > Take part in participatory exercises to learn the key principles and dynamics of organizational development;
- > Identify issues of common interest;
- > Propose recommendations to address issues of common interest;
- > Identify steps that should be followed to advance a common strategy for

SUMMARY OF THE PROCESS

From the UN side, Mrs. Janet Murdock, the Peace and Development Adviser, was designated as team leader. An inter-agency team supported the initiative both substantively and logistically. The format, methodology and the content of the workshop was developed through a collaborative process of International Consultant, Waly Ndiaye, who facilitated the process, Ms. Murdock, UNOG-BIS military advisors, Col. Salomao Kiermes and Col. Zaza, Police Advisor Osmin Cortez, legal advisor Richard Freeman, Political Advisor Linda de Souza, UNODC Advisor Mody Ndiaye and Caroline Brahnsen of the European Commission.



Broader Impacts

The facilitation team identified some broader impacts of the event. The pre-workshop consultations gave the UN team an opportunity to visit with each potential participants and talk with about peace and the need for rebuilding the country. The participants felt great satisfaction with the opportunity to contribute to the solution of one of the nation's greatest problems. The presence of Generals (Chief of Staff of Army, Chief of Staff of Air Force and President of Military Court) at the opening and closing (Chief of Staff of Air Force and President of Military Court) ceremonies were symbolic and demonstrated a strong Armed Forces' commitment with the endeavor.



The high level of satisfaction of the participants throughout the duration of the program was evident. The expressiveness and intense participation of members of all institutions involved in public order and security in Guinea Bissau may have opened a new chapter in intra-sectoral relations. More specifically, the event helped improve the relationships between institutional representatives and provided a unique opportunity for top level officials to address jointly identified problems and openly discuss mutual concerns. Other observed effects of the workshop observed included:

- > Provided an opportunity for EU SSR Guinea Bissau to sensitization potential participants to their planned activities (further workshops for Justice, Police and Defense actors) and establish relationships with key official needed to implement planned SSR reform.
- > Provided an opportunity for UN System members to approach important collaborators in each one of the different institutions present (for instance UNDP Rule of Law Officer profited the occasion to make an approach with people with whom she will work in the future).
- > Permitted technical people of the several institutions responsible for public order and security to identify and link to UN counterparts
- > Provided an opportunity for high level Guineans officials to meet, discuss and move towards common solutions to common problems.



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The second day started with a Power-Point presentation on Organizational Development principles and tools. The remainder of the day the participant spent in working groups completing various assignments designed to focus discussions and help participant reach consensus on key topics.

On the third and final day the workshop results were presented to the Ministers and the closing ceremony commenced with the arrival of the Minister of Defense who thanked the UN for convening the event and emphasized the importance of bringing together diverse perspective to find lasting solutions to key issues critical to the stability of the country.



Workshop Results

Within two and a half days, using an organizations development approach, intensively embedded in small group exercises and dynamic plenary sessions, the workshop delivered the following results:

- > A collaborative diagnosis process of the state of the collaboration amongst the different agencies was set;
- > The identification of mains constraints hampering collaboration were collectively identified;
- > The collective development of recommendations to address the 3 most critical aspects of inter-agency collaboration;
- > Reasoned justifications for a rapid implementation of recommendations and the possible risks of non-implementation.
- > A final Workshop Results Document that proposed the creation of an “ad hoc” follow-up committee to ensure the quick implementation of the recommendations delivered to the Ministers, the Representative of the General Prosecutor and the UN.



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Prior to the workshop, meetings were held with the Minister of Defense, Justice, Interior Administration, the General Prosecutor and the Chief of the Armed Forces to obtain their support for the initiative. Extensive consultations were subsequently held with each of the 60 top level civil servants appointed to participate in the workshop to explain the process,

hear their concerns and perspectives and verify their commitment to participate. These consultations took place between August 1 and September 2, 2008.

Workshop Delivery

On September 3, 4 and 5, the workshop took place at Bissau Palace Hotel. More than 80 people attended between participants and international observers. The opening and closing ceremonies were presided by the Primer Minister (opening) and the Minister of National Defense (closing), in the presence of the Ministers of Justice, Interior Administration and the Representative of the General Prosecutor.



Two invited speakers were selected to take part in the event. The first was Professor Doctor Emilio Kafft Kosta, the most knowledgeable constitutionalist in Guinea-Bissau. His speech covered the constitution and the mandates given to the security sector. The second invited speaker was Kadi Facondo. Ms. Facondo is the third ranking member of the Sierra Leon police. She spoke about how issues of inter-agency concern have been dealt with through dialogue in other contexts of the sub-region. The Ministers of Justice and Interior Administration also read prepared speeches, according to terms of reference that were provided to them for the occasion.

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