

REPUBLIC OF GUINEA-BISSAU

Public Administration Country Profile

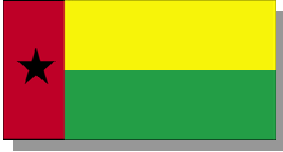
Division for Public Administration and Development Management (DPADM)
Department of Economic and Social Affairs (DESA)
United Nations

March 2004

All papers, statistics and materials contained in the Country Profiles express entirely the opinion of the mentioned authors. They should not, unless otherwise mentioned, be attributed to the Secretariat of the United Nations.

The designations employed and the presentation of material on maps in the Country Profiles do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries.

Table of Contents	1
Guinea-Bissau	2
1. General Information	3
1.1 People.....	3
1.2 Economy	3
1.3 Public Spending	4
1.4 Public Sector Employment and Wages.....	4
2. Legal Structure	5
2.1 Legislative Branch.....	5
2.2 Executive Branch	5
2.3 Judiciary Branch	6
2.4 Local Government.....	6
3. The State and Civil Society	7
3.1 Ombudsperson	7
3.2 NGOs and Civil Society	7
4. Civil Service	8
4.1 Legal basis.....	8
4.2 Status.....	8
4.3 Recruitment	8
4.4 Promotion.....	8
4.5 Remuneration	8
4.6 Training.....	9
4.7 Gender.....	9
5. Ethics and Civil Service	10
5.1 Corruption	10
5.2 Ethics.....	10
6. e-Government	11
6.1 e-Government Readiness	11
6.2 e-Participation.....	12
7. Links	13
7.1 National sites	13
7.2 Miscellaneous sites.....	13



GUINEA-BISSAU

[Click here](#) for detailed map



Source: [The World Factbook - Guinea-Bissau](#)

Government type

Republic

Independence

24 September 1973
(unilaterally declared); 10
September 1974 (recognized
by Portugal)

Constitution

16 May 1984; last modified
on 1993; the National
Assembly adopted a new
constitution in 2001, but it
was neither promulgated nor
vetoed by the President

Administrative divisions

Autonomous sector of Bissau
and eight regions

Source: [World Factbook - Guinea-Bissau](#) &
[U.S. Dep't of State - Guinea-Bissau](#)

In 1994, the country's first multi-party legislative and presidential elections were held. An army uprising against the government in June 1998 triggered a bloody civil war that created hundreds of thousands of displaced persons. The president was ousted by a military junta in May 1999. An interim government turned over power in February 2000 when opposition leader Kumba Yala, founder of the Social Renovation Party (PRS), took office following two rounds of presidential elections.

On 12 September 2003, the President of the National Elections Commission announced that it would be impossible to hold the elections on 12 October 2003, as scheduled. The army, led by Chief of Defense General Verrisimo Correia Seabra, intervened on 14 September 2003. President Yala announced his resignation and was placed under house arrest. The government was dissolved and a 25-member Committee for Restoration of Democracy and Constitutional Order was established.

[U.S. Department of State \(Background notes\) - Guinea-Bissau](#) (edited)

In October 2003, military, political, and civil society leaders appointed Henrique Pereira Rosa as the president of a civilian transition government. On 28 and 30 March 2004, legislative elections were held for the 100-seat National Popular Assembly (ANP), which the former president had dissolved in 2002.

[U.S. Department of State \(Human rights\) - Guinea-Bissau](#)

1. General Information

1.1 People	Guinea-Bissau	Gambia	Guinea	1
Population				a
Total estimated population (,000), 2003	1,493	1,426	8,480	
Female estimated population (,000), 2003	756	720	4,211	
Male estimated population (,000), 2003	737	706	4,269	
Sex ratio (males per 100 females), 2003	97	98	101	
Average annual rate of change of pop. (%), 2000-2005	2.95	2.66	1.59	
Youth and Elderly Population				b
Total population under age 15 (%), 2003	47	41	44	
Female population aged 60+ (%), 2003	5	6	5	
Male population aged 60+ (%), 2003	4	6	4	
Human Settlements				c
Urban population (%), 2001	68	31	28	
Rural population (%), 2001	32	69	72	
Urban average annual rate of change in pop. (%), '00-'05	4.79	4.35	3.14	
Rural average annual rate of change in pop/ (%), '00-'05	1.21	1.44	0.81	
Education				d
Total school life expectancy, 2000/2001	..	..	..	1
Female school life expectancy, 2000/2001	..	..	..	1
Male school life expectancy, 2000/2001	..	..	..	1
Female estimated adult (15+) illiteracy rate (%), 2000	76.5	70.3	..	2
Male estimated adult (15+) illiteracy rate (%), 2000	45.9	56.3	..	2
Employment				e
Unemployment rate (15+) (%), 2000	..	..	..	1
Female adult (+15) economic activity rate (%), 2000	..	45	..	2
Male adult (+15) economic activity rate (%), 2000	..	70	..	2

Notes:

1.2 Economy	Guinea-Bissau	Gambia	Guinea	2
GDP				a
GDP total (millions US\$), 2002	216	388	3,174	
GDP per capita (US\$), 2002	172	282	410	
PPP GDP total (millions int. US\$), 2002	975	2,370 ⁱ	15,687	
PPP GDP per capita(int. US\$), 2002	778	1,722 ^j	2,026	
Sectors				b
Value added in agriculture (% of GDP), 2003	68.7	30.1	24.6	
Value added in industry (% of GDP), 2003	13.3	14.6	36.4	
Value added in services (% of GDP), 2003	17.9	55.2	39.0	
Miscellaneous				c
GDP implicit price deflator (annual % growth), 2003	-1.4	28.2	12.4	
Private consumption (% of GDP), 2003	107.9	86.6	85.2	
Government consumption (% of GDP), 2003	14.0	11.1	7.5	

Notes: ⁱ Estimate is based on regression; other PPP figures are extrapolated from the latest International Comparison Programme benchmark estimates

¹ [United Nations Statistics Division](#):

^a [Statistics Division and Population Division of the UN Secretariat](#); ^b [Statistics Division and Population Division of the UN Secretariat](#); ^c [Population Division of the UN Secretariat](#); ^{d1} [UNESCO](#); ^{d2} [UNESCO](#); ^{e1} [ILO](#); ^{e2} [ILO/OECD](#)

² [World Bank - Data and Statistics](#):

^a [Quick Reference Tables](#); ^b [Data Profile Tables](#); ^c [Country at a Glance](#)

1.3 Public Spending	Guinea-Bissau	Gambia	Guinea	
Public expenditures				3
Education (% of GNP), 1985-1987	1.8	3.7	1.8	a
Education (% of GNP), 1995-1997	..	4.9	1.9	a
Health (% of GDP), 1990	1.1	2.2	2	
Health (% of GDP), 1998	..	2.3 ⁱⁱ	2.3	
Military (% of GDP), 1990	..	1.1	2.4 ⁱⁱⁱ	b
Military (% of GDP), 2000	1.3 ⁱ	1.1	1.5	b
Total debt service (% of GDP), 1990	3.4	11.9	6	
Total debt service (% of GDP), 2000	2.9	4.4	4.4	

Notes: ⁱ 1998; ⁱⁱ 1999; ⁱⁱⁱ 1991

1.4 Public Sector Employment and Wages						
<i>Data from the latest year available</i>		Guinea-Bissau 1991-1995	Guinea-Bissau 1996-2000	Sub-Saharan Africa average ⁴ 1996-2000	Non-Franco- phone Africa average ⁴ 1996-2000	Low income group average ⁴ 1996-2000
Employment						
Civilian Central Government ⁵	(,000)	5.0	..			
	(% pop.)	0.46	..	0.30	0.38	0.46
Sub-national Government ⁵	(,000)	2.0	..			
	(% pop.)	0.18	..	0.30	0.38	0.46
Education employees	(,000)	6.0	..			
	(% pop.)	0.55	..	0.62	0.78	0.91
Health employees	(,000)	2.0	2.26			
	(% pop.)	0.18	0.20	0.29	0.20	0.62
Police	(,000)	..	..	
	(% pop.)	..	..	0.07	..	0.30
Armed forces	(,000)	9.0	9.3			
	(% pop.)	0.83	0.79	0.26	0.31	0.33
SOE Employees	(,000)	..	..	
	(% pop.)	..	..	..	..	13.1
Total Public Employment	(,000)	..	..	
	(% pop.)	..	..	..	..	..
Wages						
Total Central gov't wage bill	(% of GDP)	2.5	3.1	6.1	6.9	5.4
Total Central gov't wage bill	(% of exp)	..	..	29.0	26.4	24.7
Average gov't wage	(,000 LCU)	6,613	230.4			
Real ave. gov't wage ('97 price)	(,000 LCU)	21,605	343.5			
Average gov't wage to per capita GDP ratio		..	2.3	4.8	2.8	4.4

Source: [World Bank - Public Sector Employment and Wages](#)

³ UNDP - [Human Development Report 2002](#)

^a Data refer to total public expenditure on education, including current and capital expenditures.

^b As a result of a number of limitations in the data, comparisons of military expenditure data over time and across countries should be made with caution. For detailed notes on the data see SIPRI (2001).

⁴ Averages for regions and sub regions are only generated if data is available for at least 35% of the countries in that region or sub region.

⁵ Excluding education, health and police – if available (view [Country Sources](#) for further explanations).

2. Legal Structure

The country is still in a transitional period. According to Guinea-Bissau's constitution, last modified in 1993, and the Pact of Transition, the newly selected prime minister serves as the head of government, but President Viera will take over after his inauguration. Tasks facing the new government include determining whether to modify the April 2001 constitution before the President promulgates it.

[U.S. Department of State \(Background notes\)](#) - [Guinea-Bissau](#)

2.1 Legislative Branch

Unicameral National People's Assembly or *Assembleia Nacional Popular* (100 seats; members are elected by popular vote to serve a maximum of four years)⁶

women in parliament: 14 out of 100 seats (14%).⁷

On 28 and 30 March 2004, Guinea-Bissau held legislative elections which international observers deemed acceptably free and fair.

[U.S. Department of State \(Human rights\)](#) - [Guinea-Bissau](#)

Fact box:

elections: Last held 28 March 2004 (next to be held 2008)

election results:

seats by party -
PAIGC 45, PRS 35,
PUSD 17, UE 2, APU
1

2.2 Executive Branch

cabinet: ..

elections: President elected by popular vote for a five-year term; election last held 24 July 2005⁸; prime minister appointed by the president after consultation with party leaders in the legislature

A Political Transition Charter was signed on 28 September 2003, with broad support by political parties, civil society and the military. A National Transitional Council and a Transitional President were sworn in and began to carry out their functions.

Source: [United Nations Economic and Social Council - Ad Hoc Advisory Group \(2004\)](#)

The Military Committee appointed two civilians, Henrique Rosa and Arthur Sanha, to become interim President and Prime Minister respectively, for a transitional period. President Rosa subsequently named a 16-person government including 11 ministers and 5 state secretaries. By year's end, the Committee had reconstituted itself as the National Council of Transition and expanded its membership to include representatives of political parties and civil society.

Source: [U.S. Department of State - Human Rights \(2003\)](#)

Fact box:

chief of state:

President Joao
Bernardo VIERIA
(Since 10 August
2005)⁹

head of government:

Prime Minister Carlos
GOMES Junior
(since 9 May 2004)

⁶ Source of fact boxes if nothing else stated: [The World Factbook](#) - [Guinea-Bissau](#) Information about procedures is from the 1984 Constitution.

⁷ [Inter-Parliamentary Union - Women in National Parliaments](#)

⁸ [U.S. Department of State: Background Notes - Guinea-Bissau \(2005\)](#)

⁹ A bloodless coup led to the dissolution of the elected government of Kumba YALA in September 2003; General Verissimo Correia SEABRA served as interim president from 14 September 2003 until stepping aside on 28 September 2003 with the establishment of a caretaker government

On 9 May 2004 Carlos Gomes Junior became Prime Minister, and on 10 August 2005 Joao Bernardo Vieira was declared the winner of a July 24 presidential runoff election over Malam Bacai Sanha in an election judged by international observers to be free and fair.

[U.S. Department of State \(Human rights\) - Guinea-Bissau](#)

2.3 Judiciary Branch

Supreme Court or *Supremo Tribunal da Justica* (consists of nine justices appointed by the president and serve at his pleasure; final court of appeals in criminal and civil cases); Regional Courts (one in each of nine regions; first court of appeals for Sectoral Court decisions; hear all felony cases and civil cases valued at over \$1,000); 24 Sectoral Courts (judges are not necessarily trained lawyers; they hear civil cases under \$1,000 and misdemeanor criminal cases)

The Constitution provides for an independent judiciary; however, judges were poorly trained and paid and sometimes were subject to political pressure and corruption. The Supreme Court was especially vulnerable to political pressure because its members were appointed by the President and often were replaced. The judiciary was subject to executive influence and control.

Former President Yala's failure to promulgate the amended constitution, which addressed the question of presidential authority to choose Supreme Court justices, heightened confusion surrounding the Supreme Court.

Civilian courts conduct trials involving state security. Under the Code of Military Justice, military courts only try crimes committed by armed forces personnel. Unlike in the previous year, there were no reports that military tribunals tried civilians. The Supreme Court was the final court of appeal for both military and civilian cases. The President has the authority to grant pardons and reduce sentences.

Source: [U.S. Department of State - Human Rights \(2003\)](#)

Maria do Ceu Silva Monteiro was appointed president of the supreme court of Guinea-Bissau in January 2004, filling a post that had been vacant for more than two year. Silva Monteiro's predecessor, Emiliano Nosoloni, was sacked by former president Kumba Yala in November 2001, but was never replaced.

Source: [United Nations Integrated Regional Information Networks - "New head of Supreme Court" \(1/2004\)](#)

2.4 Local Government

There are no local governments and primary service delivery is carried out by government agencies.

Source: [World Bank - The Challenge of Restoring Budgetary Discipline \(2004\)](#)

Since the armed conflict of 1998-99, the majority of social service delivery, especially in the rural areas, has been through civil society organizations. The government has been unable to deliver on basic social services such as health and education. Several government departments have been functioning only in a very limited fashion.

Source: [World Bank \(Guinea-Bissau\) - Engaging civil society org. in conflict-affected and fragile states \(June 2005\)](#)

3. The State and Civil Society

3.1 Ombudsperson

Source: [Institution](#) - [Title](#)

3.2 NGOs and Civil Society

Until the early 1990s, national organizations were dependent on the state party. Restrictions on civil society organizations (CSOs), imposed by the only political party (PAIGC) after liberation, were gradually lifted starting in 1986. The constitution was revised in 1991, abolishing the single party system and embracing political and social openness. After a 1992 statute gave legal existence to NGOs, a large number of organizations were created under the status of NGOs and outside the tutelage of government institutions. The creation of CSOs was considered a viable venue to attract investments from the non-governmental sector abroad, which motivated the establishment of a "governmental civil society".

While the emergence of community based organization (CBOs) was often sparked by external donors, they now are mostly established by community members in response to specific needs or problems. These groups represent an interlocutor for the community toward external donors and for leveraging external funds. CBOs benefit from external support from national and international NGOs, and intermediary regional associations, but also mobilize member fees to cover specific initiatives. Very few have any sustained support, but rely on sporadic assistance from external organizations. Since the conflict, the number of CBOs has decreased, reportedly as a result of dire economic conditions.

The role of religious organizations, church groups in particular, is significant, especially in the education sector. Contributions by church groups and Catholic missions in health and education were highly valued by communities. Religious organizations can be considered CBOs or more broadly CSOs, depending on the context. Christian groups play an important role in social service delivery, particularly in areas where the presence of other CSOs is weak. National church groups have also been active in peace and reconciliation. The majority of the population in Guinea Bissau is animist or Muslim. Islamic schools complement the primary school system. Islamic charity encompasses cash contributions and credit for expensive events such as weddings and funerals.

Source: [World Bank \(Guinea-Bissau\)](#) - [Engaging civil society org. in conflict-affected and fragile states \(June 2005\)](#)¹⁰

¹⁰ See pages 43-45 of the World Bank report for more information.

4. Civil Service

4.1 Legal basis

Source: [Institution](#) - [Title](#)

4.2 Status

According to the Ministry of Labor and Public Administration, the number of irregular civil servants may be as high as 9,000 (which is nearly 40 percent of the total of 24,000 civil servants).

The government, with the support of the European Union, has carried out a full-fledged study of the civil service. However, the recommendations of the study have stalled owing to the lack of consensus and political uncertainty. The major finding of the study is that the management of the civil service in the country suffers from the lack of planning, control, and incentives, being rather concentrated on the routine instead of focusing on efficiency. A component of the recommendations was to reform the whole system of civil service management by introducing meritocracy and streamlining activities in order to improve efficiency and morale of public servants.

Source: [World Bank - The Challenge of Restoring Budgetary Discipline \(2004\)](#)

4.3 Recruitment

Source: [Institution](#) - [Title](#)

4.4 Promotion

Source: [Institution](#) - [Title](#)

4.5 Remuneration

In 2004, the wage bill accounted on average for 25 percent of current spending. This included a payroll of about 18,000 non-military civil servants or 15 civil servants per thousand inhabitants. This represents one of the highest ratios in Sub-Saharan Africa.

Source: [World Bank - The Challenge of Restoring Budgetary Discipline \(2004\)](#)

The salaries of civil servants were not paid for most of 2003. The Government's failure to pay the salaries of civil servants, teachers, and health care workers resulted in a 2-week general strike in March 2003, a 1-week general strike in September 2003, and the closure of schools for most of the year.

Source: [United Nations Economic and Social Council - Ad Hoc Advisory Group \(2004\)](#) & [U.S. Department of State - Human Rights \(2003\)](#) (edited)

In January 2004, government officials said that following the payment of October 2003 salaries, the remaining civil service pay arrears would be paid in stages as funds became available.

For the first time ever, government employees were required to collect their money personally from the bank, identifying themselves with their official identity card.

However, salary arrears for civil servants remain a serious problem.¹¹

Source: [United Nations Integrated Regional Information Networks](#) - "[Gov't resumes payment of civil servants](#)" (1/2004)

4.6 Training

Source: [Institution](#) - [Title](#)

4.7 Gender

Source: [Institution](#) - [Title](#)

¹¹ [World Bank \(Guinea-Bissau\)](#) - [Engaging civil society organizations in conflict-affected and fragile states](#) (June 2005)

5. Ethics and Civil Service

5.1 Corruption

2003 CPI Score relates to perceptions of the degree of corruption as seen by business people and country analysts and ranges between 10 (highly clean) and 0 (highly corrupt).

Corruption Perceptions Index							
		2003 CPI Score	Surveys Used	Standard Deviation	High-Low Range	Number Inst.	90 percent confidence range
Rank	Country						
1	Highly clean	9.7	8	0.3	9.2 - 10.0	4	9.5 - 9.9
..	Guinea-Bissau	..	..	..	..	..	..
133	Highly corrupt	1.3	8	0.7	0.3 - 2.2	6	0.9 - 1.7

Source: [Transparency International - Corruption Perceptions Index 2003](#)

Surveys Used: Refers to the number of surveys that were used to assess a country's performance. 17 surveys were used and at least 3 surveys were required for a country to be included in the CPI.

Standard Deviation: Indicates differences in the values of the sources. Values below 0.5 indicate agreement, values between 0.5 and c. 0.9 indicate some agreement, while values equal or larger than 1 indicate disagreement.

High-Low Range: Provides the highest and lowest values of the sources.

Number Institutions: Refers to the number of independent institutions that assessed a country's performance. Since some institutions provided more than one survey.

90 percent confidence range: Provides a range of possible values of the CPI score. With 5 percent probability the score is above this range and with another 5 percent it is below.

In Guinea-Bissau, a committee against corruption was created in 1995, but its action remains fruitless. This Committee is made up of 3 inspector lawyers and judges of formation. This body, which is attached to the National Assembly, has the role of preventing and of denouncing the acts of corruption within the administration. Until now (2004), the acts of corruption that the Committee had to prepare were in the range of 1.5 million to 250 million CFAF¹². However, no sanction, neither administrative, nor penal, has been taken to date.

Source: [World Bank - The Challenge of Restoring Budgetary Discipline \(2004\)](#)

The government has decided only to pay public employees when they turn up personally at the bank to collect their salaries. The World Bank's director of operations for Guinea-Bissau said this would help to combat corruption in the civil service, whose ranks are believed to be swollen by a large number of phantom workers, whose salaries have until now been drawn by other people.

Source: [United Nations Integrated Regional Information Networks - "World Bank provides \\$13m" \(1/2004\)](#)

5.2 Ethics

Source: [Institution - Title](#)

¹² Franc of the African Financial Community; the CFAF is pegged to the Euro at a rate of 655.957 (francs per Euro).

6. e-Government

e-Government Readiness Index:

The index refers to the generic capacity or aptitude of the public sector to use ICT for encapsulating in public services and deploying to the public, high quality information (explicit knowledge) and effective communication tools that support human development.

The index is comprised of three sub-indices: Web Measure Index, Telecommunications Infrastructure Index and Human Capital Index.

Web Measure Index:

A scale based on progressively sophisticated web services present. Coverage and sophistication of state-provided e-service and e-product availability correspond to a numerical classification.

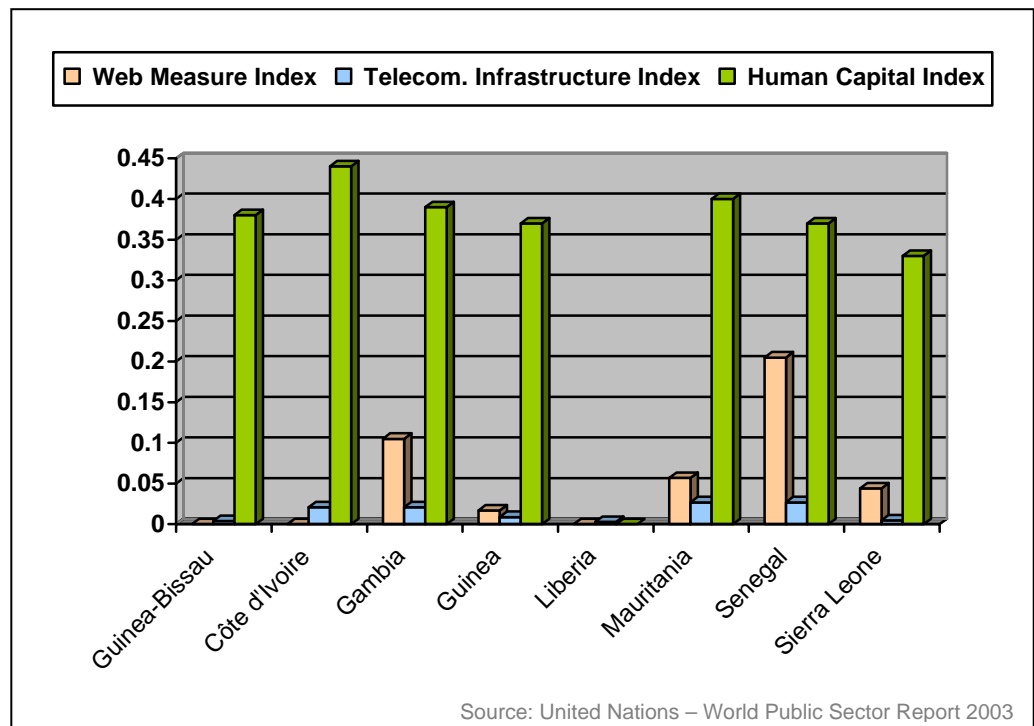
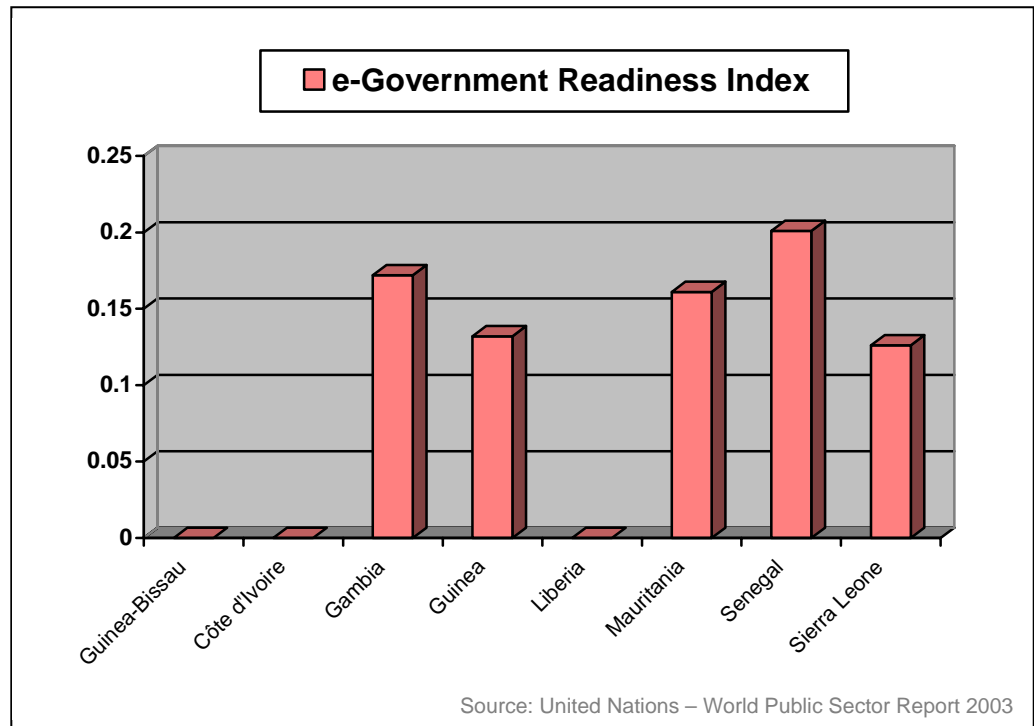
Telecommunications Infrastructure Index:

A composite, weighted average index of six primary indices, based on basic infrastructural indicators that define a country's ICT infrastructure capacity.

Primary indicators are: PC's, Internet users, online population and Mobile phones. Secondary indicators are TVs and telephone lines.

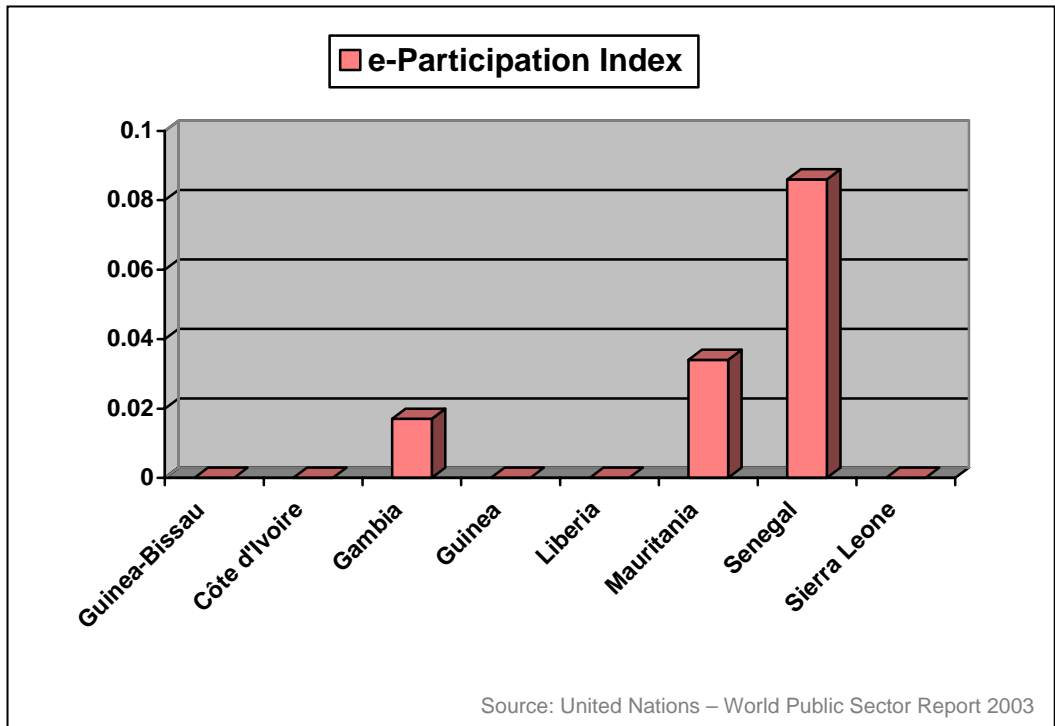
Human Capital Index:

A composite of the adult literacy rate and the combined primary, secondary and tertiary gross enrolment ratio, with two thirds of the weight given to adult literacy and one third to the gross enrolment ratio.



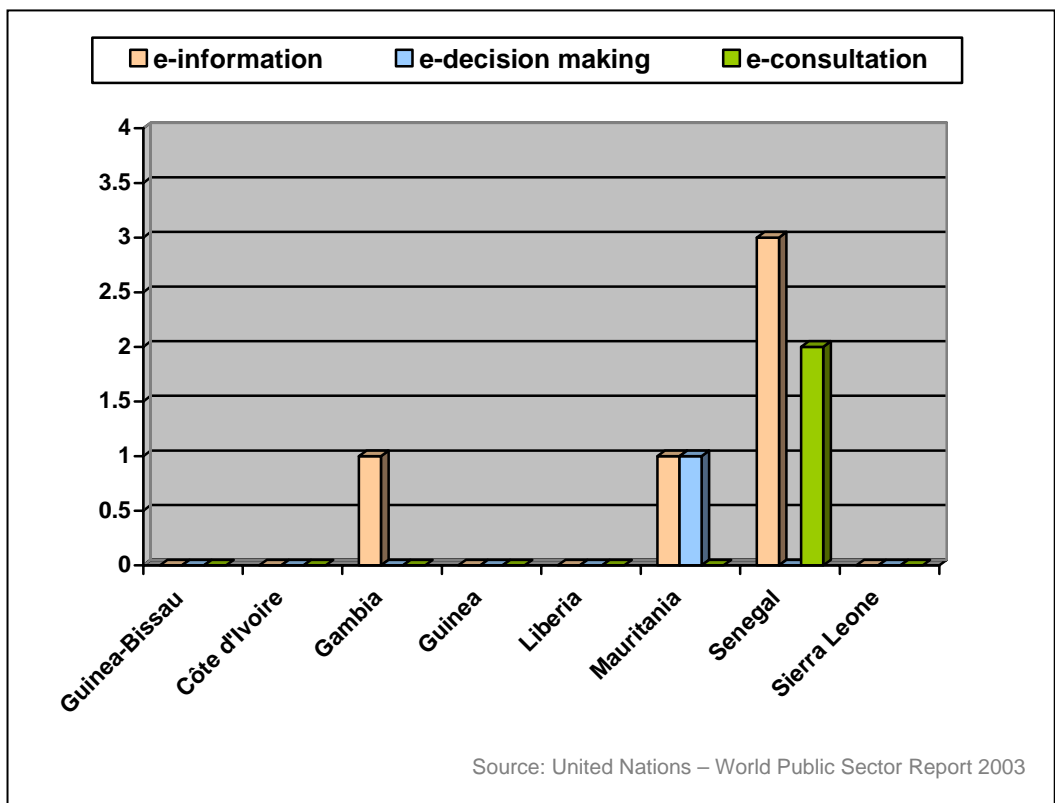
e-Participation Index:

Refers to the willingness, on the part of the government, to use ICT to provide high quality information (explicit knowledge) and effective communication tools for the specific purpose of empowering people for able participation in consultations and decision-making both in their capacity as consumers of public services and as citizens.



e-information:

The government websites offer information on policies and programs, budgets, laws and regulations, and other briefs of key public interest. Tools for disseminating of information exist for timely access and use of public information, including web forums, e-mail lists, newsgroups and chat rooms.



e-decision making:

The government indicates that it will take citizens input into account in decision making and provides actual feedback on the outcome of specific issues.

e-consultation:

The government website explains e-consultation mechanisms and tools. It offers a choice of public policy topics online for discussion with real time and archived access to audios and videos of public meetings. The government encourages citizens to participate in discussions.

7. Links

7.1 National sites	
Authority	Topic
Ministry of Economy and Finance	http://www.guine-bissau.org/
Ministry of Telecommunications	http://www.icqb.org/

7.2 Miscellaneous sites	
Institution	Topic
African Civil Services Observatory (OFPA)	http://www.ofpa.net/
African Development Bank (ADB)	http://www.afdb.org/
African Institute for Economic Development and Planning (IDEP)	http://www.unidep.org/
African Training and Research Centre in Administration for Development (CAFRAD)	http://www.cafrad.org/
African Union (AU)	http://www.africa-union.org/
European Union (EU)	http://europa.eu.int/comm/development/ACP countries
International Labour Organization (ILO) - NATLEX	http://www.ilo.org/dyn/natlex/natlex_browse.home
New Partnership for Africa's Development (NEPAD)	http://www.nepad.org/
UNPAN	http://www.unpan.org/virtual_library-byregion.asp
United Nations Development Programme (UNDP)	http://www.gw.undp.org/
United Nations Economic Commission for Africa (ECA)	http://www.uneca.org/
World Bank (WB)	http://www.worldbank.org/gw