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## Table of Contents

1. Towards a Comprehensive Development Effort.....	7
1.1. Global Development Issues.....	7
1.2. Policy Coherence for Development.....	9
1.3. Financing for Development.....	14
Key reference document: chapter one.....	18
2. Policy Vision and Strategic Orientations.....	19
2.1. Policies, Strategies and Commitments.....	19
2.2. Approach to Allocating ODA.....	21
2.3. Policy Focus.....	22
Key reference document: chapter two.....	26
3. ODA Allocations.....	27
3.1. Economic and Political framework.....	27
3.1.1. Overall ODA Volume.....	27
3.1.2. ODA Reporting.....	29
3.2. Bilateral ODA Allocations.....	31
3.2.1. Geographic Allocations.....	31
3.2.2. Sector Allocations.....	33
3.2.3. Channels of Delivery.....	36
3.2.4. Distribution of Bilateral ODA by Type of Financing.....	37
3.3. Multilateral ODA Channel.....	38
Key reference document: chapter three.....	39
4. Organisation Fit for Purpose.....	41
4.1. Institutional System.....	41
4.2. Adaptation to Change.....	45
4.3. Human Resources.....	46
Key reference document: chapter four.....	48
5. Delivery Modalities and partnerships for Quality Aid.....	49
5.1. Budgeting and Programming Processes.....	49
5.2. Partnerships.....	53
5.3. Fragile States.....	57
Key reference document: chapter five.....	58
6. Results, Transparency and Accountability.....	60
6.1. Approach to Results-based Management.....	60
6.2. Evaluation System.....	61
6.3. Institutional Learning.....	63
6.4. Communication, Accountability and Development Awareness.....	63
Key reference document: chapter six.....	67
7. Humanitarian Assistance.....	69
7.1. Strategic Framework.....	69
7.2. Effective Programme Design.....	70
7.3. Effective Delivery, Partnership and Instruments.....	70
7.4. Organisation Fit for Purpose.....	71
7.5. Results, Learning and Accountability.....	71
Key reference document: chapter seven.....	71
Annex 1. Organizational Structure.....	73
Annex 2. Progress against 2010 DAC Peer Review Recommendations.....	74

## EXECUTIVE SUMMARY

Portugal is strongly committed to eradicating extreme poverty and promoting sustainable development, in a framework of respect for human rights, democracy and the rule of law. This commitment is shared by all sectors of society and political affiliations. Because of historical linkages, the relationships with the main partner countries (Portuguese-Speaking African Countries and Timor-Leste) are long-term relations, based on similar legal and administrative systems, as well as in common language, friendship and solidarity, currently evolving towards strategic partnerships with mutual benefits.

Since the last DAC Peer Review (2010), Portugal has been facing a severe economic crisis, resulting in the signature of an Economic and Financial Assistance Programme (EFAP) in May 2011. In order to regain the confidence of international financial markets and promoting competitiveness and sustainable economic growth, the EFAP was based in three pillars: budgetary consolidation, financial sector stability and structural transformation of the Portuguese economy.

The Programme established a set of measures and actions of structural nature, to be implemented by national authorities, namely the Plan for Reduction and Improvement of Public Administration (PREMAC, the Portuguese acronym) whose objectives were the permanent reduction of expenditure and the implementation of more efficient models in central administration functioning, including processes of merging/restructuring Public Administration bodies and a more restrictive policy regarding the recruitment of human resources.

In this context, significant changes occurred since 2011 in the institutional framework of development cooperation. In August 2012, IPAD and Camões Institute were merged in Camões - Cooperation and Language Institute, I.P.. In line ministries, development cooperation departments were reorganised and integrated in wider structures, namely General Secretariats.

The structural adjustment programme was also reflected in diminishing ministerial budgets, with an impact on the reduction of available resources for development cooperation activities. The level of ODA decreased accordingly. Notwithstanding this context of change and adversity, Portugal remains committed to fulfilling international commitments, including the 0.7% ODA/GNI as the country's economic situation will allow.

Almost a decade on from the approval of a strategic document for Portuguese development cooperation, it was crucial to adopt a new document that could update the thinking on this matter and pragmatically respond to the developments and dynamics of the international aid architecture, as well as to the significant changes witnessed in some of the partner countries of Portuguese development cooperation (which have achieved higher development levels and upgraded their partnerships, clearly reinforcing their leadership and shared responsibility).

The *Strategic Concept for Portuguese Development Cooperation 2014-2020*, adopted by the Council of Ministers in February 2014, was based on experience and lessons learned, and results from a comprehensive consultation process. It builds on the main lines of Portuguese Development cooperation, recognising that cooperation is a key component of external policy and must be instrumental to national interests as well as to the priorities of partner countries. The *Strategic Concept* is the guidance instrument for defining priorities and for Portuguese actors on development cooperation in the coming years. It should be noted that this document aims to be more operational and pragmatic, as well as more targeted to actors and instruments. Four key principles were defined, aimed at promoting a more effective

implementation of programmes — coherence and coordination; geographic and sectoral concentration; ownership; and partnership.

The ODA programme remains highly concentrated in Africa (PALOP) and Timor-Leste, focusing mainly on Least Developed Countries (LDCs) and Small Island Developing States (SIDS), many of them Fragile States. In sectoral terms, the focus is on the priorities and needs of partner countries, including human and institutional capacity development, in areas such as education, health, government and civil society. These are also important priorities for Portuguese multilateral cooperation, both for the participation in the definition of policies and priorities within several international organisations, as well as for establishing partnerships and synergies with bilateral actions.

Portugal remains strongly committed to the aid effectiveness agenda and the preparation of the post-2015 agenda. Budgeting and programming processes have been improved to meet these challenges. A new programming cycle was initiated - based in Strategic Cooperation Programmes (SGPs) -, with the improvement of multiannual predictability, alignment and flexibility, accordingly to the specific context of each partner country.

The development of comprehensive and inclusive partnerships is seen as crucial, namely between state and non-state actors, public and private, profit and non-profit, including civil society organisations and the private sector, in order to build consensus and mobilising resources.

Since the last peer review, progress was made on joint approaches, coordination between partners and delegated cooperation. Field offices have been strengthened with human resources. Progress was also made – although needing further improvements – in results-based management. At the same time, Camões, I.P. is committed to quality management and it is currently implementing certification ISO 9001: 2008, under which falls the PDCA cycle (Plan-Do-Check-Act).

Commitments with institutional learning, communication and accountability are illustrated by the implementation and use of evaluations, based in a three-year Evaluation Plan, by e-publishing of ODA statistics and by disseminating and using the results in the decision-making process.

Development Education (DE) was reinforced as a priority in the *Strategic Concept*, and is an important area of action; there is currently an international recognition of the quality of the work carried out by a formal group of 14 public institutions and civil society organisations.

A strategic and coordinated approach to humanitarian aid is currently being re-launched, in line with the *Strategic Concept*. In this respect, Portugal intends to implement an integrated vision with a medium/long-term approach, including reinforcing resilience in households, communities and partner countries, in parallel with disaster risk reduction.

## Acronyms and Terms Used

ACP – Africa, Caribbean and Pacific  
 AGID - Advisory Group on Investment and Development  
 ASEAN – Association of South East Asian Nations  
 AU – African Union  
 BCU - Bilateral Cooperation Unit  
 Camões, I.P. – Camões, Cooperation and Language Institute  
 CEDAW - Convention on the Elimination of All Forms of Discrimination against Women  
 CERF – Central Emergency Response Fund  
 CMR – Council of Ministers Resolution  
 COHAFA – Council working party on Humanitarian Aid and Food Aid  
 COP – Conference of the Parties  
 COSEC – Credit Insurance Company  
 CPA - Country Programmable Aid  
 CPLP – Community of Portuguese Speaking Countries  
 CPU - Cooperation Programming Unit  
 CRS - Creditor Reporting System  
 CSSU - Civil Society Support Unit  
 DAC – Development Assistance Committee  
 DCD – Development Cooperation Directorate  
 DCD - Documentation and Communication Division  
 DE – Development Education  
 DECRP - Growth and Poverty Reduction Strategy Paper (Cape Verde)  
 DReC – DAC Evaluation Resource Centre  
 DIPECHO – Disaster Preparedness ECHO  
 DR – *Diário da República* – Official State Gazette  
 EAD - Evaluation and Audit Division  
 ECDPM – European Centre for Development Policy Management  
 ECOWAS - Economic Community of West African States  
 EDF - European Development Fund  
 EDPF – EDP Foundation (Electricity of Portugal)  
 EFAP - Economic and Financial Assistance Programme  
 EIB – European Investment Bank  
 EPSCO - Employment, Social Policy, Health and Consumer Affairs  
 EU – European Union  
 FASE – Education Sector Support Fund (Mozambique)  
 FCG – Calouste Gulbenkian Foundation  
 FEC – Faith and Cooperation Foundation  
 FECOP – Business Fund for Portuguese Cooperation  
 FGM – Female Genital Mutilation  
 FPA – Portugal-Africa Foundation  
 FSS - Forward Spending Survey  
 GENE – Global Education Network Europe  
 GIZ – Germany Agency for International Development  
 GNI – Gross National Income  
 HIPC – Highly Indebted Poor Countries  
 ICC – Inter-ministerial Commission for Cooperation  
 ICP – Indicative Cooperation Programme  
 IFI - International Financial Institutions  
 ILO – International Labour Organisation  
 IMF – International Monetary Fund

IMVF – Institute Marquês de Valle Flor  
INCAF - International Network on Conflict and Fragility  
IOM – International Organisation for Migration  
IP – Public Institute (Portuguese acronym)  
IPAD – Portuguese Institute for Development Assistance  
LCD – Language and Culture Directorate  
LDC – Least Developed Countries  
LMIC - Lower-Middle Income Country  
MAU - Multilateral Affairs Unit  
MDG – Millennium Development Goals  
MESPRD - Ministry of the Environment, Spatial Planning and Regional Development  
MFA – Ministry of Foreign Affairs  
MND – Ministry of National Defence  
MOPAN - Multilateral Organisation Performance Assessment Network  
MoU – Memorandum of Understanding  
MPO – Major Planning Options  
NAPE – National Action Plan for Equality  
NATO – North Atlantic Treaty Organisation  
NGDO – Non-Governmental Development Organisation  
NSDE – National Strategy for Development Education  
NSRF - National Strategic Reference Framework  
ODA – Official Development Assistance  
ODAMOZ - Official Development Assistance to Mozambique database  
OECD - Organisation for Economic Cooperation and Development  
OSCE – Organisation for Security and Cooperation in Europe  
PALOP – Portuguese-Speaking African Countries  
PBA - Programme-Based Approaches  
PCD – Policy Coherence for Development  
PMD – Planning and Management Directorate  
PREMAC - Plan for Reduction and Improvement of Public Administration  
RCM – Council of Ministers Resolution  
RELAC – CPLP Network for Climate Change  
SADC - Southern African Development Community  
SCP - Strategic Cooperation Programme  
SDG – Sustainable Development Goals  
SENEC – Secretary of State for Foreign Affairs and Cooperation  
SIDS – Small Islands Developing States  
SMIP - Support mechanism for international partnerships  
SOFID - Development Finance Society  
SSR – Security Sector Reform  
TOSD – Total Official Support for Development  
UN – United Nations  
UNDP – United Nations Development Programme  
UNFCCC - United Nations Framework Convention in Climate Change  
UNFPA – United Nations Population Fund  
UNICEF – United Nations Children Fund  
UNSG – United Nations Secretary General  
WP-STAT - DAC Working Party on Development Finance Statistics

## 1. Towards a Comprehensive Development Effort

### 1.1. Global Development Issues

Portuguese development cooperation is part of a complex and interconnected global framework. Over the last years, in line with international trends and the guidelines of Portuguese foreign policy, Development Cooperation has sought to meet global challenges such as climate change and energy sustainability, security issues and food security. Portugal ranks 5th in the Commitment to Development Index 2014 and that reflects a strong performance on the set of indicators measuring the impact of domestic and external policies in global development. This classification largely results from the strong support for research and development; emissions of greenhouse gases per capita that are among the lowest; the financial transparency; the support to investment in developing countries; and the Portuguese contribution to international security.

Recognising that security and development are inextricably linked, Portugal has been advocating the need for closer links between actions in these two areas and has reiterated the need for a tailored approach to fragile states, taking into consideration the Global Partnership for Effective Development Cooperation and the New Deal for International Engagement in Fragile States. This has been, and remains, an important priority for Portugal in the framework of its engagement within the European Union (EU), and on the positions expressed in the negotiations on the post-2015 agenda and in the United Nations (UN) where Portugal has been a strong supporter of the SDG 16 (peaceful and stable societies and effective institutions), not only as a goal in itself, but also as an essential prerequisite for the implementation of the overall agenda. The active engagement in INCAF (*International Network on Conflict and Fragility*) and the support to the international response to the positive developments in Guinea-Bissau – both through the engagement in organising the Donors’ Round Table to take place in 2015 and through joint work with the President of the DAC in monitoring the situation in Guinea-Bissau - are cases in point. Portugal thus assumes its partnership with Fragile States within a comprehensive and peacebuilding approach.

Human Rights have also been an important area of work for Portugal in the framework of global public policies; the recognition is visible in its election, in October 2014, for a three-year term on the UN Human Rights Council (Box 1.1.).

#### **Box 1.1. Priorities of Portugal in the United Nations Human Rights Council**

Portugal will pay particular attention to:

- Human rights violations and abuses during conflict situations, in particular those perpetrated on the most vulnerable groups;
- Defending the Council’s strong condemnation of actions taken by terrorist or extremist groups in many parts of the world, as well as actions taken by some States;
- Elimination of violence against women;
- Protection of most vulnerable groups and people, and children’s rights;
- Abolition of the death penalty.

Portugal has been also committed to gender equality and the eradication of all forms of violence against women, as reflected in the positions and initiatives developed in various European and multilateral *fora* in which it participates. Portugal sees this as essential, both in a human rights and development perspective. In this context, significant collaboration is being developed with domestic actors (Parliament, Gender Equality Commission and civil society organisations) and external actors (relevant collaboration with UNFPA, including the support to

the Fund's activities towards the eradication of female genital mutilation - FGM and in awareness raising against early and forced marriages, with particular focus on Guinea-Bissau).

Within the global approach, Portugal has also reiterated the need for not losing sight of Least Developed Countries (LDCs) and other countries in vulnerable situations (e.g. SIDS), which are less able to tackle these and other challenges and should therefore receive particular attention. Along the same lines, Portugal has been advocating in various *fora* for reinforced attention and support to the African continent, particularly to Sub-Saharan Africa, where many of these countries are located.

In recent years, Portugal has sought to strengthen its *whole-of-government approach* in order to reinforce its aid coherence and quality. Development cooperation has been systematically incorporated into sectoral strategies (Climate Change, Desertification and Biodiversity or Gender) and the same process is ongoing regarding the Sea. Camões, I.P. participates in advisory bodies of sectoral policies about Health and Water, as well as in the Strategic Council of SOFID - Development Finance Society.

The developments in the international aid architecture have set new challenges for Portuguese development cooperation. To this end, a new strategic guidance document was elaborated — the *Strategic Concept for Portuguese Development Cooperation 2014-2020 (Strategic Concept)*<sup>1</sup> — which fundamental goal is to contribute to poverty eradication and sustainable development, in a context of respect for human rights, democracy and the rule of law in the partner countries.

The commitments assumed within the Millennium Development Goals (MDGs) and, more recently, the engagement in the negotiation of Sustainable Development Goals (SDGs), led to the elaboration of a comprehensive national position on the post- 2015 Agenda, resulting from a consultation process and active participation of line ministries, Parliament and civil society representatives.<sup>2</sup>

#### **Box 1.2. National Position Paper on the post- 2015 agenda**

*“In the discussion of this agenda, it is important that Portugal takes a stand that reflects both the priorities that guide Portuguese development cooperation and the national priorities and added-value, as well as the priorities internationally assumed.*

*This document results from of a participatory process which included line ministries, non-governmental actors and other relevant stakeholders. It aims at presenting the Portuguese position on the process, focal areas, goals and targets, to be defended by Portugal in international discussions in which the various ministries are involved. This does not exclude the continuation of the regular coordination process with line ministries and other governmental bodies responsible for the various thematic areas addressed, as well as the process of consultation and discussion within the Working Group on the post-2015 Agenda, which brings together a range of civil society actors, non-governmental development organisations actively engaged in several thematic areas, municipalities and representatives of international organisations (such as UNICEF, IOM and ILO)”.*

*In: National Position Paper on the post- 2015 Agenda.*

In addition to this comprehensive approach, Portugal has made significant efforts to increasing participation in donor coordination processes in the field, in order to reinforce coherence,

<sup>1</sup> Approved by the Council of Ministers Resolution 17/2014, 7th March.

<sup>2</sup> Endorsed by the Council of Ministers on 25th September 2014.



synergies and effectiveness of the implemented actions. The engagement in the donors' group in Mozambique is a case in point (see Chapter 5).

## 1.2. Policy Coherence for Development

### 1.2.1. Political Commitment and Policy Statements

#### Official Commitments

Policy Coherence for Development (PCD) has been assumed at political level as a key principle of Portuguese Development Cooperation, in order to contribute to increased ODA effectiveness in achieving the MDGs - and the SDGs in the near future.

The political base is the PCD Resolution adopted by the Council of Ministers in 2010 (CMR n.º 82/2010), the *Strategic Concept*, the Programme of Government and also the Busan Declaration signed in 2011. The CMR n.º 82/2010 assumes PCD as a fundamental instrument for improving the effectiveness of the Portuguese external policy and establishes formal mechanisms for reinforcing inter-ministerial dialogue and coordination in this regard. In addition to the qualitative impact expected for Portuguese cooperation, the CMR gives formal recognition to this PCD coordination process (as in other European countries) and harmonises the approach with the good international practices.

The programme of the XIX Constitutional Government, with regard to the development cooperation policy states that “*priority is given to bilateral and multilateral relations in the Lusophone space and in its neighbouring countries; (...) aims to improve coordination and effectiveness of external development assistance (...); and the promotion of a structuring cooperation policy in Portuguese-speaking countries that shall include business development and an increased engagement of non-governmental development organisations (...).*”

The *Strategic Concept* is based on 4 key pillars (among which “coherence/coordination between partners”) and includes a reinforced commitment to PCD regarding public policies affecting the partner countries, with emphasis on policies in the areas of trade, finance, climate change, sea, food security, migration and security, which are also binding for EU member states.

The endorsement of PCD and its 5 priority sectors in the EU framework, as well as the guidelines adopted by the Organisation for Economic Cooperation and Development (OECD) are thus explicitly integrated in this strategic guidance document and will be a cross-cutting issue in its implementation.

Regarding the gradual integration of development issues into other governmental areas, it is noteworthy the central role of PCD in the National Position Paper on the Post-2015 Agenda, already mentioned.

Within the EU, OECD and other international *fora*, Portugal has been actively contributing to the definition of a PCD conceptual framework, in order to increase the effectiveness of development efforts. It is worth to mention the participation in the PCD Focal Points Network at the EU and OECD, as well as in other networks and working groups with potential impact in this area, such as the *Advisory Group on Investment and Development* (AGID), in which Portugal assumed the co-Presidency.

Portugal has also joined the efforts made at EU level to promote greater discussion and political commitment towards PCD, as was the case of the preparation and approval of the non-paper “*A more systematic approach to the PCD in Foreign Affairs Council (DEV) Meetings*”,

presented in October 2013 and signed by the Development Ministers of Finland, Sweden, Denmark, France, Ireland, the Netherlands, Portugal and the United Kingdom.<sup>3</sup>

Also at multilateral level Portugal has sought to promote greater PCD in the Community of Portuguese Speaking Countries - CPLP (which includes Portugal, Angola, Brazil, Cape Verde, Mozambique, Sao Tome & Príncipe, Timor-Leste and, since 2014, Equatorial Guinea). This international organisation has worked, in the framework of its ministerial meetings or sector working groups, to enhance cooperation and increase the harmonization of Member States' legislation in various sectors (trade, customs, finance, migration, tourism, culture, etc.) with significant impact on development. As the focal point for development cooperation in the CPLP, Camões, I.P. has sought to strengthen the linkages and promote synergies between sectoral dialogue and actions, as well as within the CPLP pillar on Development Cooperation, aiming at maximising the impact and within a PCD approach.

### **Priority Issues**

The *Strategic Concept* identifies as particularly relevant the promotion of PCD on trade, finance, climate change, the sea, food security, migration and security, which are also binding for EU member states.

Nevertheless, and despite the approval of CMR 82/2010 of 21 October was followed by a national timetable to implement the actions provided for therein, some constrains have hindered its implementation, including the structural changes occurred in the Portuguese public administration.

Now that the *Strategic Concept* was adopted and the mandate/structure of line Ministries is consolidated, Portugal intends to go forward in 2015 with the creation of a national PCD network and the joint definition of a work programme, which includes the identification of coherence and incoherence indicators with line Ministries. To this end, Camões, I.P. has supported a study drafted by the *European Centre for Development Policy Management (ECDPM)* on the *Use of PCD indicators by a selection of EU Member States*<sup>4</sup>, in order to inform the debate at EU and OECD level on the way PCD is being measured by Member States as well as to support the work developed in Portugal on indicators. This study will be complemented by an in-house seminar, in 2015, with line Ministers and other relevant entities, to present the work developed by other Member States and to boost the definition of a CPD work programme accordingly with the CMR 82/2010.

## **1.2.2. Policy Coordination Mechanisms**

### **Inter-ministerial coordination**

The need for formal mechanisms for dialogue, coordination and monitoring has led to a strengthening of the Inter-ministerial Commission for Cooperation (ICC), coordinated by the government member that is responsible for Foreign Affairs.

Within its role as supervisor and coordinator of development cooperation, Camões, I.P. promotes the dialogue with line ministries and the coordination between public and private actors, namely in programmes/projects planning and in sectoral approaches. This coordination is carried out through meetings and/or joint missions (Box 1.3.).

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<sup>3</sup> This documents calls for not only the need to systematically include PCD in the EU External Affairs (Development) Council agenda, but also for joint meetings with other sectoral Ministers, so that these will not undermine and also actively contribute to development efforts.

<sup>4</sup> Study available at <http://ecdpm.org/publications/policy-coherence-indicators-eu/>

### **Box 1.3. Joint expertise mission to Guinea-Bissau**

In September 2014 a technical mission went to Guinea-Bissau in order to resume institutional cooperation that was interrupted by the coup d'état in April 2012. Led by MFA - Camões, I.P. and the Directorate-General for Foreign Policy — the mission included representatives of 6 line ministries (Education, Agriculture, Justice, Employment and Social Security, Environment and spatial planning, and Internal Affairs), as well as from the Parliament. This enabled a joint approach and the preparation of an integrated response to the partner country.

### **Mechanisms for Policy Coherence**

Camões, I.P. is the national focal point for PCD. The Council of Ministers Resolution (CMR) on PCD foresees:

- a) The creation of an inter-ministerial working group at political level, coordinated by the government member that is responsible for Foreign Affairs, who will be in charge of the elaboration of a PCD internal work programme. This should define guidelines for the definition of policy decisions that affect developing countries beyond the development cooperation policy.
- b) The development and reinforcement, within the ICC, of a focal points Network, responsible for information-sharing, for formulating contributions to the debate and proposals to the competent authorities on relevant initiatives that promote PCD, as well as to participate in the elaboration of the PCD national report.
- c) The creation of sectoral inter-ministerial groups to address specific PCD issues, where warranted.

To implement this guidance, the role of ICC was strengthened in 2013, in order to ensure greater representativeness at ministerial level and provide a mandate on PCD.<sup>5</sup> The first meeting of this new ICC at the level of State Secretaries took place in early 2014 and was focused on the presentation and discussion of the new *Strategic Concept*, subsequently approved by the Council of Ministers. Other actions to implement the CMR have been mentioned in section 1.2.1.

At an institutional level, there are also other coordination and consultation groups, such as the Inter-ministerial Commission for Climate Change and the Inter-ministerial Commission for European Affairs (comprising representatives of the European Affairs Departments of all Ministries and Autonomous Regions, as well as from Camões, I.P.).

Dialogue and consultation processes are promoted through ad-hoc working groups are promoted accordingly with the bilateral or multilateral agendas. In addition, several strategic documents have been approved that link different sectoral policies and promote greater coherence regarding objectives and outcomes (Box 1.4.).

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<sup>5</sup> The Statutes for the Inter-ministerial Commission for Cooperation were reviewed and approved by Decree nº. 173/2013 of 7th May.

**Box 1.4. Documents that promote greater coherence of objectives and outcomes (examples)**

- National Strategy on Security and Development\*;
- National Strategy for Sustainable Development;
- II Action Plan for Immigrant Integration (2010-2013);
- National Plan for Equality, Citizenship and Gender;
- Plan for the elimination of violence against women;
- National Action Plan for the implementation of Security Council Resolúo nº 1325 on Women, Peace and Security

\* Approaches the issue of good international engagement in fragile states, endorsed by Portugal.

The Portuguese institutional framework provides conditions to strengthen coherence among governmental policies. We believe that the definition of the post-2015 Agenda and the subsequent measures for its implementation shall constitute a unique enabling context for increased PCD, both at the level of Portuguese development cooperation and national laws.

The action of the Development Cooperation Forum<sup>6</sup> should be noted. It is an advisory body established in 2008 to facilitate dialogue with municipalities, civil society (NGDOs, foundations, universities) and the private sector in devising, formulating and monitoring of development cooperation policy.

In this context, it should also be noted that biannual meetings with the Portuguese NGDO Platform are being held, based on common agendas. These have been moments of open and constructive dialogue on the themes of the Development Cooperation Agenda.

Camões, I.P. has been supporting NGDOs projects in regards to awareness raising and monitoring of PCD, namely the project 'Development Education (ED) Objective: Policy Coherence for Development (2009-2012)' in Portugal, and the project 'Policy Coherence for Development: The Challenge for Active Citizenship in Cape Verde (2012-2015)'.

### **1.2.3. Analysis, monitoring and reporting systems**

Portugal contributes to the biennial EU report on Policy Coherence for Development and for reporting within the OECD, based on information collected from different ministries and civil society. This biennial basis is in accordance with CMR 82/2010, which provides for a national report on PCD every two years, to be written by the inter-ministerial working group.

Regarding the evaluation of Portuguese Development Cooperation, which is a responsibility of Camões, I.P., Coherence - besides Coordination and Complementarity – is one of the analysis criteria included in some evaluations is. Nevertheless, it is very challenging for evaluation. The definition of indicators, in the framework of the study commissioned to ECDPM, will allow in the near future for a better evaluation of Portuguese efforts on this matter. PCD is also part of the matrix of indicators for the Busan Action Plan monitoring<sup>7</sup> and of the monitoring matrix of the New Deal for Engagement in Fragile States.

The importance of the dialogue and cooperation with the Parliament, as a key actor for PCD, is also noteworthy. In January 2011, a public session in Parliament was held, with the

<sup>6</sup> Incorporates representatives from confederations, federations, platforms or associations of public and private bodies with relevant action in the fields of development cooperation, higher education, research, NGDOs, business, trade unions, and local government.

<sup>7</sup> This issue is further developed in the section on Busan Monitoring.

participation of the OECD-DAC President, where the Peer Review recommendations on PCD were presented and discussed. A fruitful collaboration has been built between the responsible Ministry/Camões, I.P. and the Parliament through its Parliamentary Groups. Namely, with the Parliamentary Group for Population and Development, in debating and promoting initiatives - on issues such as gender, elimination of violence against women, migration and development education - which will be interesting for other areas, in relation to the promotion of increased PCD. In the future, it is intended that the PCD report may be presented and discussed in the Parliament.

At a political level, the Secretary of State for Foreign Affairs and Cooperation (SENEC) accompanies the Minister of State and Foreign Affairs in its regular visits to the Parliament, and is required to participate several times a year in parliamentary hearings, at the request of the Parliament.

Initiatives with wider impact have also been supported particularly amongst members of the Parliament – as the project 'Coerência.pt: The Development Challenge' - which contributes to promoting PCD in particular, and development education in general.

#### 1.2.4. Examples illustrating PCD in specific areas

Portugal has made progress on PCD in a number of areas, in particular the **environment and climate change, security and migration, gender**, as well as **support for PCD in partner countries**.

##### Box 1.5 Environment and Development

- Establishment of the National Coordination Commission of the National Action Plan to Combat Desertification. It attributes joint tasks to Camões, I.P., the Institute for Nature and Forest conservation and to civil society organisations including the Portuguese NGDO Platform; its action has an impact on developing countries.
- Creation of an inter-ministerial task force for the coordination of development cooperation actions in regards to climate change.

Strengthening the links between **security and development** has been a significant priority for Portugal, both at bilateral and multilateral level. The framework is provided by the National Strategy on Security and Development and the *Strategic Concept*.

##### Box 1.6. Security and Development

Close cooperation with the political departments of the Ministry of Foreign Affairs (Directorate-General of Foreign Policy) and other Ministries (Defence, Justice, Internal Affairs) in:

- The preparation of Portuguese participation in international discussions. Example: Discussions on the post-2015 Agenda, on Financing for Development and on the EU approach to external crisis and conflict situations;
- The preparation of bilateral actions, as the technical mission to Guinea-Bissau held in 2014, or the preparation of security sector programme with Cape Verde, as well as in the framework of Budget Support Group in this partner country.

In regards to **migration and development**, Portugal has been recognised by its good practices

in integrating migrants and has a National Plan for Immigrant Integration, currently under review. In the framework of **Gender**, a number of examples can be mentioned (Box 1.7.).

### **Box 1.7. Gender and Development**

- The Counsellor for Equality represents and promotes the implementation of strategic priorities of national action plans for equality (NAPE) through Sectoral Plans in each line Ministry; this is a noteworthy example of good practice. Camões, I.P. is part of this process and participates actively in the MFA sectoral plan for Equality.
- Portugal endorsed the Busan Action Plan for Gender Equality and Development.
- Within the Working Party on development Finance Statistics, Portugal as supported the creation of a specific sectoral code on “violence against women and girls”, in order to enhance these actions’ monitoring.
- National Action Plan for the implementation of UNSC Resolution 1325 (2000) on Women, Peace, and Security, adopted in 2014, and the Action Plan for the Prevention and Elimination of Female Genital Mutilation. The positions advocated by Portugal, notably in the UN Human Rights Council, the OSCE, and the EU meet these priorities on matters which are essential for gender equality and the empowerment of women. Furthermore, a comprehensive approach to Gender Mainstreaming in Peace Operations has been pursued by awareness-raising of the military staff in missions, based on the objectives set out by the II National Action Plan for the implementation of UNSC Resolution 1325 (2014-2018), and by disseminating NATO directive 'Bi-SC Directive 40-1 REV 1'.
- The National Council for Human Rights disseminates Portugal's commitments in the various international forums as well as the guidelines from international organisations on gender equality. This information is also shared by the Commission for Citizenship and Gender Equality (CIG).

Finally, the support for **Policy Coherence in Cape Verde** should be noted. Portuguese development cooperation supports the project 'Policy Coherence for Development: the challenge for active citizenship in Cape Verde', co-financed by the European Union and implemented by the Cape Verde NGOs platform, in partnership with the Institute Marquês de Valle Flôr (IMVF). It engages Cape Verdean civil society and citizens, with a particular focus on youth and on the members of Parliament and Municipalities. Activities include awareness-raising and debate on PCD with various actors in Cape Verde, workshops with members of Parliament, the establishment of working groups on thematic issues, three case studies — environment, fisheries, agriculture - and the elaboration of a PCD handbook, including conclusions/recommendations on how to improve the participation of Cape Verdean civil society in monitoring public policies. This project is being closely followed by the EU delegation in Praia, as it is the first project to specifically address PCD issues in Africa. The OECD PCD Unit has been also participating in this project.

### **1.3. Financing for Development**

The in-depth discussion on financing for development, the boosting/mobilising role that ODA may have and the consequent need to update statistical accounting systems, together with the future instruments of development financing in the post- 2015 framework, makes this a crucial moment in shaping the architecture of the new SDGs.

Portugal has been actively participating in this debate and advocates that the discussion of development financing shall be aligned and serve the purposes of the post-2015 Sustainable Development Agenda, as the only way both to enable a greater mobilisation of resources (public and private) that are necessary to achieve the SDGs, and for promoting greater

transparency and accountability (ODA and non-ODA flows).

Portugal contributed for (and signed) the Communiqué of the DAC High Level Meeting in December 2014, and its Appendix. Portugal will actively participate in the efforts towards the implementation of these commitments, not only on concessionality of aid but also on the assistance to LDCs, TOSD, peace and security, transparency, etc.

The *Strategic Concept* acknowledges the important role played by the **private sector** in development; its participation in the debate on financing for development has been promoted, as well as **civil society** organisations (namely NGOs and foundations). A discussion was started about the potential ways to operationalise the partnership between the Portuguese NGO Platform and ELO (an entrepreneurial association), with the engagement of the SENEC Office, in order to remove barriers and to identify and mobilise international funding. A Programme for Development Partnerships was also launched. The NGO platform proposed to test an innovative tool – SMIP (Box 1.8).

### Box 1.8. Support mechanism for international partnerships (SMIP)

#### Purpose

To promote partnerships between NGOs and businesses on Development Cooperation and Humanitarian Aid; to create an enabling environment for, on the one hand, enhancing of NGOs capacities, namely to raise international funding and diversify their financing sources and, on the other hand, creating new business opportunities for companies, for the benefit of the poorest populations.

#### Scope

The SMIP shall focus its action in (in collaboration with other initiatives and institutions):

- Facilitation - bringing together the interests of businesses and NGOs;
- To identify investment opportunities for NGOs/businesses partnerships;
- To identify international financing within Development Cooperation and Humanitarian Aid projects and to promote the collaboration between public and private sector entities and national and international civil society organisations;
- To identify international financing that are available to businesses but may include NGOs in the implementation phase;
- To create a support mechanism for risk assessment and management that includes the various engaged parties, and assist — when necessary or requested — the projects implemented through partnerships;
- To develop mechanisms and criteria for evaluation of partnership practices (peer review) and implement them;
- To develop mechanisms and criteria for benchmarking of good partnership practices, and implement them;
- To establish a think tank that can build critical mass in terms of instruments and technical advice.

Source: [http://www.plataformaongd.pt/conteudos/File/Agenda/MAPI\(1\).pdf](http://www.plataformaongd.pt/conteudos/File/Agenda/MAPI(1).pdf)

In this context, Portugal started the process of elaborating a *Strategy on Engaging the Private Sector in Development Cooperation* and has actively followed the drafting of the EU Council communication on 'The role of the private sector in development cooperation'. However, Portugal considers that it is not yet able to stabilise this process and present a strategic document. Nevertheless, Portugal will continue to follow the debates on specific groups in the EU and the OECD, in order to improve the knowledge for defining the best approach.

The ongoing evaluation of the role of SOFID (Development Finance Society) as a development cooperation actor – which was a recommendation of the 2010 peer review – will also contribute to increased knowledge on the private sector’s role in development support. In mid-2014, the Business Fund for Portuguese Cooperation (FECOP) was reviewed and relaunched (Box 1.9).

#### **Box 1.9. Business Fund for Portuguese Cooperation (FECOP) in Mozambique**

The FECOP is an important tool for business development support, both regarding the *Strategic Concept* for Portuguese Development Cooperation and in the promotion and assistance provided by the Institute for the Promotion of Small and Medium Enterprises (IPEME) for micro, small and medium-sized businesses in relevant sectors for strengthening the productive and competitive economic structure of Mozambique. With a financial envelope of 13 million USD, it shall provide support through guarantees, interest rate subsidies, and technical assistance.

**Objectives:** employment creation, technology transfer and innovation, and wealth creation.

Portuguese Development Cooperation has been following the work of the OECD/DAC Secretariat on Statistics in mapping of innovative finance instruments, as well as ODA accounting statistics, and/or the new measure of Total Official Support for Sustainable Development (TOSD). It has also been following the exercise to improve the monitoring of donor financing to enhance partner countries’ capacity on tax collection, which is an important financing source to ensure the sustainability of progresses achieved by these countries. In this context, Portugal has been involved actively in the discussions taking place at WS-STAT and in the DAC.<sup>8</sup>

To monitor the evolution of the Portuguese financing for Development, Portuguese development cooperation started in 2013 (reporting the 2012 flows) an in-depth work of gathering information from the private sector on development financing (Table 1.1). Camões, I.P. has been gradually expanding the scope of private entities included in this, and 208 private entities were contacted in 2015 (reporting of 2014 flows).

Portuguese development cooperation considers that an adequate promotion of financial resources – ODA and non-ODA, public and private – allocated to achieving the SDGs will be crucial for a clear and transparent assessment of donor performance against the goals and the objectives agreed.

This should arise from the review of statistical systems, as these should incorporate consistently the dimensions of poverty, sustainability and relevance of Global Public Goods (security-development nexus and/or climate and development). In this view, Portugal argues that the DAC should continue to be perceived as the guardian or ‘gold standard’ of development financing statistics, by clarifying concepts and methodologies and thus assuring consistent/coherent and quality information.

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<sup>8</sup> 2013 — Questionnaire on financial guarantees (guaranteed amounts and typologies of guarantees), carried out in close cooperation with COSEC — credit insurance company; 2014 — Questionnaire on the leverage effect of innovative financing instruments (guarantees, equities, syndicated loans) with the collaboration of SOFID — Development Finance Society; and Questionnaire on donor support to capacity building on tax collection.



**Table 1.1 Non-ODA flows annually reported to DAC/OECD (amounts in €)**

Non-ODA flows annually reported to DAC/OECD	2012	2013
<b>Other Official Flows</b>	<b>1.500.000</b>	<b>2.220.000</b>
SOFID (portuguese DFI)	1.500.000	2.220.000
<b>Private Flows</b>	<b>-195.479.290</b>	<b>1.345.000.054</b>
Private Grants	<b>5.118.490</b>	<b>5.634.484</b>
CSOs	4.803.216	5.294.595
Private Education Entities	0	287.689
Other Private Entities	315.274	52.200
Private Market	<b>-200.597.780</b>	<b>1.339.705.459</b>
COSEC (portuguese ECA)	-28.334.788	117.056.162
Foreign Direct Investment (FDI)	-396.366.357	-530.027.881
Other Securities and Claims from banks (DAC4 - Total Banks)	224.103.365	1.752.677.178
<b>Non-ODA TOTAL Flows</b>	<b>-193.979.290</b>	<b>1.347.220.054</b>

Also in the framework of financing for development, Portuguese cooperation faces an additional major challenge in what refers to aid concessionality. In 2011 and 2012, the Portuguese ODA presented an average concessionality element below the 86% target, and an average concessionality element for all LDCs below the 90% target.<sup>9</sup> Portugal acknowledges that its ODA composition is strongly influenced by the use of credit lines, which is a constrain for achieving the commitments of the Terms and Conditions of Aid.

The level of aid concessionality is perceived by Portugal has a structuring issue; it is, alongside with the untying of aid, a challenge that needs to be addressed in the short-medium term, in order to increase aid effectiveness.

In the framework of ongoing debates on financing for development and the modernisation of the ODA concept, Portugal has followed, with particular attention, the discussions around the need to clarify and harmonise methodologies for accounting in-donor costs as ODA. Portugal has a clear stance on this issue, which recognises the need for harmonisation of accounting practices and argues that not being effective 'cross-border flows' does not in itself justify its exclusion from the scope of ODA eligibility. All these types are actual budgetary expenditures, i.e. efforts from DAC donors to promote development and the well-being of local populations, thus fully justifying their accounting as ODA.

In line with the recognition of the nexus between peace and security and sustainable development, especially in fragile states, Portugal has warned of the risk of under-accounting donor efforts on this matter, which have positive impacts on partner countries' development. Portuguese development cooperation is focused on discussing this issue of great sensitivity and relevance, namely by following the work undertaken under the mandate of the joint INCAF/WP-STAT Task Team.

Portugal considers that there is room for clarification of the Statistical Reporting Directives or

<sup>9</sup> Both targets are defined in the Recommendation on Terms and Conditions of Aid.

even, in some cases, for an update of its scope in regards to the ODA eligibility of some activities carried out by the military - in full compliance with the principle of transparency and ensuring the credibility of the ODA concept. This analytical work should take place without any prejudices on the non-eligibility of an activity that impacts on development, justified only by the fact that it being carried out by military personnel.

**Key reference document: chapter one**

- Government of Portugal (2014) Strategic Concept for Portuguese Development Cooperation 2014-2020.
- National Position Paper on the post-2015 Agenda (*Portuguese*)
- ICC Statutes - Decree nº 173/2013 of 7th May.
- National Strategy for Development Education 2010-2015
- National Strategy for Sustainable Development
- National Strategy on Security and Development
- Action Plan of the National Strategy for Development Education 2010-2015
- National Action Plan for the implementation of Security Council Resolution 1325 on Women, Peace and Security
- National Action Plan for Immigrant Integration
- National Plan for Equality, Citizenship and Gender
- Programme of the XIX Constitutional Government
- National Action Programme to combat Desertification
- Regulation of the Development Cooperation Forum
- PCD Resolution approved by the Council of Ministers in 2010 (CMR n.º 82/2010).
- Center for Global Development (2014), The Commitment to Development Index.
- DAC Ministerial Declaration December 2014
- Joint Declaration on EU Development Policies.
- Busan Declaration (2011).
- Joint Africa-EU Strategy.

## 2. Policy Vision and Strategic Orientations

### 2.1. Policies, Strategies and Commitments

The *Strategic Concept* is the guidance instrument for defining priorities and for Portuguese actors on development cooperation in the coming years. It aims to be more operational and pragmatic, as well as more targeted to actors and instruments. The *Strategic Concept* defines the priorities with the objective of mobilising domestic actors around a common development cooperation policy, more visible and more aligned with national interests and priorities of partner countries. It determines that the development cooperation policy is a fundamental part of the foreign policy. As an instrument of foreign policy, development cooperation is perceived as an investment rather than an expense, and as development rather than 'aid', while being a catalyst for other flows promoting this development, such as investment and trade.

At a national level, cooperation should be more aligned, more instrumental, and more visible for Portuguese interests and for partner countries' priorities; it should complement and reinforce other areas of foreign policy, namely economic diplomacy and external cultural action.

#### **Box 2.1. Drafting process of the *Strategic Concept***

The *Strategic Concept* was the subject of a wide public debate that took place between March 2012 and December 2013. During this period, several entities were consulted and more than 30 contributions were submitted in writing by the Portuguese Embassies and Portuguese missions in the Portuguese-Speaking African Countries and Timor-Leste, as well as multilateral bodies, line ministries, representatives of the private sector, Non-Governmental Development Organisations, foundations, universities, municipalities and other entities and personalities with recognised merit in the development cooperation sector.

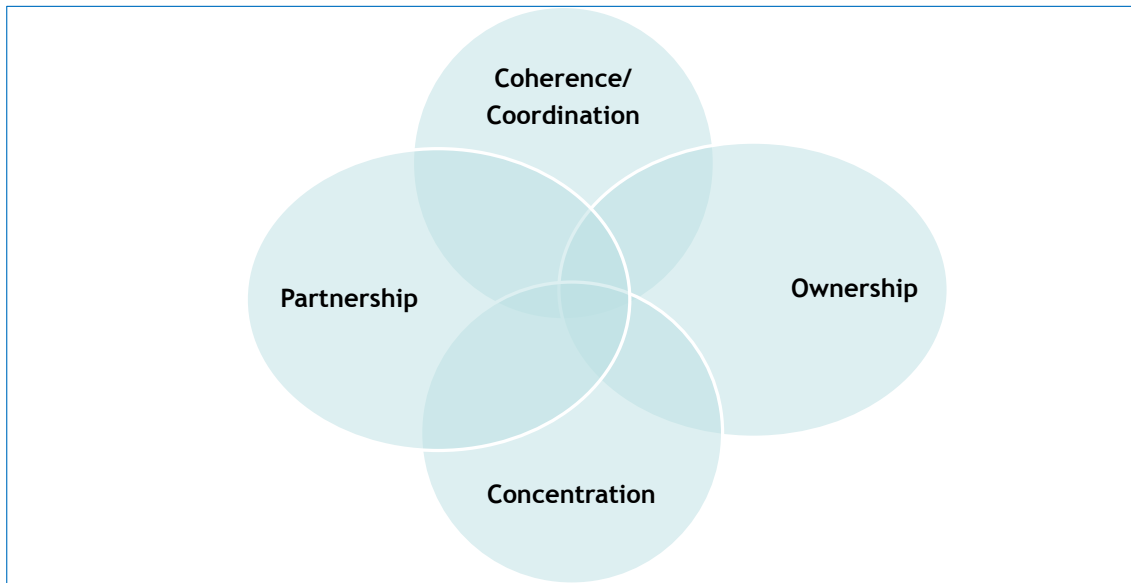
The *Strategic Concept* defines as main guiding principles:

- Coherence/Coordination – reinforce policy coherence for development<sup>10</sup> and coordination, monitoring and dialogue between partners, as well as complementarity of all actions and partnerships.
- Concentration – Privilege, both geographically and on a sectoral basis, programmes with a wider dimension and a more structuring nature, in accordance with the strategic priorities defined with each partner country.
- Ownership – Implement projects in a logic of capacity development and sustainability, within the framework of the document Capacity Development – Guidelines for Portuguese Development Cooperation.<sup>11</sup>
- Partnership – Diversify partnerships, including through triangular cooperation and new financing sources, with the aim of sharing capacities and resources, as well as leveraging multilateral and bilateral funds.

<sup>10</sup> Guided by the Council of Ministers Resolution no. 82/2010 [http://www.instituto-camoes.pt/images/cooperacao/coerencia\\_politicas\\_desenvolvimento.pdf](http://www.instituto-camoes.pt/images/cooperacao/coerencia_politicas_desenvolvimento.pdf)

<sup>11</sup> Capacity Development – Guidelines for Portuguese Development Cooperation (2010)

**Figure 2.1. Key Principles of the *Strategic Concept***



Within this scope, new areas of intervention are highlighted (Energy, Green Growth and the Sea), as well as the role of new actors (private sector), the reinforcement of strategic partnerships (delegated cooperation and triangular cooperation), and the promotion of new financing models.

The *Strategic Concept* grants continuity and reinforces the priority given to fragile states, providing for reinforced coordination between several instruments and actors from the different areas of external action (3D – Diplomacy, Defence and Development), and its maintenance as an important priority for the Portuguese multilateral cooperation.

This new political view faces several challenges as far as its implementation is concerned, arising from the changes in the global development agenda, the emergence of new players and the developments in partner countries. It also envisages the challenges resulting from budgetary constraints and public sector reforms in Portugal.

The *Strategic Concept* is meant to be an open and dynamic document, allowing the necessary adaptation and renovation. It is based on the capacity to promote and respond to three essential purposes:

- To promote Camões, I.P. as reference entity in conducting the development cooperation policy;
- Value the partners and trying to adopt a unique strategic approach in the priority countries and sectors;
- Raising awareness among civil society and policy-makers in regards to the importance of development cooperation.

At a sector level, the development cooperation approach is also anchored in the Sectoral Strategies of Portuguese Development Cooperation, which are reaffirmed by the *Strategic Concept*.<sup>12</sup>

<sup>12</sup> Multilateral, Security and Development, Health, Education, Gender Equality and Development Education, approved in 2010.

The Major Planning Options 2015 (MPO), in line with what is justified by this legislative period, recognise the relevance of development cooperation, emphasising that “after the approval of the *Strategic Concept* for Portuguese Development Cooperation 2014-2020, in February 2014, it is important to operationalise the defined objectives, principles, and priorities through the mobilisation of domestic actors around a cooperation policy that is more aligned, more instrumental, more visible and based on a results management approach”.

## **2.2. Approach to Allocating ODA**

The decisions concerning budgetary allocations had to be adapted to a scenario of budgetary constraints that has affected the Camões, I.P. budget as well as the complementary budgets in line Ministries. Therefore, a greater effectiveness was sought in the way that financing was granted, with a more detailed analysis of the projects to be approved, leading to resources’ optimisation and enhanced cost-effectiveness. In some cases projects were re-scaled to focus in their main objectives.

The decision to allocate funds to potential actions/projects took into account long-term commitments assumed in structuring projects, as well as the partner countries’ priorities in the framework of country programmes (ICP/SCP). In this manner, none of the programmes financed by Camões, I.P. was suspended in the period under review.

The reinforcement of coordination seeks to pool investments and granting a wider scale; efforts have also been made to leverage other funding sources, both bilateral and multilateral.

### **2.2.1. Bilateral ODA**

Bilateral ODA is concentrated in the geographical area of the PALOP (Portuguese-Speaking African Countries) and Timor-Leste. In sectoral terms, the Portuguese Cooperation priorities still comply with two fundamental criteria: (i) the priorities defined by the partner countries in their development strategies, and (ii) the strengths of Portuguese Cooperation resulting from a common legal and administrative structure. The Portuguese language is a tool for communication and knowledge transfer, with the advantage of being the official language of the main partner countries.

Despite having a limited number of priority partner countries, their national contexts and development levels are different. In recent years, important changes have occurred, with some partner countries improving their development indicators, whereas others have maintained a fragile profile. As a result, the partnerships have been adapted and some have evolved to new levels, towards greater leadership and ownership by the partner country and donor-partner shared responsibilities, with mutual benefits. The sharing of budgetary responsibilities is particularly noticeable in countries like Angola and Timor-Leste, representing in many circumstances 50% of the costs; this allows for mitigating possible negative effects caused by the lack of resources.

Based on this new reality, the intervention in each partner country is performed via Strategic Cooperation Programmes (SCPs) that are aligned with national development strategies. During the negotiation of each SCP, the priority sectors and the means better adapted to each reality are identified, in order to achieve the agreed objectives; these range from project-type aid to programme aid.

The line for supporting Civil Society’ actions was maintained, the programme and project rules were aligned with those applicable to institutional cooperation, and the coordination and creation of synergies with SCP actions has been enhanced.

## 2.2.2. Approach to Multilateral ODA

Portuguese multilateral action had been guided by the goals defined in the Multilateral Strategy for Portuguese Development Cooperation, adopted in 2009, and reaffirmed in the *Strategic Concept*. At its basis, there lies a greater coherence and effectiveness in multilateral Portuguese cooperation, aiming to strengthen the capacity to influence policies, the functioning and effectiveness of multilateral organisations, thereby increasing synergies between the approach/actions developed at bilateral and multilateral level.

The Portuguese multilateral participation continues to be primarily focused in the main multilateral *fora* – EU, the UN system, and the OECD – besides the development banks and the international financial institutions (IFIs). Special attention is awarded to the regional institutions, as those integrate the main partners, namely the African Union, SADC, ECOWAS, and ASEAN. In view of its characteristics, it is also important to mention the centrality of the participation in the CPLP and the Ibero-American Conference.

The main thematic priorities of Portuguese multilateral cooperation are the improvement of international response on security and development, with special attention to fragile states; a reinforced focus and international support to Africa, especially to LDCs; to reinforce the Lusophone area, taking advantage of the common language as a mean of creating networks, and contributing for the response capacity of CPLP member states to globalisation challenges.

Despite the current budgetary constraints that led to the reduction or even to the suspension of some multilateral contributions, Portugal has endeavoured to maintain the collaboration with its main multilateral partners. This is pursued through the co-financing of projects developed by these organisations in the priority partner countries of Portuguese Cooperation, in specific sectors (e.g. joint projects with the United Nations Population Fund - UNFPA on sexual and reproductive health, fighting genital mutilation and forced marriages), as well as through the active and influent participation in international debates, with results that have gone far beyond the financial effort. Although Portugal is not a member of the MOPAN (*Multilateral Organisation Performance Assessment Network*), we are aware of the evaluations performed and we hope to establish clearer criteria in the future, with a whole-of-government approach for allocating multilateral contributions.

### Box 2.2. Examples of areas of Portuguese efforts at a multilateral level

- Strengthening of EU-Africa and UE-ACP relations;
- Linking security and development and improving the international approach towards LCDs and fragile states;
- Gender equality issues and the elimination of all forms of violence against women and girls;
- Promoting the debate on triangular cooperation (in collaboration with the OECD);
- Participating in the international framework for the definition of a post-2015 agenda.

## 2.3. Policy Focus

### 2.3.1. Focus on Poverty Reduction

The Portuguese Development Cooperation policy has a clear focus on fighting poverty (perceived as a multidimensional reality) in partner countries.

*'The main objective of Portuguese development cooperation, within the context of Portuguese Foreign Policy, is to contribute to poverty eradication and sustainable development, in a framework of respect for human rights, democracy and rule of law in partner countries.'*

(In: Strategic Concept for Portuguese Development Cooperation)

Portuguese Development Cooperation seeks to promote human development, protecting the individual from threats such as hunger, sickness, human rights violations, sexual violence, or human trafficking. In this context, pilot actions have been developed in order to create/reinforce social protection systems and basic social services, namely in the more vulnerable groups and particularly in the LDCs, as will be further developed in chapter 3.

### 2.3.2. Approach to Fragility

The approach to fragility is a significant area of action for Portuguese Development Cooperation, both at bilateral and multilateral level, as some of the main partners are fragile states. For this reason, Portuguese Cooperation prioritises peace and security as an essential prerequisite for development. In fragile situations, a gradual and step-by-step approach is used to balance long-term development needs with short-term pressures faced by these countries. This approach allows reinforcing the coordination between different areas of external action – Diplomacy, Defence and Development – that are particularly relevant in responding to fragile situations.

Being political and social instability a major risk for the outbreak and perpetuation of conflicts, Portuguese Development Cooperation continues to work on the consolidation of the rule of law, by reinforcing and capacity-building of democratic institutions, with a particular focus on security and justice. In this regard, the actions are framed by the *National Strategy for Security and Development* approved in 2009.

At the global level, Portuguese Development Cooperation seeks to influence the discussions and results of international *fora* on this issue, in particular within the EU, the INCAF network (OECD) and the International Dialogue on Peacebuilding and Statebuilding, advocating for more attention towards the fragile states, namely the LDCs. Portugal has been one of the most active member states in defending these issues within the discussions of an EU development agenda and the post-2015 development agenda.

### 2.3.3. Cross-cutting Issues

In the period under review, cross-cutting approaches to Capacity Building, Environment and Climate Change, Gender Equality and Empowerment of Women have been maintained. The *Strategic Concept* defines a new transversal issue: Children's Rights and its promotion and defence, with a special focus on education, health, training and social integration, as well as the fight against crimes such as human trafficking, sexual exploitation and child labour.

Portuguese Development Cooperation acknowledges the commitments made in this context and the impact that an adequate approach to these issues can have on the actions' outcomes. Environment and Climate Change is the area where it was possible to develop a more focused and coordinated work, with some significant effects.

Against this background, and taking into account international good practices and the acquired knowledge, procedures were developed and approved for the implementation of a cross-cutting approach to these issues in the planning process (negotiation of the ICP/SCP), in the identification and implementation of bilateral programmes/projects and in the funding lines for civil society organisations. Some basic training for the engaged human resources has also been provided. To improve data analysis and mapping, these issues were further included in the ODA data base, with the introduction of gender benchmarks and Rio benchmarks.

### Capacity Development

As Portuguese development cooperation focus in the areas of rule of law and institutional responses, the capacity-building approach is present when preparing and elaborating the SCPs as well as in the projects' design and implementation. There are guidelines to the elaboration, analysis and implementation of programmes/projects, which enshrine the principles of Capacity Development. These guidelines for Portuguese Development Cooperation, approved in 2010, have been used and disseminated.

### Climate Change

The creation of a Focal Point for environment and climate change allowed to reinforce the mainstreaming of this issue in the sectoral strategic documents, in the national positions taken in international *fora*, as well as in programmes and projects.

Portugal has been following closely the issue of climate change, both within the framework of the UNFCCC (United Nations Framework Convention on Climate Change) negotiations, and by supporting its partners through capacity development actions. The Portuguese financial contribution under the Fast Start Initiative was considered an instrument of the development cooperation policy, both in actions directly linked to climate change and in other sectors' activities that include climate change. In this context, Portugal has established the Carbon Fund in 2010, as a new source of financing for development in the area of climate change, and representing additional financial flows.

#### **Box 2.3. Implementing the Fast Start Commitments**

Memorandums of Understanding (MoU) have been established between Portugal and each priority partner country, which are the framework for the submission and approval of projects on this matter.

A working group was established in 2010, by joint decree of MFA/MESPRD. Camões, I.P. is part of this working group with the responsibility for regulating the implementation of the Portuguese commitment. Within this framework 11 projects were approved, in a total funding amount of EUR 17.5 million.

A strategic commitment was made in strengthening this thematic issue within the CPLP, by promoting meetings in parallel to the UNFCCC COP and by supporting the establishment of a Network of CPLP Countries for Climate Change (RELAC), which meets at the margins of the COP Climate.

The National Strategy for Adaptation to Climate Change and the National Action Plan to



Combat Desertification are part the development approach and Camões, I.P. has integrated the national coordination bodies for these two strategies.

Simultaneously, there have been a number of actions involving partner countries, including the Fourth Lusophone Meeting on Environment and Development that took place in 2011 in Lisbon, with the participation of representatives of the Ministries of Foreign Affairs and Environment from PALOPs and Timor-Leste. The support for the creation of the Portuguese Language Network for Impact Assessment is also a case in point.

#### Gender Equality Issues

The monitoring and follow-up of gender issues has not a specific unit, mainly due to human resources constrains, which has prevented a more structured and efficient approach. In view of this situation, efforts have been focused on reinforcing gender mainstreaming.

The National Action Plans for Equality (NAPE) have been including development cooperation objectives. The V National Plan for Equality, Citizenship and Non-discrimination (2014-2017) is currently in force. In the NAPE framework, each sectoral ministry has a Counsellor for Equality and a sector plan for equality, in order to ensure the mainstreaming of gender equality and the promotion of policy coherence. Reporting under the NAPE allows cross-checking of information with the actions/projects reported to the Development Cooperation Database (DBCOOP).

Under international commitments, it is also noteworthy the II National Action Plan for the implementation of UNSC Resolution 1325 (2000) on Women, Peace and Security, adopted in 2014, and the Action Plan to Prevent and Eliminate Female Genital Mutilation – zero tolerance to MGF. In 2011, Portugal endorsed the *Busan Action Plan for Gender Equality and Development*.

Portugal has taken a strong position at international level, namely in the UN Human Rights Council, the OSCE and the EU, on issues that are crucial for promoting gender equality in development as well as economic, social and cultural rights, bearing in mind discrimination against women in law and practice. Within this framework, priority has been given to violence against women – as in the case of conflict/war and transitional situations, or as the result of harmful traditional practices – as well as the promotion of sexual and reproductive health.

Portuguese Development Cooperation has been working strategically with Members of Parliament to promote a Gender agenda, namely with the Portuguese Parliamentary Group on Population and Development in regards to the preparation of national positions and participation in global forums such as the European Parliamentary Forum on Population and Development.

Gender equality issues were also integrated in the CPLP framework. An Action Plan for the Promotion of Gender Equality and Equity (2014-2016) has been approved; it includes the promotion and/or strengthening of legal and technical cooperation between CPLP Member States in order to improve their legal frameworks on combating all forms of violence against women and girls – in particular against female genital mutilation and human trafficking. Portugal has funded the first campaign on the elimination of violence against women in the CPLP space (“Against violence, I stand up”). A training of trainers for criminal justice staff on combating human trafficking has also been funded.

Female genital mutilation and obstetric and neonatal healthcare have been subject of specific action in Guinea-Bissau, in partnership with UNFPA. Sexual and reproductive health, family planning and protection against sexually transmitted diseases have been included in several Portuguese Cooperation’ actions on Education, Health, and Community Development. Actions

focusing on the empowerment of women, mainly linked to skills for creating economic activities and income generation, have also been supported.

While there was a specific focus on this issue that allowed for its gradual presence in discussions and in programmes/projects elaboration, the existence of specific unit with adequately trained human resources would allow for a more systematic and consistent approach, both internally and with the partners. General training and awareness raising on gender issues, of human resources engaged in institutional cooperation, should also be pursued in the short-term.

### **Key reference document: chapter two**

- Government of Portugal (2014) Strategic Concept for Portuguese Development Cooperation
- Camões, I.P. (2012) Indicative Cooperation Programme with Cape Verde 2012–2014
- Camões, I.P. (2012) Indicative Cooperation Programme with Sao Tome e Principe 2012–2015
- Camões, I.P. (2014) Action Plan for Guinea-Bissau (2014-2015)
- Camões, I.P. (2014) Strategic Cooperation Programme with Timor-Leste (2014-2017)
- Capacity Development – Guidelines for Portuguese Development Cooperation (2010)
- Portuguese Development Cooperation Strategy on Education
- Portuguese Development Cooperation Strategy on Gender Equality
- Portuguese Cooperation Strategy on Health
- National Strategy on Development Education (2010)
- National Strategy on Security and Development (2009)
- Portuguese Strategy on Multilateral Cooperation (2010)
- IPAD (2007) Indicative Cooperation Programme with Angola 2007–2013
- IPAD (2011) Indicative Cooperation Programme with Mozambique 2011–2014
- OECD/DAC (2009), Managing AID. Practices of DAC Member Countries
- OECD/DAC (2015), Making Development Co-operation Fit for the Future
- OECD/DAC (2008), Effective Aid Management. 12 lessons of the peer review series

### 3. ODA Allocations

#### 3.1. Economic and Political framework

As a result of the financial crisis Portugal has been submitted to an Economic and Financial Assistance Programme, from May 2011 to June 2014. Between 2011 and 2013 and during the entire adjustment process Portugal followed a restrictive budget policy, making a significant effort to consolidate its public accounts, particularly between 2011 and 2012. In 2014, the country was able to gain back access to international financial markets and to exit the adjustment programme. Yet, the country still faces enormous challenges.

Therefore, since 2011 the external assistance programme imposed a set of measures aimed at reducing public expenditure.<sup>13</sup> Meeting the adjustment programmes' objectives and bringing the country's public accounts under control were the current Government's political priorities.

Table 3.1.

	Public Administration Total Expenditures		Public Administration Total Revenue		Public Administration: net lending/net borrowing as a % of GDP		Unemployment rate		Total ODA	
	M €uros	Δ %	M €uros	Δ %	%	Δ %	%	Δ %	M €uros	Δ %
2009	88.116	--	70.913	--	-9,8	--	9,4	--	368	--
2010	93.237	5%	73.137	3%	-11,2	13%	10,8	13%	490	25%
2011	88.048	-6%	75.080	3%	-7,4	-51%	12,7	15%	509	4%
2012 a)	82.217	-7%	72.907	-3%	-5,5	-35%	15,5	18%	452	-13%
2013 a)	85.735	4%	77.425	6%	-4,9	-12%	16,2	4%	368	-23%

Source: PORDATA/Camões, I.P.

a) PORDATA - Provisional data

The adjustment programme made it necessary to implement a set of austerity measures aimed at reducing the public deficit and bringing sovereign debt under control which, among other things, translated into significant and generalised budget cuts in the public sector. This resulted in the merger and restructuring of several Public Administration entities and the implementation of a more restrictive human resource policy. This adjustment programme also led to a reduction of the current budgets of line ministries and of the Camões, I.P. as well, thus affecting the ODA levels.

The Economic and Financial Assistance Programme ended on 30th June 2014, without the disbursement of the last tranche. Portugal is currently in a post-programme surveillance, accordingly with the foreseen European and IMF regulations. Although great challenges persist, there is an increasing economic recovery with positive indicators on private consumption, unemployment, investment and exports.

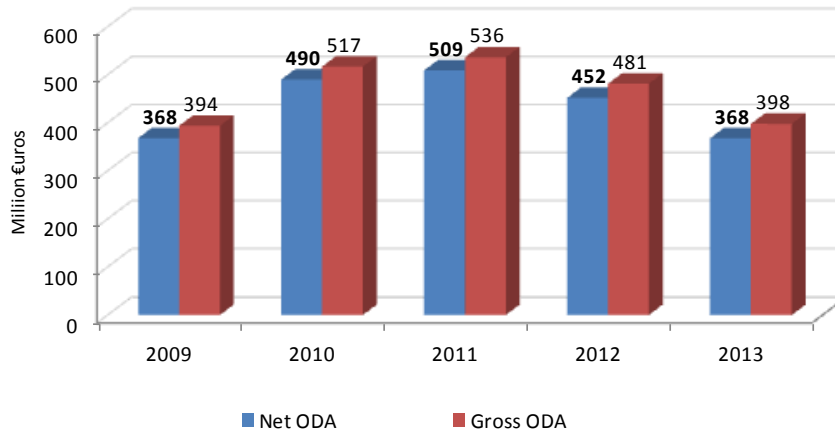
Notwithstanding this context of change and adversity, Portugal remains committed to fulfilling international commitments, including the 0.7% ODA/GNI as the country's economic situation will allow.

##### 3.1.1. Overall ODA Volume

<sup>13</sup> External Assistance Programme under which Portugal received a financial package of 78 billion Euros from the European Commission, the International Monetary Fund (IMF) and the European Central Bank (ECB).

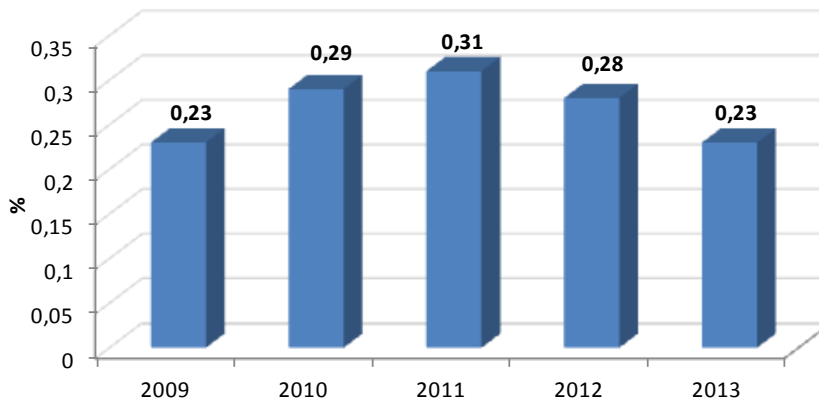
Between 2009 and 2011, Portuguese ODA registered an upward trend, having reached its highest volume in 2011, an amount of 509M € (Figure 3.1), followed by two years of decline, with a net amount of 368 M € in 2013<sup>14</sup>.

**Figure 3.1. Total ODA**



Net ODA in percentage of GNI followed the global ODA trend. In 2011 it reached its highest value with a 0.31% ODA/GNI, falling back to 0.23% in 2013 (Figure 3.2.).

**Figure 3.2. Net ODA as a % of GNI**



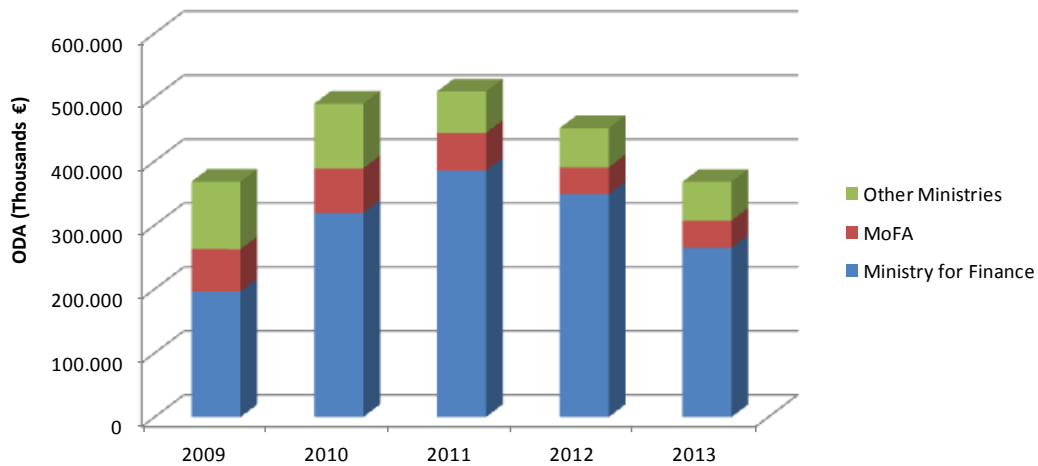
This trend reversal coincides with the implementation of budgetary consolidation measures with an impact on the public budget, and should not be seen as the result of any decision that may have accorded development cooperation a lower political priority in the overall context of national public policies.

The financing model of Portuguese Cooperation is, almost entirely, based on public resources from the State budget. Nearly 82% of development financing came from the Ministry of Finance and the Ministry for Foreign Affairs in the 2009-2013 period, with the remaining 18% coming from about 57 other public entities from the Central and Local Administrations and the

<sup>14</sup> The differentiation between gross ODA and net ODA results from the repayment of loans/lines of credit which, in line with the DAC' statistics reporting directives, require that repayments be deducted from gross disbursements.

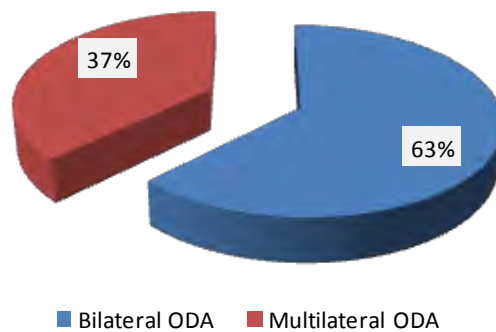
Autonomous Regions (Figure 3.3).

**Figure 3.3. ODA by Extending Agency**



In the period under review, the allocation of Portuguese bilateral and multilateral aid remained constant, with an average of about 63% bilateral and 37% multilateral (Figure 3.4).

**Figure 3.4. Total ODA**  
 2009-2013 Average - % net amounts



The coordination of activities at the planning and programming levels was strengthened, which is crucial in a decentralised structure such as that of Portuguese Cooperation, and following the priority given at political level to the development cooperation policy. It is expected that as soon as the situation allows it, financial allocations aimed at strengthening available budgets, including that of Camões, I.P., will be considered.

### 3.1.2. ODA Reporting

In line with the DAC/OECD reporting directives, Portugal reports data on its commitments and disbursements, with the frequency and periodicity required, in aggregate form in **DAC tables** and by activity in the **Creditor Reporting System** (CRS). Since 2013, it reports in the **unified format**, following a DAC invitation after quality tests were performed to Portuguese

Cooperation reporting.<sup>15</sup>

We also make available the necessary information for the **Forward Spending Survey (FSS)**, in which disbursement plans by activity are presented (in a CRS format), for a 4-year period. Portugal has stood up among OECD/DAC donors with a comparatively high Country Programmable bilateral Aid (CPA) considering the average CPA which stands at about 54% of the remaining DAC donors (Table 3.2.).

Table 3.2.

	2009	2010	2011	2012	2013
CPA as a share of total Bilateral ODA	78%	85%	91%	92%	88%

Source: CAD/OCDE

Along with the identification of the indicative financing envelopes by intervention axis in each Strategic Cooperation Programme (SCP), communication to our main partner countries of the indicative amounts for the following year (n+1) was also initiated. This process requires a much more timely and detailed communication.

The Portuguese Development Cooperation published the roadmap for the implementation of the “Common Format” for publication of data on development financing flows. This roadmap is available at the Camões, I.P. and DAC websites.<sup>16</sup>

The process to collect information on ODA flows, in a decentralised cooperation structure, requires an additional joint and coordinated effort, despite the lower ODA volume.

In straight collaboration with the DAC Secretariat, Camões, I.P. has sought to invest in this component of statistic information gathering, treatment and validation, with a view to respond to a set of increasingly demanding requirements in terms of statistic reporting, as well as in the context of the commitments regarding transparency and accountability. In a first phase, it started making available Portuguese ODA data in dynamic charts at Camões, I.P. website. It has supported and participated in the development of partner countries’ databases (such as ODAMOZ – the Database on Official Development Assistance in Mozambique – and in the Aid Transparency Portal in Timor-Leste). Internally, it is developing an Integrated Information System (Box 3.1) which will allow us to strengthen our responsiveness in this area.

The progress in terms of statistic reporting was also recognised in the context of the Busan Global Partnership monitoring process (2013): a Transparency indicator was defined for the first time (indicator 10) and Portugal attained the 7<sup>th</sup> position in a total of 40 countries and organisations.

<sup>15</sup> In 2014, for the second consecutive year, Portugal obtained Excellent in terms of classification in this statistic reporting.

<sup>16</sup> [Common Standard Implementation Roadmap](#).

**BOX 3.1. Portuguese Cooperation Integrated Information System (PCIIS) – impact in the statistic reporting quality of Portuguese Development Cooperation**

Following the commitments made in Busan in terms of transparency and accountability, and the need to ensure conformity of the Portuguese statistic reporting with the OECD/DAC directives, Portuguese Cooperation started to develop in 2014 a new Portuguese Cooperation Integrated Information System (PCIIS).

The implementation of the PCIIS will have a significant impact in the quality of Portuguese Cooperation statistic reporting, as it will allow:

- On-line (data) uploading by private and public financing entities, allowing human resources at Camões, I.P. to undertake information quality control of the data collected.
- Implementation of the automatic validation rules (DAC checklist and internal checklist).
- As it is a web platform, it will allow field staff to update the information and lead to the improvement in matching this statistic data to the field level reality it intends to portray.
- On-line consultation (with possible data export) of statistical information/data about Portuguese Cooperation development financing.

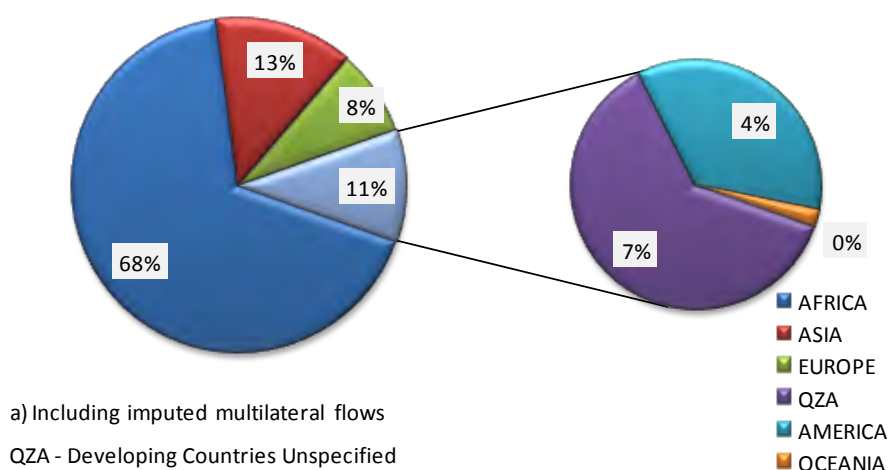
**3.2. Bilateral ODA Allocations**

**3.2.1. Geographic Allocations**

In line with the *Strategic Concept*, **bilateral ODA allocated to Africa** – the continent where 5 out of 6 Portuguese Cooperation priority partner countries are located – represented on average about 68% in the 2009-2013 period<sup>17</sup> (Figure 3.5.).

**Figure 3.5. Bilateral ODA by Region a)**

2009-2013 average - % gross amounts



<sup>17</sup> The value of Portuguese contributions to Multilateral Organisations was considered.

PALOP and Timor-Leste are continuously and consistently in the **top 10 beneficiaries of Portuguese ODA**. These 6 countries represent, on average, about **82% of the total average Bilateral ODA** and these are also the countries where most of the activities take place, which is evidence of a strong geographic concentration of bilateral ODA and the alignment with geographic priorities defined in the *Strategic Concept*.

**Table 3.3.**

<i>Ranking</i>	<i>Partner Countries</i>	<i>ODA - average 2009-2013 €uros (Gross Amounts)</i>	<i>% Bilateral ODA</i>	<i>Number of Projects (average 2009-2013)</i>
1	<i>Cabo Verde</i>	103.434.018	34%	97,6
2	<i>Mozambique</i>	84.791.130	28%	89,2
3	<i>Timor-Leste</i>	19.710.158	6%	52,6
4	<i>Sao Tome and Principe</i>	16.131.683	5%	66,4
5	<i>Angola</i>	15.139.357	5%	69
6	<i>Morocco</i>	12.115.054	4%	7,6
7	<i>Guinea-Bissau</i>	9.096.403	3%	71,4
8	<i>Afghanistan</i>	4.490.153	1%	2
9	<i>Brasil</i>	4.332.325	1%	18,2
10	<i>China</i>	4.224.709	1%	8
<b>Total ranking</b>		273.464.990	90%	482
<b>Total PALOP + Timor-Leste</b>		248.302.749	82%	446,2
<b>ODA Bilateral Total (Average)</b>		303.688.554	100%	765

Portuguese priority partner countries (PALOP and Timor-Leste) are the geographic space by excellence of Portuguese ODA. Nonetheless, despite the limited financial and human resources, Portugal strategically extends its scope of action to other geographies. These reflect, on one hand, the role that Portugal intends to play in the international arena and, on the other, the historical linkages that Portugal wants to maintain with some countries, as is the case of Morocco, South Africa, Senegal or Indonesia, among others.

Aligning its action with international commitments, Portuguese cooperation maintains its strategic focus of concentrating its ODA in **Least Developed Countries (LDCs)**, with 46%<sup>18</sup> of ODA allocated to this group of countries (Figure 3.6.).

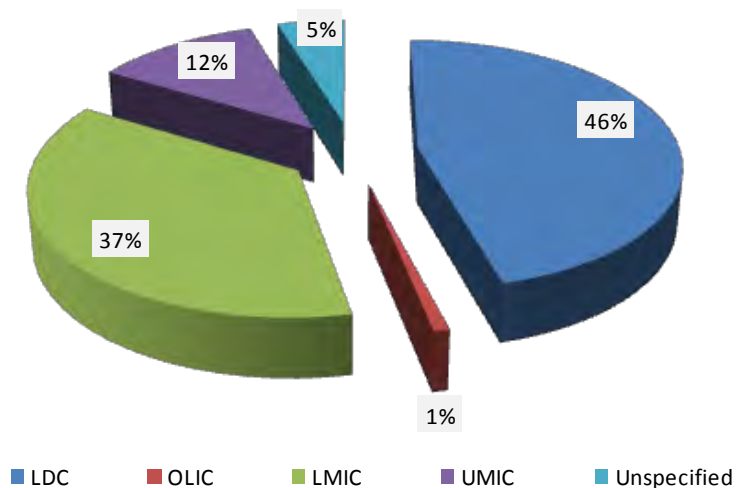
It should be noted, in this context, that Portugal was an active supporter of the inclusion in Annex 1 (*Annex 1: Measures to improve the targeting of aid to countries most in need*) in the Communiqué of the DAC High Level Meeting which took place in December 2014.

<sup>18</sup> The value of Portuguese contributions to Multilateral Organisations is considered.



**Figure 3.6. Bilateral ODA by Recipient Income Group a)**

2009-2013 Average - % gross amounts



a) Including imputed multilateral flows

The distribution of Portuguese bilateral ODA by income group is evidence of the strategic option to concentrate its action in the 6 priority partner countries. The volumes (values) are just not more significant given the fact that Cape Verde has in the meantime graduated to a higher income level (LMIC).<sup>19</sup> As this country still faces vulnerabilities and imbalances, Portugal continues to actively support and participate in the mitigation of these challenges through its intervention.

On the other hand, given the commitment of allocating 0.15%-0.20% ODA/GNI to LDCs, one should note that the positive trend between 2009 and 2011 (0.16% in 2011) was not maintained in the following years (Table 3.4) – this mainly linked to the graduation of Cape Verde.

**Table 3.4.**

	2009	2010	2011	2012	2013
ODA/GNI to LDC	0,11%	0,14%	0,16%	0,10%	0,08%

The 37% allocated to Lower-Middle Income Countries (LMICs) is mostly justified by the fact that Cape Verde is in this category, being simultaneously one of Portugal’s priority partner countries.

### 3.2.2. Sector Allocations

In sectoral terms, actions are programmed taking into account, on one hand, the priorities and needs of partner countries and, on the other, the availability of Portuguese institutions with high capacity and experience which are adapted to partner countries’ context and, as such, it is jointly understood that they add value.

Along with the geographic concentration in Portuguese speaking countries, particularly in the

<sup>19</sup> Cape Verde is now a Lower-Middle Income Country (LMIC).

PALOP and Timor-Leste, and excluding the distorting effect that Programme Assistance – through the concession of Lines of Credit – has in the allocation of sectoral aid, Portuguese Cooperation has maintained its focus on its intervention priority areas, namely: Education, Health, Governance and Civil Society, Other Infrastructures and Social Services, Transports and Energy. These sectors represented about 94% of sectoral allocable bilateral ODA in the 2009-2013 period (Table 3.5. and Figure 3.7.).

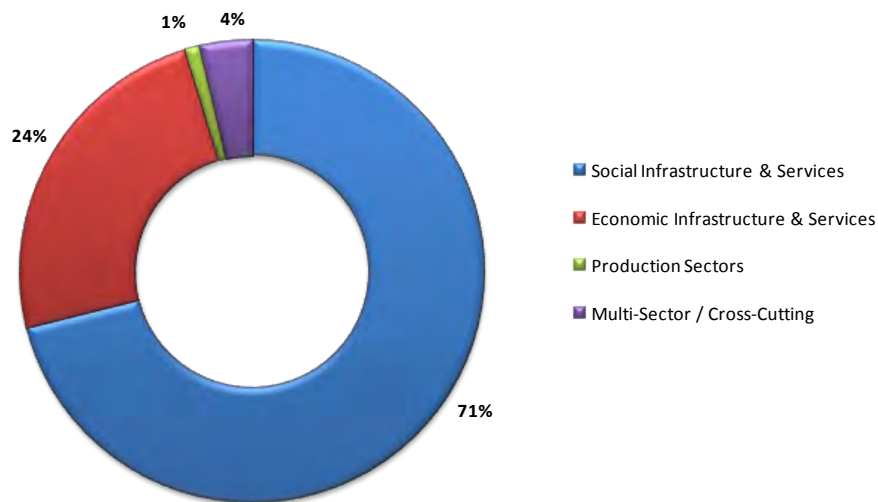
**Table 3.5. Bilateral ODA by sector purpose code (gross amounts)**

Sector Purpose Codes	2009		2010		2011		2012		2013	
	ODA (thousands €)	%	ODA (thousands €)	%	ODA (thousands €)	%	ODA (thousands €)	%	ODA (thousands €)	%
<b>Social Infrastructure &amp; Services</b>	128.060	57,0%	126.537	38,8%	92.686	25,0%	93.116	27,5%	109.440	42,4%
110 - EDUCATION	54.523	24,3%	55.228	16,9%	43.685	11,8%	40.608	12,0%	39.864	15,4%
120 - HEALTH	6.432	2,9%	8.677	2,7%	11.716	3,2%	11.142	3,3%	12.140	4,7%
130 - POPULATION POLICIES/PROGRAMMES AND REPRODUCTIVE HEALTH	258	0,1%	676	0,2%	776	0,2%	205	0,1%	623	0,2%
140 - WATER AND SANITATION	305	0,1%	750	0,2%	452	0,1%	170	0,1%	189	0,1%
150 - GOVERNMENT AND CIVIL SOCIETY	50.230	22,4%	45.499	14,0%	16.941	4,6%	11.891	3,5%	6.737	2,6%
160 - OTHER SOCIAL INFRASTRUCTURE AND SERVICES	16.313	7,3%	15.707	4,8%	19.116	5,2%	29.099	8,6%	49.887	19,3%
<b>Economic Infrastructure &amp; Services</b>	19.499	8,7%	64.097	19,7%	38.912	10,5%	41.395	12,2%	23.906	9,3%
210 - TRANSPORT AND STORAGE	17.239	7,7%	24.762	7,6%	22.089	6,0%	25.481	7,5%	7.234	2,8%
220 - COMMUNICATIONS	1.374	0,6%	1.083	0,3%	832	0,2%	547	0,2%	446	0,2%
230 - ENERGY GENERATION AND SUPPLY	34	0,0%	37.541	11,5%	15.361	4,1%	14.388	4,2%	15.335	5,9%
240 - BANKING AND FINANCIAL SERVICES	820	0,4%	705	0,2%	620	0,2%	969	0,3%	890	0,3%
250 - BUSINESS AND OTHER SERVICES	32	0,0%	5	0,0%	11	0,0%	11	0,0%	0	0,0%
<b>Production Sectors</b>	3.279	1,5%	1.641	0,5%	1.638	0,4%	841	0,2%	560	0,2%
311 - AGRICULTURE	2.899	1,3%	1.175	0,4%	1.332	0,4%	572	0,2%	428	0,2%
312 - FORESTRY	0	0,0%	70	0,0%	185	0,1%	99	0,0%	24	0,0%
313 - FISHING	38	0,0%	0	0,0%	6	0,0%	9	0,0%	0	0,0%
321 - INDUSTRY	0	0,0%	12	0,0%	57	0,0%	128	0,0%	96	0,0%
322 - MINERAL RESOURCES AND MINING	92	0,0%	84	0,0%	11	0,0%	23	0,0%	8	0,0%
323 - CONSTRUCTION	0	0,0%	267	0,1%	0	0,0%	0	0,0%	0	0,0%
331 - TRADE POLICY AND REGULATIONS AND TRADE-RELATED ADJUSTMENT	91	0,0%	1	0,0%	8	0,0%	1	0,0%	0	0,0%
332 - TOURISM	160	0,1%	33	0,0%	40	0,0%	8	0,0%	4	0,0%
<b>Multi-Sector / Cross-Cutting</b>	7.788	3,5%	7.269	2,2%	5.747	1,6%	2.711	0,8%	4.271	1,7%
410 - GENERAL ENVIRONMENTAL PROTECTION	1.274	0,6%	993	0,3%	658	0,2%	261	0,1%	663	0,3%
430 - OTHER MULTISECTOR	6.513	2,9%	6.275	1,9%	5.090	1,4%	2.451	0,7%	3.608	1,4%
<b>Total Sector Allocable</b>	<b>158.627</b>	<b>70,6%</b>	<b>199.544</b>	<b>61,2%</b>	<b>138.985</b>	<b>37,5%</b>	<b>138.064</b>	<b>40,8%</b>	<b>138.177</b>	<b>53,5%</b>
500 - COMMODITY AID AND GENERAL PROGRAMME ASSISTANCE	47.946	21,3%	106.319	32,6%	215.662	58,2%	185.035	54,7%	102.353	39,6%
600 - ACTION RELATING TO DEBT	1.545	0,7%	2.593	0,8%	3.673	1,0%	5.390	1,6%	6.848	2,7%
700 - HUMANITARIAN AID	567	0,3%	133	0,0%	395	0,1%	71	0,0%	193	0,1%
910 - ADMINISTRATIVE COSTS OF DONORS	13.180	5,9%	14.796	4,5%	10.173	2,7%	8.617	2,5%	8.884	3,4%
920 - DO NOT USE: SUPPORT TO NGO	36	0,0%	0	0,0%	0	0,0%	0	0,0%	0	0,0%
998 - UNALLOCATED/ UNSPECIFIED	2.594	1,2%	2.439	0,7%	1.231	0,3%	722	0,2%	532	0,2%
930 - REFUGEES IN DONORS COUNTRIES	194	0,1%	206	0,1%	398	0,1%	642	0,2%	1.176	0,5%
<b>Total Non-Sector Allocable</b>	<b>66.063</b>	<b>29,4%</b>	<b>126.486</b>	<b>38,8%</b>	<b>231.532</b>	<b>62,5%</b>	<b>200.478</b>	<b>59,2%</b>	<b>119.987</b>	<b>46,5%</b>
<b>Total Bilateral ODA</b>	<b>224.690</b>	<b>100,0%</b>	<b>326.030</b>	<b>100,0%</b>	<b>370.517</b>	<b>100,0%</b>	<b>338.541</b>	<b>100,0%</b>	<b>258.164</b>	<b>100,0%</b>

For Portuguese Development Cooperation, support to institutional capacity development in areas such as Education, Health, Justice, Public Safety, Social Security and Employment, as well as Public Finance, has been a continued and long term process, of structural nature, allowing for an effective appropriation of knowledge and skills by partner countries. Portuguese

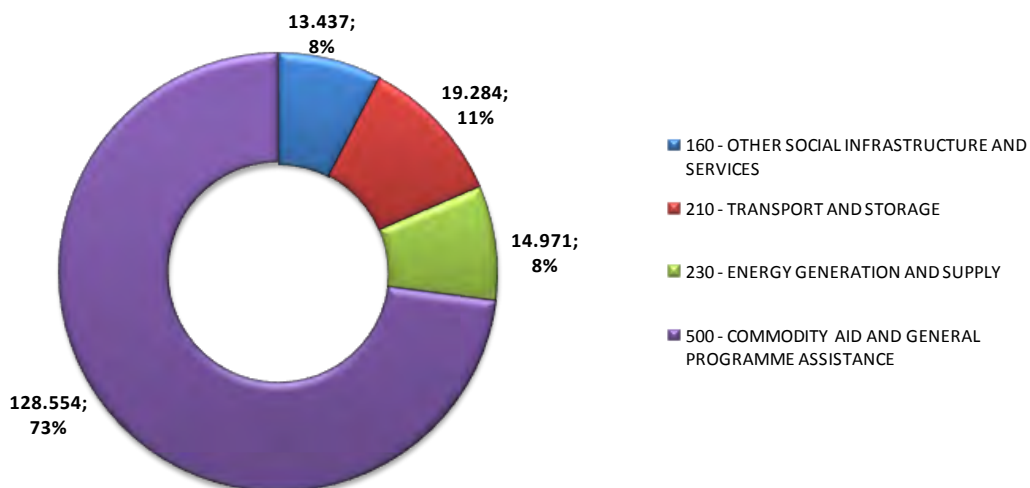
cooperation has also financed significant actions in areas such as Transports and Storage as well as Energy, which represented about 13% and 11% of sectoral allocable bilateral aid respectively, in the 2009-2013 period.

**Figure 3.7. Sector Allocable Aid**  
2009 - 2013 average - % gross amounts



Regarding other financing instruments, concessional loans and credit lines have allowed Portuguese cooperation to meet the needs identified by partner countries in terms of infrastructures' building and rehabilitation (Figure 3.8.).

**Figure 3.8. Sector Allocable Aid financed through Lines of Credit**  
2009-2013 Average - thousands € and % gross amounts



Portuguese development cooperation understands that the infrastructural needs identified by partner countries can only be met by using financing instruments such as lines of credit or, alternatively, innovative financing instruments with high potential leveraging to private sector funding.

### BOX 3.2. Support to Cape Verde through Credit Lines

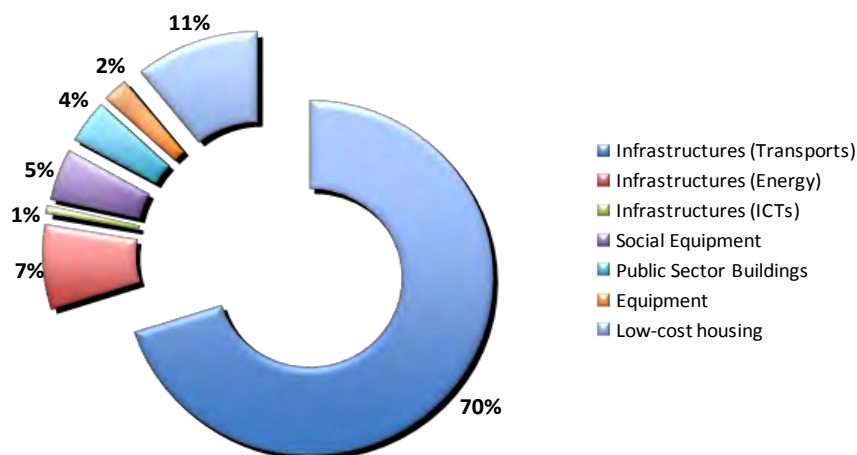
In 8th November 2014 the Figueira Gorda Dam was inaugurated, in Santa Cruz Municipality, north-eastern Santiago. This infrastructure aims to enable the implementation of projects on renewable energies, environmental conservation and water mobilisation. This was the fourth dam built within the framework of the Portuguese Credit Line created in 2009 – the others are Salineiro, Saquinho and Faveta, respectively in the Ribeira Grande, Santa Catarina and São Salvador do Mundo municipalities.

The Figueira Gorda Dam contributes to revitalising the region of Justino Lopes, a hydrographical basin that long had one of the major banana plantations and irrigation agriculture, being known as “the Santiago garner”. It is currently the biggest hydraulic infrastructure in Cape Verde; it should irrigate 105ha and directly benefit farmers from 6 communities, also promoting agribusinesses.

From 2007 to 2014 nearly 80% (Figure 3.9.) of the financing through credit lines/concessional loans were used to meet partner countries needs in terms of:

- Road, sea and air transports infrastructures (70%).
- Low-cost housing (11%).
- Energy planning and infrastructures for renewable energy production (7%).

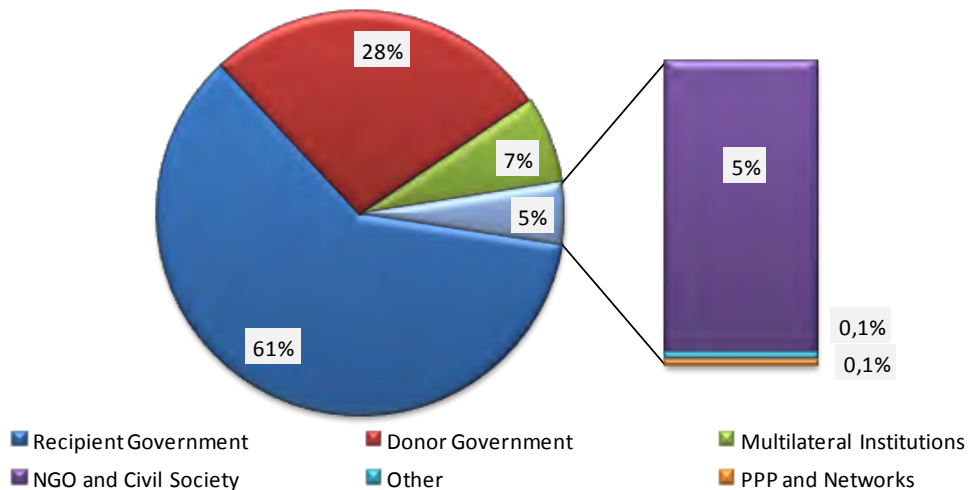
**Figure 3.9. Lines of credit by investment tipology (2007 to 2014)**



### 3.2.3. Channels of Delivery

Accordingly with the assumed commitments for using country systems in partner countries, Portuguese development cooperation has used mostly the Government of the partner country as its preferential channel (61%) in the period under review. The donor Government channel represented on average 28% and the multilateral institutions 7%. ODA channelled through NGOs and other civil society organisations, which also have a proactive role in the implementation of national development cooperation activities, represented an average of 5% (Figure 3.10).

**Figure 3.10. Bilateral ODA by Channel of Delivery**  
 2009-2013 Average - % gross amounts

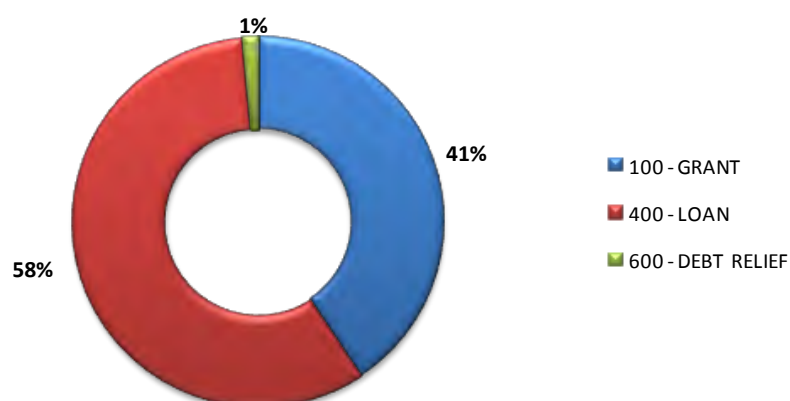


As evidence of the importance attached to NGDO actions, it should be noted as an example that following the coup d'état of April 2012 in Guinea-Bissau, Portugal suspended its institutional cooperation while maintaining its support to the local population through projects implemented by civil society organisations.

### 3.2.4. Distribution of Bilateral ODA by Type of Financing

Regarding financing instruments, Portuguese ODA included mostly **grants and concessional loans/credit lines** in the 2009-2013 period. In this period, about 58% of Portuguese ODA consisted of concessional loans/credit lines and only 41% of grants (Figure 3.11.).

**Figure 3.11. Bilateral ODA by Type of Finance**  
 2009-2013 average - % gross amounts

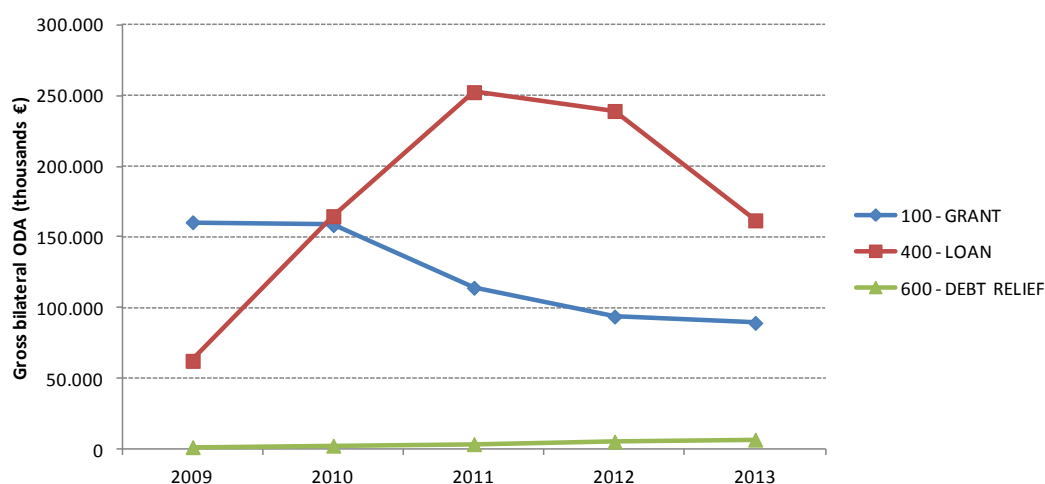


Between 2009 and 2010 the grant component weighed about 60% and concessional loans 39% (Figure 3.12.). However, this situation was reversed after 2010 due to greater use by partner countries of available concessional loans/credit lines, as well as to a reduction in the volume of

grants made available, as consequence of the strong budget cuts in Public Administration (Figure 3.12.).

In the last two years, the significant increase that credit lines have had in the ODA composition seems to have reversed, resulting both from a reduction in the use of credit lines (as they are in the final stages of the disbursement period) as well as from the political decision not to sign new concessional credit lines in the period under review. Simultaneously, we witness a less marked decrease in the volume of grants made available annually by the Portuguese State (Figure 3.12.).

**Figure 3.12. Financial instruments of Portuguese ODA: trend in volume (2009 to 2013)**



Notwithstanding the adverse political and economic context and a decrease in the ODA volume, Portugal strategically decided to keep its political commitments: regarding the grants component (strongly dependent on line ministries current budgets), it was able to secure the possible stability<sup>20</sup> of funding for development cooperation; in the loans component, it continued to ensure the availability of concessional loans and credit lines that were committed to partner countries in previous years.

### 3.3. Multilateral ODA Channel

The allocation of multilateral ODA reflects the prioritisation of some international discussion *fora* by Portuguese cooperation in terms of expressing its views and following specific development related issues. In line with the principles, objectives and priorities of Portuguese Development Cooperation defined in the *Strategic Concept*, Portugal prioritizes its relationship with the CPLP, EU, OECD, UN, the Iberian-American Conference, International Financial Institutions (IFIs), the African Union (AU), the Southern African Development Community (SADC) and the Economic Community of West African States (ECOWAS), and their institutions and specialised agencies.

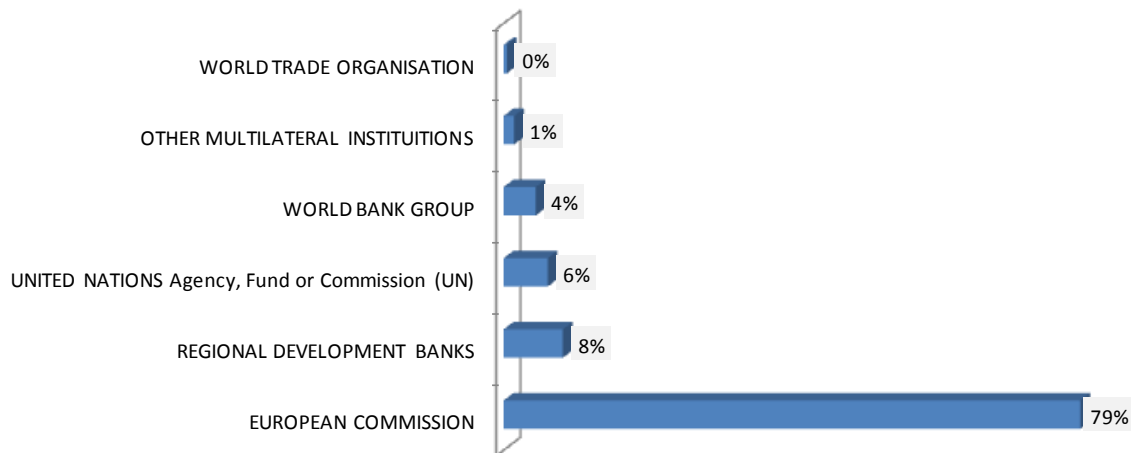
Portuguese Development Cooperation seeks to allocate its aid channelled through

<sup>20</sup> It should be highlighted that the decrease (in about 56%) in the grants component between 2010 and 2011 was due to a change in the statistic notification rules regarding the (bilateral) participation of military contingents in International Peacekeeping Operations, as foreseen in the OECD/DAC Directives - DCD/DAC/STAT(2011)19/REV2, page 21.

International Financial Institutions accordingly with the national priorities in terms of geographic priorities (our main partner countries) and also taking into account our priority thematic areas. Portugal participates actively in the replenishment of the concessional windows of Multilateral Development Banks, during which it calls upon these institutions to implement best practices in terms of financial management, aid effectiveness, and engagement in developing countries in accordance with international commitments, among others. Financial contributions to these institutions are determined by national financial constraints.

Portugal's financial contributions to the European Commission, including to the external assistance budget, the European Development Fund (EDF) and the European Investment Bank (EIB) represent, on average, about 70% of Multilateral ODA – clearly the main recipient of Portuguese multilateral ODA. The current composition of multilateral ODA has an impact on resource allocation to LDCs.

**Figure 3.13. Multilateral ODA  
2009-2013 Average - % net amounts**



**Key reference document: chapter three**

- Camões, I.P. (2012) Common Standard – Implementation schedule
- Camões, I.P. (2012) Implementation Requirements of the Portuguese Cooperation Database – in Portuguese (Internal Document – ToRs of operational requirements for the new database)
- Global Partnership (2011) Busan Partnership For Effective Development Co-operation
- Government of Portugal (2014) Strategic Concept for Portuguese Development Cooperation 2014-2020
- OCDE (2014) Secretariat Report on ODA Loans in 2012
- OCDE (1978) Recommendation on Terms and Conditions of Aid
- OCDE/DAC (2008) DAC Recommendation on Untying Official Development Assistance.
- OCDE/DAC (2013) Converged Statistical Reporting Directives for the Creditor Reporting System (CRS) and the Annual DAC Questionnaire
- OCDE/DAC (2013) DAC and CRS Reporting Issues in 2012
- OCDE/DAC (2014) DAC and CRS Reporting Issues in 2013
- OCDE/DAC (2014) Final Communiqué of the 2014 DAC High Level Meeting
- OCDE/DAC (2015) Development Co-Operation Report 2015 (Forthcoming)

- OCDE/UNDP (2014) Global Partnership Monitoring Report



## 4. Organisation Fit for Purpose

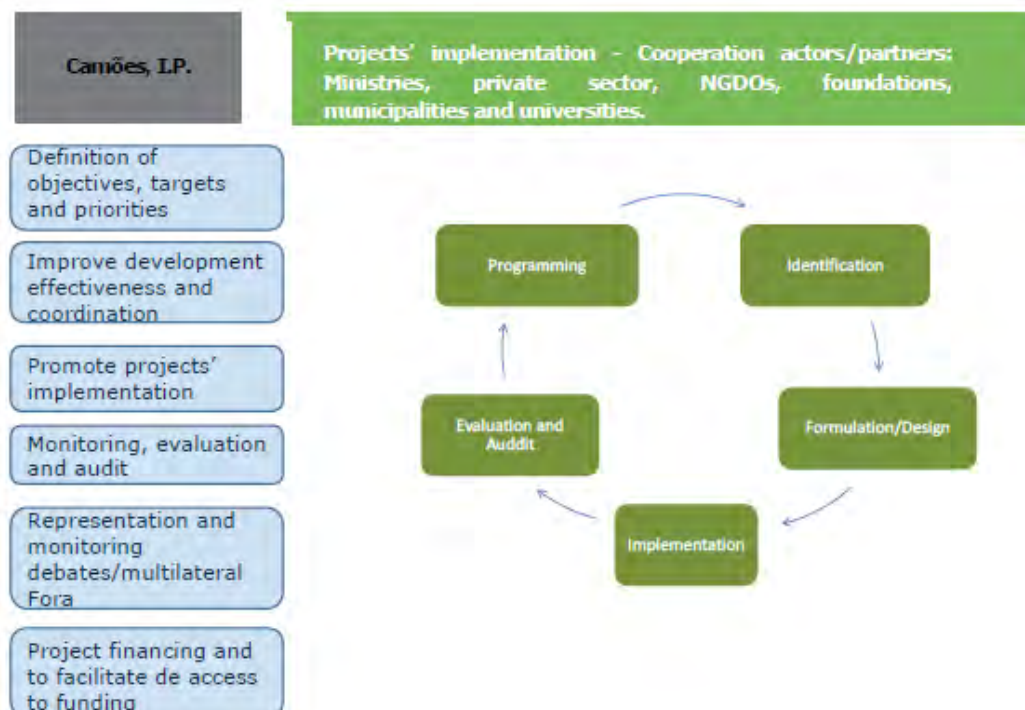
### 4.1. Institutional System

#### 4.1.1. Leadership and Management

Significant changes occurred since 2011 in the institutional framework of development cooperation. In August 2012, there was a merger between the Portuguese Institute for Development Assistance (IPAD) – responsible for proposing and implementing the Portuguese development cooperation policy and coordinating development cooperation actions implemented by other public entities – and Camões Institute (CI) – responsible for proposing and implementing the policy of education and dissemination of Portuguese language and culture abroad. Camões – Cooperation and Language Institute, I.P. was created, gathering the responsibilities of those two previous institutions.

Camões, I.P. is a public institute and part of the indirect State Administration. It is endowed with administrative and financial autonomy and its own assets. Under the supervision of the respective Minister it performs duties attributions which fall under the responsibility of the Ministry of Foreign Affairs (MFA). The role of this public administration entity is to supervise, direct and coordinate Portuguese development cooperation; it is responsible for conducting this public policy and the policy for external promotion of Portuguese language and culture. It also has the responsibility to treat and disseminate information on development cooperation and to actively represent the country in the multilateral system, together with other services of the MFA and the Ministry of Finance.

Figure 4.1. Role of Camões, I.P.

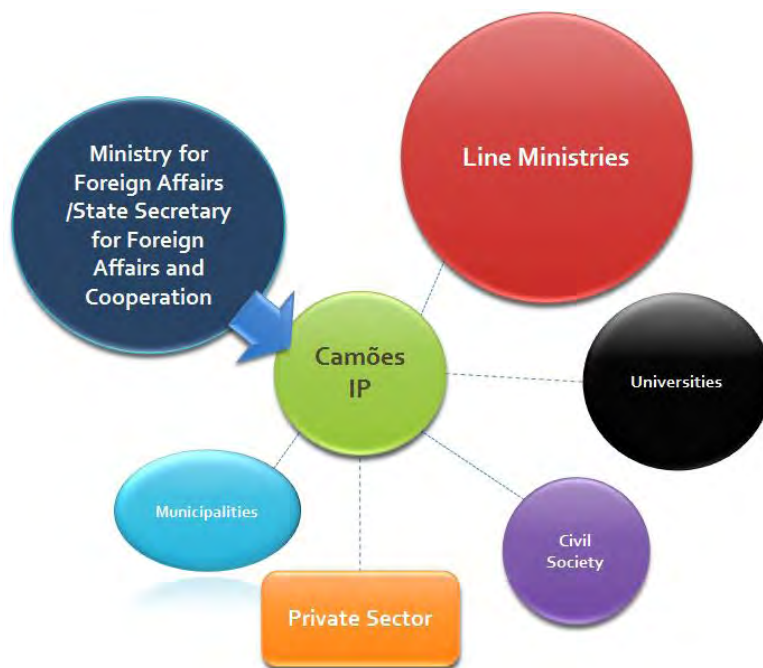


Camões, I.P. develops its relations with a wide range of other State and non-State entities and actors engaged in development cooperation, including the Parliament, Central Administration (line Ministries, Universities and other Higher Education Institutions as well as Research

Centres), Local Administration, non-State actors, NGOs and Foundations, Business Associations, Companies and Trade Unions (Figure 4.2.).

In this context, the direction, coordination and supervision of the different national partners assume priority. Camões, I.P. has been progressively and gradually delegating responsibility for direct programme implementation to Portuguese partner organisations, taking into account their technical and financial comparative advantages. Examples include the Programme of Quality Education in Portuguese in Guinea Bissau or the School+ Programme in Sao Tome and Principe, implemented respectively by the FEC Foundation and IMVF.

**Figure 4.2. Actors of Portuguese Development Cooperation**



Given its multiple attributions, which include the external promotion of the Portuguese language and culture, Camões, I.P. seeks to reflect in its action the complementarities, diversity and the geographic and thematic comprehensiveness of its Mission.

New ways of working have been explored, through concentrating efforts among the various players, promoting synergies and complementarities and boosting internationally agreed commitments. In practical operational terms, Camões, I.P. has adopted principles arising from effectiveness commitments, namely:

- Coherence/coordination – strengthening the dialogue with partners on complementarities and reducing aid fragmentation;
- Geographic and sectoral concentration, focusing on flagship programmes (larger, of structural nature), that meet partner countries’ priorities;
- Leadership, ownership and sustainability of actions;
- Greater transparency and predictability of funding;
- Results-based management and reinforced monitoring and evaluation mechanisms; and

- Strengthening and diversification of partnerships, including triangular cooperation, new sources of finance and leveraging bilateral resources with multilateral funds.

#### **4.1.2. Internal coordination at headquarters**

The organisational structure of Camões, I.P. reflects concerns regarding the integration of roles and functions, seeking synergies between its intervention areas and optimising the use of human resources, in order to reduce duplication and operating costs without affecting the coherence and response capacity.

Internal coordination is ensured through weekly meeting of Heads of development cooperation departments/units and general coordination bi-monthly meetings. Joint monitoring and evaluation missions of ongoing programmes have also been taking place, such as in Sao Tome and Principe in the context of the “School +” Programme and in Mozambique in the context of the Mozambique Island Cluster.

The Development Cooperation Directorate (DCD), under the guidance and decision of the Board of Directors, is responsible for technical implementation and monitoring of the responsibilities of Camões, I.P. regarding development cooperation. It operates in close internal coordination, with the support of the Planning and Management Directorate (PMD) and the Evaluation and Audit Division (EAD) and it also promotes synergies with the Language and Culture Directorate (LCD) (*Annex I*).

Coordination with line Ministries is done within the context of the Inter-ministerial Commission for Coordination (ICC). Coordination with civil society organisations takes place through regular meetings with the NGDO Platform and through meetings of the Development Cooperation Forum. Moreover, coordination with line ministries and with NGDOs, as well as between these entities, has been strengthened, by promoting “country meetings” that contribute to increased mutual knowledge about the capacities, strategies and approaches.

#### **4.1.3. Internal coordination in partner countries**

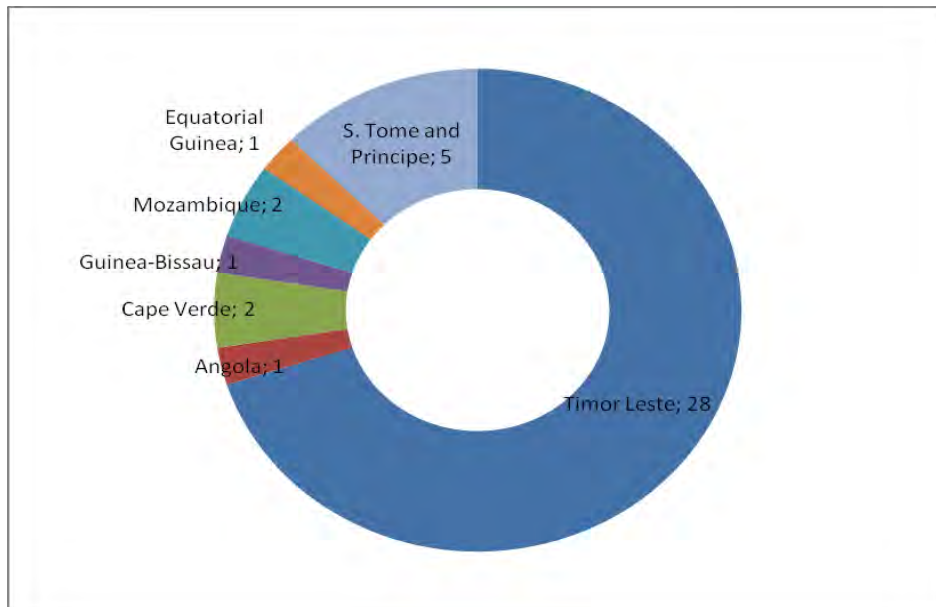
On the ground, the management of cooperation activities is ensured by Cooperation Attachés reporting directly to the Ambassador of Portugal. Local cooperation services have been reinforced in recent years with human resources from Camões, I.P. and with the recruitment of cooperation agents (currently 40, Figure 4.3).

Embassies have been engaged in a more structured and strategic manner in the definition and follow-up of ICPs/SCPs and projects, including those of civil society organisations, through meetings with the project teams in the field and visits to projects.

Coordination between headquarters and the field is carried out through face-to-face biannual meetings, regular phone contacts and teleconferences. Regular updates and reports are elaborated as part of the monitoring process of ongoing actions/programmes. Reports on sector activities are also produced by field offices. Cooperation agents placed in field offices also elaborate semi-annual activity reports, which include possible adjustments that need to be made.

ICPs/SCPs include annual follow-up meetings with partner countries’ authorities. On behalf of Portuguese development cooperation, Embassies hold regular meetings with both the Ministries responsible for aid coordination as well as with line Ministries engaged in the different projects.

**Figure 4.3. Geographical Distribution of Cooperation Agents**



Embassies also participate on a regular basis and in joint coordination with Camões, I.P. in donor coordination meetings. Strategic Monitoring Committees meet annually at technical/project level, in order to reinforce monitoring and coordination.

The bilateral cooperation programme is also discussed in Bilateral Summits (at political level) with some partner countries, which are held every two years.

#### **4.1.4. Structure and systems**

Since the last DAC Peer Review to Portuguese Development Cooperation Policy, in 2010, the institution responsible for this area underwent a significant transformation. Camões, I.P. was created in 2012 by merging former IPAD (Portuguese Institute for Development Assistance, I.P.), which had the responsibility for the development cooperation area, with former Camões Institute, I.P., which was responsible for the promotion and dissemination of Portuguese Language and Culture.

By decision of the Camões, I.P. Board of Directors (1201/2012 of 27 July) and under the terms of its Statutes, 13 flexible organisational units were established. Under the Development Cooperation Directorate (DCD), these comprise 4 Units in key cooperation areas: (i) the Cooperation Programming Unit (CPU); (ii) the Bilateral Cooperation Unit (BCU); (iii) the Multilateral Affairs Unit (MAU) and (iv) the Civil Society Support Unit (CSSU).

Thirteen leadership positions (around 39 %) were suppressed and the top Direction/Administration Structure includes now a President, a Vice-President and two other members; the intermediate management level includes three nuclear organisational units – the Development Cooperation Directorate (DCD); the Language and Culture Directorate (LCD) and the Planning and Management Directorate (PMD).

The PMD is responsible for coordinating the administration and management of human, financial and asset resources, which are transversal to the two Camões I.P. action areas.

The activities of the two Directorates of Camões, I.P. – Development Cooperation and Language and Culture – are specifically defined and have their own operating budgets; they are

complementary and promote synergies between the corresponding activities. Synergies and joint actions have been promoted with regard to the training of Portuguese language teachers. Facilities on the ground, namely the Cultural Centres are being transformed into Cooperation and Language Centres. This enhances the scope of action of both institutional domains in the field, and also reinforces the facilities and equipment available to development cooperation.

At an organisational level, Camões, I.P. gives considerable attention to risk management, including the risks of corruption and related offences, taking into account the contexts in which it operates. The EAD is the organisational unit responsible for preparing the Risk Management Plan (triennial) following a bottom-up engagement process of all organisational units. A Risk Committee was established, which supervises the implementation of the Risk Management Plan. The Risk Management Plan considers five main types of risks, and is monitored and revised annually if necessary. It identifies the actions to be implemented and the responsible actors, to reduce the risk probability and/or impact, including corruption risks. Extensive training on this issue is being addressed, in particular within the framework of the OECD Convention on bribery of foreign public officials in international business transactions, signed by Portugal.

Common procedures were adopted in the project cycle management level. Management procedures were also defined, that lay down the steps and responsibilities of each organisational unit, based on quality management (PDCA cycle referred in Chapter 6.1). This system allows the identification of procedural constraints and its recast according to the intended objectives and results. When the context changes, it is possible to propose and approve the reformulation of projects, in order to adapt them to new realities.

An internal system that encodes each organisational unit, the partner country and the nature of the activity supported was developed - Internal Order System (OI) – allowing for an accurate registration of the budget execution of Camões, I.P.. By linking the Portuguese Cooperation database with the system of the financial management Unit it strongly facilitates the treatment of the Camões, I.P. budget and the compliance of the reporting accordingly with OECD/DAC Statistical Reporting Directives.

#### **4.2. Adaptation to Change**

Camões, I.P. is aware of the existing challenges regarding the ongoing changes in the development agenda, and of the need to adapt the institutional response to these changes, maintaining and/or increasing the quality of its action. In this regard, Decree-Law No. 21/2012, that creates Camões, I.P., foresees the ICC as a consultative body (reorganised to operate at political level), and a Single Auditor. The latter is, in accordance with Article 17 of Law No. 3/2004, of 15 January, the body responsible for monitoring the legality, regularity, and sound financial and asset management of Camões, I.P.. These structures strengthen the Administration/Management and the control of quality and effectiveness of cooperation programmes.

In regard to development cooperation programmes – and in face of changes in the assumptions - Portugal has had the capacity to redirect its actions in various sectors. For example, after the April 2012 coup in Guinea-Bissau, Portugal suspended its institutional cooperation while maintaining its support through civil society projects, therefore directly supporting the populations. Institutional cooperation was resumed following the restoration of democratic legitimacy and a new programming document was agreed with the partner. This flexibility and adaptability is also present in project cycle management, which results from great proximity work with partners and teams.

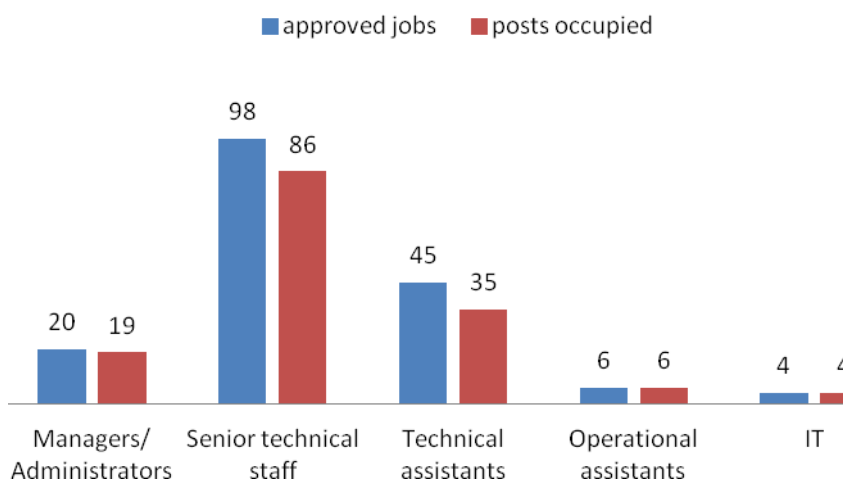
As Portugal is a small donor, the main challenge lies in finding a place of its own in the new post-2015 global architecture. In practice, this means that we are aware of the need to continue to ensure a quality and adequate response to our partners’ needs, as well as in our participation in the multilateral context, which is currently more complex and constantly evolving. Therefore, Camões, I.P. commissioned ECDPM for a study that can point out some lines of work and support the adaptation of the institutional response to this new reality, in order to ensure effectiveness, quality and outcomes. It also intends to participate in the discussions and ongoing work of the DAC about the future of development cooperation.

### 4.3. Human Resources

#### 4.3.1. Staffing level, composition and location

The establishment plan/staff list for Camões, I.P. consists of 173 posts, 150 of which are occupied. There is a lack of senior technical staff and technical assistants, causing an excessive workload for the current staff members (Figure 4.4.). The annual budgets allocated to human resources do not allow to fill the posts set out in the establishment plan.

**Figure 4.4. Staff list of Camões, I.P.**



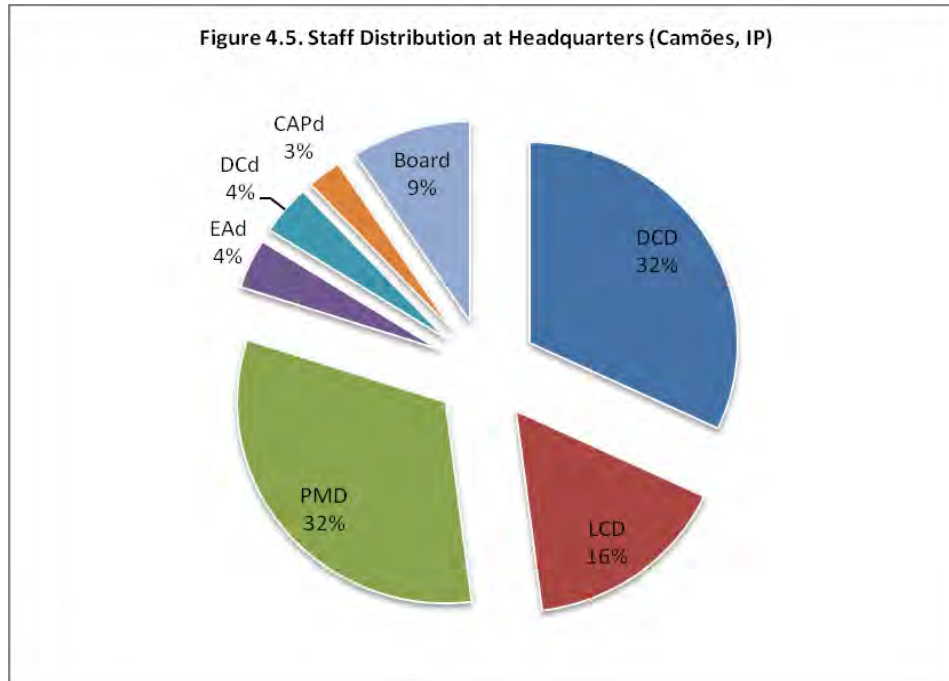
Each year the Camões, I.P. shall submit the staffing plan that in accordance with the State Budget Law is submitted for validation and approval of the competent Minister. It indicates the number of jobs that the Institute needs for implementing its mission and corresponding activities, allocated by post, career/categories.

The recruitment of staff needed to fill the posts defined in the staffing plan, pursuant to Article 30 of the Annex to Law No. 35/2014 of 20 June, is usually implemented for an indefinite period of time (since it corresponds to permanent tasks) and occurs through a tendering procedure limited to workers that have a permanent employment contract in a public institution. Recruitment is therefore severely limited by law.

On 31 December 2014, the number of Camões, I.P. staff was distributed as follows: (i) 150 permanent workers; (ii) 115 cooperation agents; (iii) 337 EPE teachers and (iv) 44 “Readers”. In an analysis by categories, and in what refers to in-house services, the degree of technicality is

greater than 50%.<sup>21</sup>

The distribution of staff members at the headquarters is provided in figure 4.5.



Note: d = division / D = Directorate

Since the last DAC review, the mobility of staff to the ground has improved. One example is the presence of technical staff from the Camões, I.P. in Mozambique, Guinea-Bissau and Equatorial Guinea, with coordinating functions at the respective embassies (currently 4 persons), and one person in the structure of the Portuguese Mission within G19.

In accordance with Law No. 13/2004 and the designation of Cooperation Agent, Camões, I.P. seeks to strengthen, within the limits of its financial capacity, the offices for programmes' monitoring within the embassies, through the recruitment of experts. Currently, this applies to 7 experts (2 in Timor-Leste; 1 in Sao Tome and Príncipe; 1 in Cape Verde; 1 in Angola; 2 in Mozambique). For the first time, in 2015, there are development cooperation technical staff in all the embassies accredited in key partner countries, with the exception of Angola.

In addition, since the merger of IPAD with Institute Camões - until 1 March 2015 -, 20 people left the development cooperation area (17 senior technical staff and 2 diplomats). Four of the above mentioned are now performing duties on the ground and another one is located in the SENEC office. The DCD was strengthened with 10 persons, half of them originating from other public administration bodies, and two have returned from the ground. The loss of skilled and knowledgeable human resources has hampered the operational functioning. The human resources employed in the meanwhile, still lack the specific knowledge and expertise on development cooperation; this can be possibly counterbalanced by new expertise and inputs from other areas, which will enrich the medium term the overall performance of the institution.

Camões, I.P. may recruit experts as Cooperation Agents for concrete actions, but cannot recruit

<sup>21</sup> The degree of technicality corresponds to the number of senior technical staff in the total number of workers.

experts at headquarters. This limits the possibility of recruiting highly skilled staff on development cooperation, with proven professional experience and international acquired expertise, such as in international organisations, bilateral cooperation agencies, and national or international civil society organisations. Moreover, Camões, I.P. cannot use the internship programmes of the Employment Institute, which also restricts its actions.

Every year, Camões, I.P. receives trainees from Universities and from the MFA, but in a very limited number and for a short-term period. In 2015, an innovative internship programme was launched, in partnership with the Calouste Gulbenkian Foundation (FCG). In this framework, the trainee is paid through FCG and works in Camões, I.P., in an area of common interest.

#### **4.3.2. Staff development**

There is possibility of having staff from headquarters working in the ground, resulting from a management option. Given the existing human resources constraints, each case is examined on an individual basis. This mobility, which is of strategic importance to strengthen knowledge and skills, is still limited by the lack of human resources at headquarters, as well as by the current limitations for the recruitment of replacement staff.

Bearing in mind that human resources are the most important strategic asset for the performance and success of organisations, their training and development is one of the main priorities of the human resources management policy defined for Camões, I.P. In this respect, there is a Strategic Plan for Integrated Training (PeFi), approved in 2014, which sets the main guidelines to be followed in drafting annual plans, as well as monitoring and evaluation mechanisms and implementation control of these procedures.

Human resources are encouraged to participate in training actions promoted by the partners and in training programmes within the EU, CPLP and Ibero-American Conference. In 2013-2014, human resources from the development cooperation area took part in 11 training actions. In 2013: Second Meeting on 'Knowledge and Cooperation'; Diploma in International Cooperation – South/South; Understanding Project Cycle Management in the EU; Funding, Procurement and Management of Development Assistance Contracts; V Course on Civil Crisis Management; Elaboration of QREN Applications and International Seminar – “Decentralised Cooperation: New Challenges, New Partnerships”. In 2014, six actions are to be highlighted: the V Course on Civil Crisis Management, Emerging Practices in Development Evaluation; Integrating Climate Change Adaptation into Development Cooperation; Project cycle Management; Post-2015 Development Agenda, Specialisation Diploma on Development Cooperation (DECODE), and Evaluation in Results-Management.

#### **Key reference document: chapter four**

- Government of Portugal (2014) Strategic Concept for Portuguese Development Cooperation RCM 17/2014.
- Camões, I.P. – DL 21/2012.
- Decree 194/2012 e 94/2014.
- ICC – Decree 173/2013.
- OECD, Managing AID
- OECD, Effective Aid Management 12 lessons of the peer review series,
- Making Development Co-operation Fit for the Future, CAD OCDE



## 5. Delivery Modalities and partnerships for Quality Aid

### 5.1. Budgeting and Programming Processes

Portuguese cooperation recognises the importance of the predictability of financing for development as a way to promote partner countries' capacity to plan and manage their development programmes more effectively.

The Budget Framework Law – Law 91/2001 of 20 August (with amendments introduced by the Law nº 41/2014 of 10 July – 8<sup>th</sup> amendment), determines, in article nº 4 that “1 - the budgets of public sector entities are annual; 2 – the preparation of budgets is based on a multiannual framework of budgetary planning, which takes into account the principles established by the present law and the obligations referred to in article 17; 3 – Budgets include projects, programmes, measures and activities which may have multiannual costs, showing the total cost foreseen for each of them, the share of those costs relative to that specific year and, on an indicative basis, at least to the following three years”.

Considering the decentralised nature of Portuguese development cooperation, aid instruments (Figure 5.1) are financed at national level through the State Budget, including funds from Camões, I.P., from line ministries and local administration, as well as private funds.

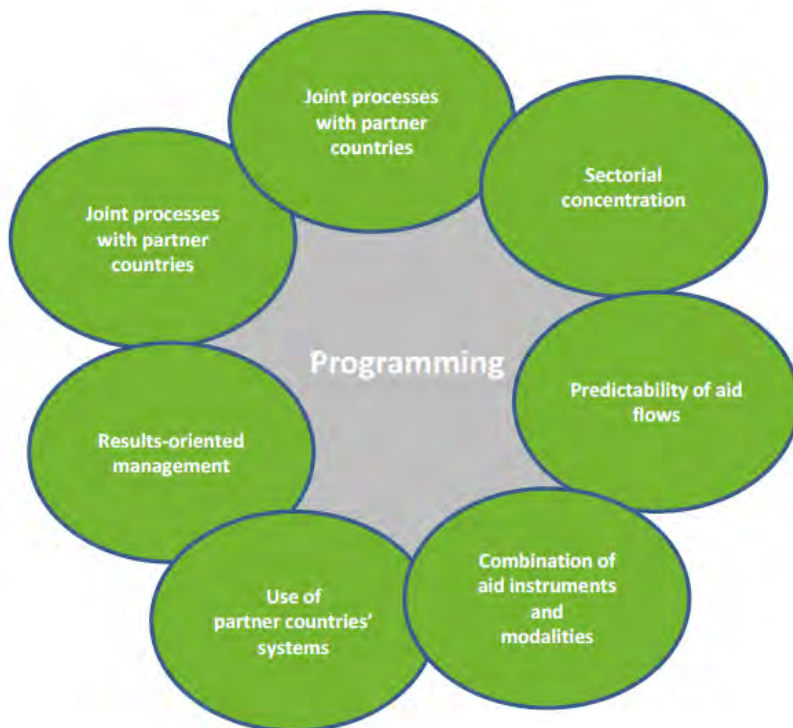
**Figure 5.1. Aid Instruments**



Camões, I.P. is endowed with an only budget and a public accounting system so as to strengthen budget control, streamline resources and avoid duplication of tasks and procedures. Determining the share of resources from the Institute's annual budget allocated to the different intervention areas/departments is a political responsibility. The General Management Department of the Ministry for Foreign Affairs is the Ministry's coordinating entity, with coordination and oversight responsibilities, and it ensures the link with the Budget General Directorate of the Ministry of Finance.

It should be noted that in the various prospective budget planning exercises in which Camões, I.P. has been involved, it has called for the need of an increased budget, namely the development cooperation budget, which is fundamental for the country to meet its international commitments as well as to broaden the scope of projects and programmes.

**Figure 5.2. Programming Guiding Principles**



In this context, improvements have been made in terms of multiannual predictability as the Strategic Cooperation Programmes (SCPs) already signed with some partner countries include indicative financial envelopes by sectoral intervention axes. Progressively, as the Indicative Cooperation Programmes (ICPs) expire, this will give way to the signature of SCPs (Table 5.1.).

<b>Table 5.1. Portuguese Development Cooperation - Country Programmes (ICP/SCP)</b>		
ICP Angola	2007 - 2013	Financial envelope: 65 M€
ICP Cabo Verde	2012 - 2015	Financial envelope: 56 M€
ICP Guinea-Bissau	2008 - 2010	Financial envelope: 35 M€
Action Plan Guinea Bissau	2014 - 2015	Financial envelope: 6,8 M€
ICP Mozambique	2011 - 2014	Financial envelope: 62 M€
ICP Sao Tome & Principe	2012 - 2015	Financial envelope: 43,5 M€
SCPTimor-Leste	2014 - 2017	Financial envelope: 42 M€

Notes:

1. The SCP PT-Angola from 2015 to 2018 is under analysis by the Angolan authorities.
2. The new SCP PT-Moçambique is being drafted.

Portuguese development cooperation has also sought to ensure the annual predictability of financing, as it started informing the partner country about the indicative amounts foreseen for following year. It has been actively participating in contributing to partner countries' Databases, such as ODAMOZ in Mozambique and the Aid Transparency Portal in Timor-Leste.

There is also a concern with assistance being recorded in the partner country's budget. Presently, this record is ensured in the case of the General Budget Support provided to Mozambique and Cape Verde and in the Sectoral Budget Support (FASE – Education Sector) in Mozambique, as well as in the case of projects financed by Camões, I.P. in Cape Verde of which disbursements are made available through the Single Treasury Account.

Portugal also participates on a regular basis in the identification of indicative disbursements plans for the following years, in the context of the **Forward Spending Survey (FSS)**. This information is presented by activity (in a CRS format) for a 4-year period and for the totality of CPA (Country Programmable Aid) and non CPA aid, in the framework of a commitment for an additional effort agreed in OECD/DAC.

Although Portugal does not have a formal instrument at a State Budget level that allows to define multi-annual projections for development cooperation, this constrain was partially mitigated by alternative instruments as the FSS.

It is important to highlight – considering this effort and the importance assigned to aid predictability – that the predictability ratio for Portuguese ODA was close to 90%<sup>22</sup> in 2013, a fact which is particularly relevant in an adverse economic context.

Given the fragile situation of its main partner countries, Portugal adapts its support to the specific context of each country, ensuring greater flexibility and the possibility of funds being reallocated. Portugal knows by experience that the specific fragility or even conflict contexts to which these countries are exposed dictate the need for interventions to be tailored and adjusted to those realities.

Portuguese development cooperation faces the challenge of its aid fragmentation. This fragmentation results from structural factors and needs to be progressively addressed. It results from its decentralised structure and from the multiplicity of engaged actors, which requires increased coordination of efforts, joining actions and creating value chains. This challenge is one of Camões, I.P. main priorities; its coordinating role was recently facilitated by the reinforcement of the binding Prior Opinion.

#### Context-based programming process and alignment with national strategies

Portuguese cooperation has ensured that programming documents (SCP) are aligned to the priorities and timeline of the partner countries' national development strategies (3-4 years). SCPs also include global indicative financial envelopes for the full programme period, disaggregated by sectoral axes.

The Strategic Cooperation Programmes also seek to strengthen actions regarding peace and security as well as the rule of law, as prerequisites for sustainable development and processes (which should be led by the partner). In this context, Portugal provides support to effective institutions and capacity building in areas which contribute to create an enabling environment such as Justice and Public Finance. It continues to support traditional areas such as education, health, rural development, the strengthening of social protection systems and the promotion of social inclusion and employment policies. Support to the environment (Climate Change) has

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<sup>22</sup> Source: Development Cooperation Report 2015 (forthcoming).

also been gaining expression.

#### Use of country systems

Portugal is committed to using partners' country systems, a commitment reinforced in Busan. Yet, the political and institutional frameworks of partner countries are not always conducive to the implementation of this commitment. Most of these countries face political, administrative and institutional weaknesses and constraints that require specific approaches and also limit the use of country systems. Taking this into account, priority has been given to strengthening the capacity of local institutions, such as the Ministries of Finance, Central Banks and the Court of Auditors regarding public financial management and administration, fiscal policy and illicit financial flows, among other key areas in public management.

Nevertheless, Portugal seeks to increasingly promote the use of country systems and procedures, through favouring local and regional recruitment and avoiding establishing parallel structures and procedures.

The decision on the possibility to use country systems (including the use of monitoring and evaluation tools jointly agreed) has been made through a transparent and open dialogue process with the main partner countries. There are specific instruments to complement this work, such as reports from field cooperation services, progress reports from ongoing projects and, in specific cases (such as Mozambique and Cape Verde), reports from the General Budget Support Group.

National country systems have been used in our cooperation with partner countries. Aid is being included in those countries' budgets, namely General Budget Support to Mozambique and Cape Verde, Sectoral Budget Support (Education Sector – FASE) in Mozambique, and projects financed by Camões, I.P. in Cape Verde of which disbursements are made available through the Single Treasury Account. In the multilateral arena, Portugal actively encourages these institutions to use national country systems and to contribute to capacity building of recipient countries' executing agencies so as to improve their systems.

#### Planning and programming informed by risk and opportunity analysis

The Strategic Cooperation Programmes (SCP) aim to assess risks and vulnerabilities and to incorporate Disaster Risk Reduction / Resilience (DRR) priorities. In addition, the Humanitarian Aid Strategy also integrates these priorities in a comprehensive approach to Humanitarian and Emergency Assistance.

Risk analysis and monitoring are part of project and programme design and implementation. Risk analysis occurs in the different phases of the project cycle and potential internal and external constraints to efficiency and effectiveness of each action are addressed. Strengthening risk management will contribute to improving strategic planning and decision making.

#### Conditionality and Untying Aid

Portugal is committed to the OECD/DAC Recommendation on Untying Aid to LDCs and HIPC, a commitment reinforced in Busan 2011. The conclusions of the DAC 2012 Mid-Term Review highlight the need for reviewing the tying conditions of future credit lines. Camões, I.P. considers tied aid as one of the main challenges of its aid programme and it is fully committed to finding solutions which will allow for significant improvements in this regard.

Portugal has been reporting on the tying status of aid in line with the reporting rules and guidance of the OECD/DAC. Nonetheless, it is recognised by the WP-STAT itself that among donors there is no coherence in the way reporting is done, as the OECD/DAC recommendation

for Untying Aid to LDCs and HIPC has been interpreted differently by donors. Portugal has been arguing for a clarification work in the DAC about this issue, so as to ensure the reliability of comparative analysis in donors' performance.

Portugal has also argued for the clarification of the reporting rules on the tying status of the different aid modalities, as well as the harmonisation of the measurement and reporting practice by donors. Portugal has clearly expressed the view that types of aid which cannot by nature be untied or cannot be subject to a procurement process (such as imputed student costs and development awareness raising activities) should be excluded from the scope of the untying recommendation.

We recognise that our levels of tied aid are high compared to the average level of DAC donors. This constrains results from the significant weight of credit lines and concessional loans in bilateral ODA.

Table 5.2. Bilateral ODA Tying Status  
%

	2009	2010 *	2011**	2012**	2013**
Untied	61,2	42,6	27,5	24,6	29,9
Partially untied	-	-	-	-	-
Tied	38,8	57,4	72,5	75,4	70,1
<b>TOTAL</b>	<b>100,0</b>	<b>100,0</b>	<b>100,0</b>	<b>100,0</b>	<b>100,0</b>

\* ODA Commitment amounts excluding administrative costs

\*\* ODA Commitment amounts excluding administrative costs and refugees in donor countries

It should be noted, however, that even with slow progress, Portuguese development cooperation continues to promote the untying of aid, by encouraging procurement processes undertaken by partner countries as a way to promote local and regional procurement.

The terms of assistance are agreed with partner countries in cooperation programmes and/or in Memorandums of Understanding (MoUs). In the framework of General Budget Support to Cape Verde, sectoral matrices were jointly defined by donors and the Cape Verdean authorities, and disbursement is made upon the achievement of established targets. The MoU foresees that this issue should be agreed bilaterally between each donor and Cape Verde. Thus, Portugal establishes as a condition in its MoU the macroeconomic stability and effective implementation of Public Finance reforms and of the DECRP III.

Regarding Budget Support and the Education Sector Support Fund (FASE) in Mozambique, their partnership MoUs regulate the relationship between the parties in terms of consultation mechanisms, decision-making, disbursements, monitoring and accountability, review and evaluation, auditing, financial management and/or exchange of information. Beyond compliance with these mechanisms, the MoUs also establish the goals and values for the Partnership and the Government's commitment with basic principles (securing peace and promoting democratic processes; independence of the judicial system; Rule of Law; respect for human rights; prioritising the fight against poverty through its policies, plans and public expenditure; sound macroeconomic policies and effective public financial management). The Government's performance is assessed during Annual Reviews, as the one that is about to start. If results are not so positive or there is a violation of objectives, values or any of the basic principles, disbursements may be suspended, yet not before using the partnership's dialogue and consultation mechanisms in order to try overcoming these issues in a "friendly" way.

## 5.2. Partnerships

### *Division of labour and joint approaches, mutual accountability and partnerships*

Portugal considers that an improved division of labour and the adoption of new approaches (joint approaches, delegated cooperation, programme-based aid, partnerships with other actors such as the private sector) enhance the quality of development cooperation. It recognises that further progress in this area requires better field level coordination, which will only be possible through the strengthening of local structures and human resources, as well as greater delegation of authority, including financial.

Although we recognise it is still insufficient, there has been a gradual increase in field level staff (internal staff, project coordinators and locally recruited staff) as it mentioned in chapter 4.

Portuguese cooperation has sought to actively participate in **partner country coordination initiatives** in the field, namely:

- Sao Tome and Principe, in partnership with the UNDP to establish an aid coordination unit;
- Mozambique, in the Secondary Education sector;
- Guinea-Bissau, in the Education for All Programme of the Global Partnership Fund for Education managed by UNICEF.

There is also such coordination in the Budget Support modalities. In Cape Verde, Portugal jointly coordinates with the EU the group on Security, in the Context of the Budget Support Group. In Mozambique, Portugal was elected for a one year period to chair the group of major donors, known as G19,<sup>23</sup> starting June 2015 (Box 5.1)

#### **Box 5.1. G19**

In July 2015 Portugal will integrate for the first time the Group of 3 Countries (with Italy and Sweden) that supports the G19 presidency, in order to ensure the continuity of dialogue with the Mozambican authorities.

This Group founded in 2000 (Portugal is a member since 2004) directly contributes to over 30% of the total Mozambican State Budget.

In order to meet this challenge, Portuguese development cooperation has reinforced its field structures, though the establishment of a “Mission Structure”.

Portuguese development cooperation has also been focusing on **delegated cooperation**, through the identification of actions in which it has clear added value. Portugal has implemented delegated cooperation projects in Mozambique (Institutional Capacity Development of the Internal Affairs Ministry – MINT), in Timor-Leste (Justice Sector, Rural Development, Media and Social Communication and Climate Change) and two programmes which involve PALOP and Timor-Leste in the area of Governance – the Rule of Law (money laundering) and E-Governance. A new delegated cooperation project in the agricultural sector, in Guinea-Bissau, is in its final stages of negotiation. In order to operationalise this partnership,

<sup>23</sup> G19 – Portugal, Canada, United Kingdom, Switzerland, Sweden, Norway, Germany, France, Austria, Italy, Ireland, Denmark, World Bank, African Development Bank, European Union; and as associates the IMF, the UN, the USA, Spain and the Netherlands.

Camões, I.P. was certified in 2013, reaffirming the certification that was previously given to IPAD for the same purpose.

Portugal has also been intensifying contacts with a view to establish **triangular partnerships** that can contribute to effective development results in partner countries. The partnerships to be established with other actors, including some emerging donors, have as their main beneficiaries (though not exclusively) Portuguese cooperation priority partner countries and sectors in which it has added value or which may be complementary to bilateral support.

Multilaterally, Portugal has been focusing on promoting the debate on the main characteristics and added-value of triangular cooperation. In this framework, it advocates for a broadening of the predominant concept of triangular cooperation; it supports the notion that triangular cooperation approaches should encompass a diversity of experiences and models, which simultaneously are opportunities for sharing and complementing actions. An example of such effort is the policy dialogue meeting organised by Portugal in collaboration with the OECD, which took place in Lisbon in May 2013. The conclusions of this Lisbon meeting were presented to the Global Partnership for Effective Development Cooperation Steering Committee meeting, which took place in Addis Ababa in July 2013.

The summary report of the UNSG on the post-2015 Agenda acknowledges the important role of triangular cooperation in the implementation of SDGs. Similarly, Portugal recognises that triangular cooperation has a unique ability to forge partnerships, which can be very relevant in the context of the global effort to eradicate poverty and promote sustainable development. It also promotes a wider perspective - less focused on the traditional north-south dichotomy and complementary to traditional development cooperation - in which these cooperation modalities can have a comparative advantage.

Triangular cooperation represents an important long-term investment since it can have a multiplier effect, thus complementing the efforts of bilateral development cooperation and adding value to these relations. For example, Portuguese development cooperation and its Chilean counterpart are preparing a joint programme in Mozambique, and there are plans for future cooperation with Japan in Guinea-Bissau and Sao Tome and Principe.

Regarding **Joint Aid Programming**, Portugal has been following and participating in the ongoing discussion on this modality for the EU and Member States, which will have important implications for Portuguese cooperation programming and its relationship with partner countries. There are ongoing discussions on joint programming in Mozambique and it may start in 2016 (Timor-Leste was included in the list of countries for this exercise, but it is anticipated that the process may take longer). Portugal has expressed its intention to participate in the joint programming exercises that take place in partner countries. It has also argued for the need to ensure that joint programming exercises respect the principles of ownership and leadership of the partner country as well as transparent mechanisms/procedures for its definition.

It should also be noted that on 27 January 2013, at the margins of the 20th African Union Summit, Portugal was one of the signatory States of the EU Joint Cooperation Strategy “UE+” for Ethiopia. This is a joint cooperation strategy that lays the foundations for future EU joint programming in Ethiopia.

In addition, the new Strategic Cooperation Programmes (SCP) reinforce strategic guidance for the implementation of projects and programmes in a more integrated manner and in response to existing partner countries’ programmes, in order to integrate cooperation actions in the partner country’s programmes (**PBA - programme-based approaches**).

Camões, I.P. has sought to build partnerships with different governmental and non-governmental actors and contribute to partnerships between other domestic actors. It also seeks to promote partnerships between municipalities and other cooperation partners, including NGOs and the private sector, in the framework of development cooperation and development education projects.

Two major initiatives undertaken in partnership with civil society organisations should be mentioned: adherence in 2010 by 14 public institutions and civil society organisations to the Action Plan of the National Strategy for Development Education 2010-2015; and the implementation of the national programme for the European Year for Development 2015, coordinated by Camões, I.P., which includes several civil society organisations and aims to achieve, among other objectives, a broader understanding of PCD.

It is also important to highlight the support to NGO projects, in the context of both the financing line for Development Cooperation projects in developing countries (since 2002) and the financing line for Development Education (ED) projects (since 2005). In both financing lines priority is given to projects that are implemented through partnerships. For projects undertaken in developing countries, the establishment of partnerships with local organisations is a prerequisite.

In this regard, it is also worth noting the Programme Contract agreed with the Portuguese NGO Platform for 2014-2018 which aims to contribute to the establishment of partnerships between NGOs, universities, municipalities, the private sector and public entities.

#### **Box 5.2. Support to NGOs Projects**

In the 2009-2014 period, 188 NGOs Projects in developing countries were financed, in a global amount of 12.6 million Euros; these correspond to the following geographic distribution: 27,2% to Guinea-Bissau, 21% to Mozambique; 16,7% to Angola; 10,4% to Sao Tome and Principe; 9,6% to Timor-Leste; 5% to Cabo Verde; and 10% to other countries.

In 2014, the sectoral allocation of the support to NGOs projects was: 42% to Institutional Capacity Building; 19% to Social Protection, Inclusion and Employment; 19% to Rural Development and the Sea; 12% to Education and Science; 4% to Health; 4% to the Environment, Green Growth and Energy.

Camões, IP, has also been supporting the Support Mechanism for the Design of Development Cooperation Projects, jointly promoted by Calouste Gulbenkian Foundation, EDP Foundation, Luso-American Development Foundation and Portugal-Africa Foundation. This initiative intends to support NGOs in the elaboration and preparation of applications for international funding lines regarding development cooperation. In this context, priority has been given to initiatives that are based on partnerships between NGOs, higher education institutions and research centres.

Regarding Development Education (DE) and in the framework of the elaboration, implementation and follow-up of the National Strategy for Development Education 2010-2015 (NSDE), Camões, I.P. has been establishing partnerships with several governmental and non-governmental organisations. Note should be given to the Protocols and Programme Contracts agree) with national and international key actors, namely: the Ministry of Education and Science, CIDAC – Centro de Intervenção para o Desenvolvimento Amílcar Cabral; Gonçalo da Silveira Foundation, Viana do Castelo School for Higher Education and GENE - Global Education Network Europe. The annual NSDE implementation and monitoring reports document a



positive evolution concerning the relative weight of projects/programmes implemented through partnerships: 73% in 2010-2011; 74% in 2012; 80% in 2013.

### **Box 5.3. Support to Development Education NGOs Projects**

In the 2009-2014 period, 69 NGOs projects were financed, in a total amount of 2.6 million Euros. In 2014, 39,7% of this support was allocated to awareness raising and political/social advocacy, 35,5% to formal education projects and 24,8% to non-formal education projects.

With regard to Municipalities, it should be noted that Camões, I.P. and the EC support the project “Development Networks: Global Education for Effective Cooperation” (2014-2017) which aims at broadening and consolidating a thematic network of Portuguese municipalities devoted to development cooperation.

In this matter, consideration has been given to the need to minimise transaction costs from project analysis and monitoring, through the simplification of procedures and clarification of the reporting and auditing rules.

### **5.3. Fragile States**

Most of the Portuguese cooperation priority partner countries are fragile States or affected in some degree with issues related to institutional fragility and/or conflict. Therefore, support to these countries is of great significance to Portugal, both in terms of bilateral and multilateral cooperation.

At bilateral level, particular attention is given to peacebuilding and statebuilding, including institution-building in key governance areas, such as the rule of law, security and the provision of essential services.

This assistance has been aligned with international commitments subscribed by Portugal, such as the principles for good engagement with fragile states (adopted in 2007) and the New Deal for Engagement in Fragile States (2011), in which some of our priority partner countries (Timor-Leste and Guinea-Bissau) are engaged.

In order to promote a more coherent and integrated approach (whole-of-government) to the actions implemented in this regard, Portugal adopted in 2009 a National Strategy on Security and Development, as mentioned in Chapter 1.

This security-development nexus has also been an important priority of country programmes signed with partner countries. Regarding partner countries that have also subscribed to the New Deal, ICP/SCP have been progressively aligned with the principles and objectives contained therein (i.e. SCP Timor-Leste).

The reinforcement of governance and the rule of law are included as a priority area in all bilateral cooperation programmes.

In Sao Tome and Principe Portugal has promoted a coordinated approach in the justice sector, namely with the UNDP, regarding Registry and Notary affairs. In addition, the 3D approach (Diplomacy, Defence and Development) has also been strengthened with the engagement of the relevant Ministries and other donors, such as the EU, in joint analysis and coordinated actions. Examples include Sao Tome and Principe and Cape Verde.

At field level, Portugal actively participates in donors’ coordination mechanisms (only in Sao Tome and Principe does not exist a formal coordination mechanism, despite Portugal’s financial

support, provided through the UNDP, for its establishment) and in multi-donor funds, following a cost-benefit analysis. Portugal intends that its development cooperation programmes support the state-building processes, including through projects focused on strengthening public institutions' planning and management skills. The support to Guinea-Bissau after the new national authorities took office, in 2014, and especially the process leading to the adoption of a short-term Action Plan for 2014-2015, reflect a “whole-of-government” approach. It engages different Portuguese Ministries in support to key areas, such as education, health, justice, social protection and security, in order to meet the priorities established by the partner country. In addition to governmental actors (i.e. line Ministries and the Parliament), the elaboration of this Action Plan also included consultation and cooperation with non-governmental actors with a significant presence in the country, enabling for a truly inclusive and integrated approach.

The priority given to Fragile States reflects the strong Portuguese commitment in contributing to the implementation of EU commitments adopted during the Portuguese Presidency (2007) regarding the reinforced link between security and development instruments and an improved engagement in fragile states. Against this background, Portugal has been urging for the establishment and implementation of an EU comprehensive approach to situations of crisis and external conflict, which should go well beyond a reactive and/or security approach. This approach should be based on a truly integrated effort by the different actors and instruments working on the structural causes of instability and conflict, particularly in fragile States and in line with the New Deal objectives and principles. In order to promote debate on this issue, Camões, I.P. in collaboration with ECDPM and IMVF provided support for the elaboration of a policy paper entitled “Which EU Comprehensive Approach? Challenges for the EU Action Plan”, which presents some of the challenges and proposals for concrete actions in this regard.<sup>24</sup>

In addition, Portugal has been also advocating for the inclusion of a stand-alone goal for peaceful and stable societies in the post- 2015 agenda, as a significant way to recognise and strengthen the link between security and development and pay particular attention to fragile States, despite the universal nature of the agenda. In the same vein, during the discussions on financing for development, Portugal has been advocating that cooperation activities in the security area which have a proven impact on development should be counted as ODA, as a way to recognise and strengthen the impact of these activities, regardless of the agents (military or civilian) that carry them out.

Given the priority assigned to fragile States, Portugal has been participating in networks focused on those countries, including the International Network on Conflict and Fragility (INCAF).

Following this thematic area at the multilateral level has allowed us to identify best practices. The ongoing coordination with the OECD/DAC on Guinea-Bissau aims to prepare and implement a balanced and coordinated country strategy, in partnership with the national authorities, which should gradually implement the aid effectiveness principles. The intention is to establish, through this concrete experience, an aid model that is adapted to the local context and reflects the strengths and added value of Portuguese developed cooperation, which can be applied to these situations.

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<sup>24</sup> Available at: <http://ecdpm.org/publications/eu-comprehensive-approach-challenges-eu-action-plan-beyond/>

**Key reference document: chapter five**

- Camões, I.P. (2012) Indicative Cooperation programme with Cape Verde 2012-2014
- Camões, I.P. (2012) Indicative Cooperation programme with Sao Tomeand Principe 2012-2015
- Camões, I.P. (2014) Action Plan to Guinea Bissau (2014-2015)
- Camões, I.P. (2014) Strategic Cooperation Programme with Timor-Leste (2014-2017)
- National Strategy for Development Education 2010-2015
- Global Partnership (2011) Busan Partnership For Effective Development Co-Operation
- Government of Portugal (2014) Strategic Concept for Portuguese Development Cooperation 2014-2020.
- IPAD (2007) Indicative Cooperation programme with Angola 2007–2013
- IPAD (2011) Indicative Cooperation programme with Mozambique 2011–2014
- Law 66/98, of 14th October – NGDOs
- Rules, Criteria and Templates/Forms for institutional projects
- Funding Line for NGDO Projects – Rules, Criteria and Templates/Forms
- OECD/DAC (2014) Aid Untying: 2014 Report. Review of the Implementation of the 2001 Recommendation and the Accra and Busan Untying Commitments
- OECD/DAC (2015) Development Co-operation Report 2015 (forthcoming)
- OECD/DAC (2012) Partnering with Civil Society- 12 Lessons from DAC Peer Reviews
- Action Plan for the National Strategy for Development Education 2010-2015
- Protocol between the Ministry of Foreign Affairs and the Portuguese NGDO Platform
- Regulation of the Support Mechanism for the Design of Development Cooperation Projects

## **6. Results, Transparency and Accountability**

### **6.1. Approach to Results-based Management**

Camões, I.P. is aware of the importance of a results-based approach. In the framework of the *Strategic Concept*, “The evaluation and accountability for the achieved outcomes, as well as the incorporation of lessons learned into future activities shall be central concerns, as they are important management and planning tools”. As poverty eradication and sustainable development are the main goals of Portuguese development cooperation, the results-based management is part of the commitments assumed within the aid effectiveness agenda. All actors of Portuguese development cooperation are included in these efforts; this includes developing their systems and capacities to pursue a results-based management and implementation.

Demonstrating results within the framework of restrictions - such as those referred to in Chapters 2 and 3 - is essential to maintain public support and advocate for an increased governmental focus on development cooperation.

The commitment towards a results-based management is visible in the SCPs. All must:

- Be anchored on the results of previous programmes’ evaluations;
- Be flexible, in order to redirect the programme to meet the identified re-programming needs;
- Have an explicit commitment for a results-based approach in the management of development cooperation programmes and projects ;
- To include risk analysis;
- Identify the main programmes and projects for the duration of the CSPs, as well as the commitment to monitor and evaluate those.

Closely linked with result-based management is the implementation of a quality management system (ISO 9001: 2008 certification), to which Camões, I.P. is fully committed. This system includes a PDCA cycle – Plan, Do (implement), Check (evaluate), Act – that envisages a process of continuous improvement and aims to enhance accountability, while being a learning tool (integrating lessons learned).

At a programmes/projects level, the logical framework matrix is used extensively; the work is increasingly focused in the definition of performance indicators – outcomes - rather than outputs.

Despite the progress made, Camões, I.P. assumes results-based management as one of the key institutional challenges and is aware of the necessary efforts in the near future, to:

- Enhancing the capacity of operational units for results-based management, namely through training adapted to their reality;
- Allocating (human and financial) resources and capacity-building to plan and manage programmes that are focused on results-based management;
- Reinforcing the use of lessons learnt from evaluations;
- Reinforcing the SGP with results-oriented implementation matrix;
- Strengthening risk management, assumptions, and critical success factors - and how they can be managed.

We recognise that development results can only be achieved when partner countries promote results-based approaches and these are used and supported by all development cooperation actors. The development of human and institutional capacities is therefore a central concern for Portuguese Development Cooperation.

## 6.2. Evaluation System

In the *Strategic Concept* evaluation is assumed as an important mechanism for accountability, reporting and learning. Therefore, it shall be at the core of Portuguese development cooperation's concerns and provide effective support for planning and management activities. In order to reinforce an "evaluation culture" between the main actors the core objectives are:

### Evaluation objectives

- Presentation of outputs/outcomes and a more objective and coherent allocation of resources, both at the decision-making process and when ranking project priorities;
- Timely incorporation of recommendations and lessons learned on ongoing projects;
- Detailed analysis and study of exit strategies to ensure the ownership of outcomes and processes.

The evaluation of Portuguese Development Cooperation is a task of Camões, I.P., in order to improve aid rationality, efficiency and effectiveness (article 3 c) and i) of Decree 21/2012 of 30 January). The Evaluation and Audit Division (EAD) operates independently of Camões, I.P. management units and reports directly to the Camões, I.P. Board.

The EAD has a staff of six: a Head of Unit and five professionals that ensure evaluation and internal audit work. The Division is also responsible for supervising the risk management plan and the quality control system.

The elaboration of an Evaluation Policy is in progress. It adopts explicitly the OECD-DAC Principles for Evaluation and its criteria; it outlines the role of evaluation function in the Portuguese cooperation and the responsibilities' of each Portuguese development actor. It is being drawn up on the basis of a participatory process including all Portuguese cooperation stakeholders comprising the embassies in the partner countries and civil society (through the NGDOs Platform).

Within Camões, I.P., evaluation has become a routine part of the programme cycle. The evaluation planning is part of the planning process of the country strategic cooperation programmes (SCP) and of the major programmes/projects. All country strategic programmes are evaluated in the end of each cycle and these evaluations are mainly joint exercises with partner countries. DAC Principles, Criteria and Standards for evaluation are used in all evaluations. Given their importance they were translated into Portuguese, helping to create an evaluation language and culture between Portuguese development cooperation actors. The main guidance documents were recently updated, within the creation of a quality management system (Box.6.1). The commitment to an approach towards fragile states led the EAD to propose the translation into Portuguese of the DAC publication "*Evaluating Peacebuilding Activities in Settings of Conflict and Fragility*".

### **Box 6.1. Evaluation Guidance Documents**

Evaluation guide  
 Glossary of Key Terms in Evaluation and Results Based Management (Portuguese version)  
 Evaluation Code of Ethics  
 Evaluation management guidelines  
 Structure of Evaluation Terms of Reference  
 Criteria for selecting external evaluators  
 Guidelines to avoid conflict of interests in evaluation process  
 DAC Quality Standards for Development Evaluation  
 Matrix for assessing the quality of evaluation reports  
 Evaluation Systems and Use: a Working Tool for Peer Reviews and Assessments  
 Framework for assessing the evaluation reports quality  
 Guidelines for Dissemination and Use of Lessons Learned from evaluation

There is a rolling Three-Year Evaluation Plan (2014-2016) annually reviewed in order to include new demands and/or priority changes and knowledge needs from operational units. The evaluation plan is developed through a participatory process, including discussions with Camões, I.P. operational units and Portuguese Embassies in partner countries. The main focus is on country, sector and thematic evaluations and the budget has an annual basis. The Evaluation Plan includes internal and external evaluations. Internal evaluations are mainly learning exercises of ongoing actions or joint exercises with partner countries (mainly country programme evaluations). Joint country programme evaluations have been held since 2011, bearing in mind the Principles of the Paris Declaration. Ownership, mutual accountability and local capacity building on evaluation are on the basis of this joint evaluation work. Two joint evaluations with partner countries are under way – Mozambique and Cape Verde country programmes – and the joint evaluation of the Sao Tome and Principe Indicative Cooperation Programme is scheduled for the second half of 2015.

### **Box 6.2. Evaluations held in 2011 - 2014**

#### **2011**

Evaluation of the Sao Tome and Principe-Portugal ICP (2008-2011)  
 Joint Evaluation of the Timor-Leste-Portugal ICP (2007-2010)  
 Joint Evaluation of the Angola-Portugal ICP (2007-2010)  
 Evaluation of Portuguese Cooperation in the Justice Sector with the PALOP (2000-2009)

#### **2012**

Joint Evaluation of the Cape Verde-Portugal ICP (2008-2011)

#### **2013**

Evaluation of the Project “Education for All (Escola+)” Sao Tome and Principe (2009 - 2013)  
 Evaluation of the Project of Institutional Development Support to the Mozambique Ministry of Interior (Delegated Cooperation)

#### **2014**

Evaluation of the Cooperation with the PALOP Civil Engineering Laboratories (2002-2012)  
 Joint Evaluation of the Mozambique-Portugal ICP (2011-2014)  
 Joint Evaluation of the Cape Verde-Portugal ICP (2012-2014)  
 Evaluation of the Mós Bele Programme – Timor-Leste Cluster  
 Evaluation of the Project of Support to Increased Food Production (PAIPA)  
 Evaluation of the SOFID role in promoting development (2007-2014)

The experience gained with this joint approach led to the participation of the Evaluation and Audit Division in the DAC Working Group *Collaborative Partner-Donor Evaluation* (CPDE) led by France, in the last DAC EvalNet meeting.

Evaluation is part of the lexicon of the operational units of Portuguese Cooperation. However, there is still a long way to go regarding other cooperation actors, in particular line ministries, in order to create a strong evaluation culture. In Portuguese NGOs there are already some evaluation practices, particularly in the projects co-financed by the EU and/or Camões, I.P.

Concerned with building an “evaluation culture”, EAD has held internal training activities and is preparing the implementation of other initiatives, jointly with the National Public Administration Institute (INA), combining the fact that 2015 is both the European Year for Development and the International Year of Evaluation.

### **6.3. Institutional Learning**

All evaluation reports are discussed and shared with main stakeholders and made available at Camões, I.P. website. They are also sent to partner countries through Portuguese embassies and to submitted to the DAC/OECD DReC.

In order to ensure the quality of evaluations, a management group is appointed for each evaluation and a matrix for assessing the quality of the evaluation report has been created, based on the DAC quality standards for development evaluation (this document was translated into Portuguese and is available at the website).

Evaluation reports are discussed with relevant staff from different organisational units and other relevant development cooperation actors. Once a draft evaluation report is available, the main stakeholders are invited to a workshop with the evaluators.

Since 2006, a structured management response process and internal follow-up has been established for all evaluations. This system is based on two sheets, one confronting the conclusions and recommendations with the position of relevant stakeholders and the other on the follow-up (monitoring the implementation of the recommendations). Both are disseminated through Camões, I.P. website, jointly with the evaluation report. After the final version of an evaluation report, the departments are expected to fulfil the first sheet and, one year later, to elaborate the monitoring sheet, which assesses the implementation of the recommendations. The system still needs to be improved in order to ensure great relevance of evaluation findings in the decision making process.

The EAD produces an Annual Evaluation and Audit Report to provide an overview of main activities and outputs. It also analyses the implementation of recommendations from the evaluations held and intends to identify lessons learned for Portuguese development cooperation. Whenever possible, it summarises evaluation learning and evidence.

On the other hand, sectoral/country meetings are held, in order to promote internal coordination, information sharing and good practices, engaging partners and implementation agents as a means of promoting continuous improvement. This activity, which has been welcomed by all the participants, should be maintained and further developed.

## **6.4. Communication, Accountability and Development Awareness**

### **6.4.1 Transparency**

In the *Strategic Concept*, Portugal acknowledges that access to information on development cooperation is a major contribution to transparency and believes that the tools allowing to meet the commitments endorsed in the Busan Declaration should be strengthened.

Portugal is strongly committed to the electronic publication of all aid flows in a common and comparable format. To this end, the implementation timeline of the *Common Standard* was published and is available for public consultation on Camões, I.P. website.

The reformulation of the current database system (the new Portuguese Cooperation Integrated Information System - PCIS, mentioned in Chapter 3, Box 3.1.) is part of this endeavour. This reformulation will materialise the schedule of commitments of the Common Standard. It also intends to incorporate the changes resulting from the revision of the statistical reporting directives and empower the Institute with tools for a more effective response, namely on publishing information and accountability.

Portuguese Development Cooperation has been continuously increasing the amount of information published, both qualitatively and quantitatively; this illustrates Portugal's commitment concerning transparency. It should be noted that since 2012, the information on final data per project has been published in the form of pivot tables. In 2014, in accordance with one element of the Busan commitment (to publish up-to-date information), preliminary data as reported in the DAC/OECD questionnaire have also been made available. This additional effort granted Portuguese development cooperation a better score in the 2014 Aid Transparency Index, as well as the recognition from civil society organisations, which naturally advocate for increased transparency and access to information.

A Task Force across several Camões I.P. departments has also been created; it aims to monitor public information available on the website, to ensure regular updating of data, and the publication of new elements such as more programme/project related documents or information on the budgets by programme/project.

Portugal's response to the FSS, in a CRS format, is also an exercise of transparency and predictability. As mentioned in section 5.1., although Portugal does not have a formal instrument at a State Budget level that allows to define multi-annual projections for development cooperation, this constrain was partially mitigated by alternative instruments as: the FSS, the information on forward spending plans (indicative) for the following year in partner countries, the active participation in contributing to partner countries' Databases, e.g. ODAMOZ in Mozambique and the Aid Transparency Portal in Timor-Leste.

Transparency in disseminating results and accountability, which is mandatory pursuant to Decree-Law No. 135/99 of 22 April, was reinforced with the publication of Decree-Law No. 73/2014 of 13 May. This further consolidates public policies towards the modernisation and streamlining of Public Administration, through the use of platforms and ICT technologies for the dissemination of actions and results, thus improving transparency and the interaction with citizens. In this context, Camões, I.P. reports its activities and results by disseminating its management instruments, namely the Activities Plan and Activities Report, the Social Balance, the Integrated Training Plan, and the Management Report, giving preference to the institutional website as main communication tool, in accordance with the law.

A Communication Strategy has been drafted, together with an annual action plan, which aims



to inform about the mission and strategic objectives of Camões, I.P., while enhancing public confidence on this institution through greater transparency, proximity and engagement.

Communication issues with regard to Portuguese development cooperation, as well as to development cooperation in general, are paramount. The objectives are the following: (i) to inform the national and international public about the Camões, I.P. mission, the guidelines, the cooperation strategies (global and sectoral), cooperation programmes, projects and actions contributing to the improvement of the living conditions in partner countries, as well as the monitoring activity in a 'value for money' and results-based approach; (ii) to produce and disseminate information on accountability, thus materialising the principles of transparency and open management, and also increasing the visibility of public initiatives or supported with public money; (iii) to strengthen public understanding and support for development cooperation, through information-sharing; (iv) to be a complementary instrument of the National Strategy for Development Education (NSDE), namely encouraging reflection, public debate and critical thinking as an exercise of active and global citizenship.

As mentioned in section 6.1., the PDCA cycle — Plan (P), Do (D), Check (C), and Act (A) — is being introduced, as part of Camões, I.P. efforts to improve quality and transparency. To this end, operational units have reviewed their procedures and work is being developed to enhance i) SCPs programming with each partner country; ii) moving towards the development of monitoring matrices of SGPs implementation; and iii) strengthen the use of evaluation in decision-making processes.

#### **6.4.2. Accountability Mechanisms and Public Engagement**

Aligned with the principles reaffirmed in the Busan Declaration, Portugal acknowledges the importance of results-based management, of mutual accountability and joint monitoring. This implies joint efforts that are aligned with partner countries' priorities and policies, and that can promote a sustainable impact on eradicating poverty and reducing inequalities, on sustainable development and capacity-building in these countries. Portugal promotes regular and continuous reporting and has been participating in joint monitoring processes (Box 6.3).

##### **Box 6.3 Main joint monitoring processes**

- *Global Monitoring Survey 2013 (Aid Effectiveness Monitoring Survey)*, within the framework of the Busan Global Partnership for Effective Development. The monitoring of the 2011 Busan commitments was led by partner countries (joint exercise between Portugal, Timor-Leste, Mozambique, Guinea Bissau and Cape Verde).
- Monitoring the implementation of commitments within the *New Deal for Engagement in Fragile States* (joint exercise between Portugal, Timor-Leste and Guinea Bissau).
- Annual Performance Appraisal of the Programme Aid Partners (PAPs) (joint exercise with Mozambique).
- *Progress on the implementation of selected Busan commitments* —OECD Monitoring exercise.
- *EU Annual Accountability Report on Financing for Development Questionnaire*.
- Round of monitoring development cooperation effectiveness in the health sector 2014 (joint exercise with Cape Verde).

Portuguese development cooperation is also elaborating an internal document on Results-

Based Management. This intends, on the one hand, to meet one of the recommendations of the last DAC/OECD review of Portuguese Cooperation Policy and, on the other hand, to implement the *Strategic Concept* which highlights results-based management. For the elaboration of this working document Camões, I.P. has participated in several workshops organised by the DAC (Working Party on Evaluation) and by the EU.

In Camões, I.P. for reporting on results and accountability, the Documentation and Communication Division takes advantage of internal and external communication channels; it uses the intranet to communicate internally with the staff, and the internet and social networks to disseminate results with their partners and target groups. The division is composed by a team that updates on a daily basis the intranet, the website, and publishes news about strategic activities of the Institute on social media.

Finally, a set of measures have been implemented within the simplification of administrative procedures; these include the one-stop shop with online services, namely in the framework of scholarships and cooperation agents.

In Portugal, public support for development cooperation remains strong, despite the impact of the economic crisis. According to the latest Eurobarometer report, more than nine out of ten respondents in Portugal state that helping people in developing countries is important (93%). The majority (70%) agrees with the idea that aid to developing countries should increase. Portugal is one of the five countries where at least one out of five respondents (20%) states that aid should be increased beyond what has been promised. Younger respondents (15-24 year-olds) are more likely both to agree with this (34% vs. 18%) and to be willing to pay more for food or other products from developing countries (28% vs 17%).

Portuguese development cooperation is followed by the Parliament; hearings on the subject are carried out on a systematic basis, at both political level and at Camões, I.P. management/administration level. In this regard, the action of the Foreign Affairs Parliamentary Commission and the Parliamentary Group for Population and Development are noteworthy.

Communication, accountability and awareness-raising on development issues needs to be further strengthened, namely regarding the ability to communicate for partners and the general public, both domestically and externally.

However, the systematic and quality work developed in the framework of development education should be noted. This priority has been strengthened in the *Strategic Concept* and is one of the three policy areas of Portuguese development cooperation.

It is therefore to highlight the approval, in 2009, of the National Strategy for Development Education 2010-2015 (NSDE), and drafting of an Action Plan endorsed by 14 public entities and civil society organisations in 2010, based on a participatory approach. It defines clear outcomes, indicators, and monitoring & evaluation system. The NSDE main objective is “*promoting global citizenship through learning process and by awareness-raising of development-related issues among Portuguese society, in a context of growing interdependence, and focusing on actions leading to social change*”. It defines four specific objectives corresponding to four areas: Capacity-building and institutional dialogue, formal education, non-formal education, and awareness-raising and political influence (social advocacy).

NSDE Monitoring Committee comprises Camões, I.P., the Ministry of Education and Science, and the Portuguese NGDO Platform, and CIDAC (*Centro de Intervenção para o Desenvolvimento Amílcar Cabral*) and meets 12 to 15 times a year; the larger group of 14 subscribing entities

meets 2 to 3 times per year. Since 2010, three annual monitoring reports were produced (2010-2011, 2012, and 2013) and four major meetings with relevant actors were held (three DE conferences and one DE Forum – the latter in the Parliament, in 2014). The Strategy's implementation and monitoring directly involves approximately 50 entities.

The NSDE has been mentioned in different international contexts as an example of best practice, namely within the European Commission (see *Commission Staff working paper: Development Education and Awareness Raising - DEAR in Europe*, European Commission, 2013); in the OECD/DAC (see *Partnering With Civil Society- 12 lessons from DAC Peer Reviews*, OECD, 2012); the North-South Centre of the Council of Europe; and GENE – Global Education Network Europe (see *Global Education in Portugal*, GENE, 2014). Following the presentation in the Parliament of the report *Global Education in Portugal*, in October 2014, and in accordance with the NSDE, Camões, I.P. and its partners are preparing the NSDE final evaluation, to be held in 2015.

In this context, Camões, I.P. action in regard to development education is materialised in three fundamental lines: NSDE implementation and monitoring; to maintain a funding line for NGDO projects, in recognition of the key role they have played on this matter; and active participation in European and international *fora*, in order to share experiences and pursue common strategic approaches.

In this framework, the joint work carried out by the Ministry of Foreign Affairs and the Ministry of Education and Science should also be highlighted. This work aims to ensure the integration of development education and education for global citizenship in the curriculums of pre-school education, and primary and secondary education, by establishing a common reference and a training course for teachers.

Finally, it is noteworthy that Camões, I.P. is the coordinator for the National Programme of the **European Year of Development 2015**. This programme engages various public institutions and civil society organisations; it aims to contribute to inform, raise awareness and foster interest, participation and critical thinking of Portuguese citizens in regards to Portuguese and European development policies.

#### **Key reference document: chapter six**

- A study on facts and needs of global learning in Germany, Portugal and Romania, 2014
- Camoes, I.P. (2012) Common Standard – Implementation schedule
- Camões, I.P. (2015) Communication Strategy
- National Strategy for Development Education 2010-2015
- Global Education in Portugal, GENE – Global Education Network Europe, 2014
- Global Partnership (2011) Busan Partnership For Effective Development Co-Operation
- Government of Portugal (2014) Strategic Concept for Portuguese Development Cooperation 2014-2020.
- Funding Line for NGDO Projects – Rules, Criteria and Templates/Forms
- Action Plan for the National Strategy for Development Education 2010-2015
- Evaluation Policy (draft).
- Protocol between Camões, I.P. and the Education General Directorate
- Protocol between the Ministry of Foreign Affairs and the Portuguese NGDO Platform
- Publish What You Fund (2014) Aid Transparency Index
- Monitoring Reports of the National Strategy for Development Education, 2010-2011, 2012, 2013

- OECD/DAC (1991), OECD DAC Principles for Evaluation of Development Assistance
- OECD/DAC (2010), Quality Standards for Development Evaluation
- OECD/DAC (2012) Partnering with Civil Society- 12 Lessons from DAC Peer Reviews
- OECD/DAC (2013) Evaluating Development Activities, 12 Lessons from the OECD DAC

## 7. Humanitarian Assistance

### 7.1. Strategic Framework

Portuguese Humanitarian aid is guided by the *Strategic Concept*, which underlines the commitment of Portugal with the fundamental humanitarian principles: “The principles of humanity, impartiality, neutrality and independence, set out in the European Consensus on Humanitarian Aid, are the guiding principles for the engagement of Portuguese development cooperation in this policy area. Efforts are pursued to promote and respect International Humanitarian Law, Human Rights and Refugee Law, while respecting the Good Humanitarian Donorship (GHD) principles, endorsed by Portugal in 2006”.

The Portuguese humanitarian response involves a variety of partners including, directly and indirectly, governments and civil society organisations of the affected countries, Portuguese NGOs and multilateral organisations. Camões, I.P. attributions include to “ensure and coordinate Portuguese actions regarding humanitarian and emergency assistance”, through the Civil Society Support Unit (CSSU).

The Humanitarian aid policy area is a work in progress. The existence of a formal coordination model recognised by all the stakeholders, line ministries and civil society organisations, is a fundamental first step – a step that is within the scope of the Camões, I.P. direct action. The definition of a national policy for humanitarian response would be the next step. Currently the humanitarian aid programme is small, operates on a reactive basis and involves a large number of stakeholders.

At this stage, there is neither a specific structure to follow-up this issue or a corresponding budget. To provide an adequate answer to the challenges of this sector, several measures were taken to define priorities and targets for these actions.

Strategically, the aim is to provide an integrated proposal that includes resilience building in communities and partner countries, as well as disaster risk reduction; Portugal is therefore preparing a draft for an Operational Action Strategy, currently in process of discussion between the partners. This proposal underlines the importance of maintaining a flexible approach that links relief, rehabilitation, and development (LRRD). The aim is also to build a more systematic relationship with the various relevant organisations, by establishing focal points and shared responsibilities in regards to information, knowledge, methods and implementation. The facilitation of this process was dependent on the framework provided by the approval of the *Strategic Concept*. The process will be re-launched through broad consultation, with the intention of the strategy being also adopted by a Council of Ministers Resolution.

Portugal intends to take an integrated vision of humanitarian action and also to pursue a medium/long-term approach that includes strengthening resilience in households, communities and partner countries, as well as disaster risk reduction.

For this purpose, resilience and disaster risk reduction are progressively being integrated in the SCPs.

These issues have also been included, after discussion with the Portuguese NGO Platform, in the new rules and guidelines of the Funding Line for NGO Development Projects, in order to leveraging relevant projects with an innovative character (pilots), mostly funded by the DIPECHO line of the European Commission, namely in Mozambique and in Latin America.

In regards to the flexibility of financing, it is also noteworthy that some disaster risk reduction projects have been supported by the Funding Line for NGO Development Projects. Moreover,

efforts were also made to strengthen the NGOs capacity on this issue, namely through the Programme Contracts with the Portuguese NGO Platform, which resulted, for example, in the elaboration of the 'Study on Humanitarian and Emergency Assistance in Portugal'.

Camões, I.P. and its partners in the Mechanism for the Design of Development Cooperation Projects (FCG, FLAD, FEDP, FPA) also included disaster risk reduction in the list of eligible actions. This mechanism aims to support NGOs needs assessment (identification and design) and contribute to the diversification of its funding sources, therefore reinforcing instruments and capacities of these significant actors of the Portuguese Development Cooperation Policy.

## **7.2. Effective Programme Design**

Decisions on funding allocated by Portugal to humanitarian action are based both on an analysis of the seriousness of the crisis and the added value that a Portuguese action could bring. Despite the absence of a specific document to establish and compare the humanitarian needs in several countries, Portugal uses a variety of sources to justify its humanitarian decisions, in particular:

- Strategic Response Plans and the percentage of received funding;
- The results of Global Needs Assessment and Forgotten Crisis Assessments from ECHO;
- The status reports from ECHO;
- The information provided in WG COHAFA;
- General documents from ReliefWeb or;
- Inside information provided by diplomatic missions.

To ensure the engagement of the beneficiaries in programming cycle is challenging for Portugal, as for many other donors and international agencies. As such, this concern is particularly noticeable disaster risk reduction projects supported by Camões, I.P. within the funding line for NGO Development Projects, most of which benefiting from co-financing by the DIPECHO line of the European Commission. Here, the engagement of local actors in the discussion, design and implementation of solutions are sought, e.g. by organising Disaster Risk Management Committees, or Water Management Committees. The population is thus consulted and engaged at every stage, in order to ensure that their real needs are addressed.

Similarly, the proposed Operational Action Strategy - currently under discussion among partners - defines the need for organisations engaged in disaster response to meet the Minimum Standards of the “Sphere Project”, which includes specific references to accountability and engagement of beneficiaries.

## **7.3. Effective Delivery, Partnership and Instruments**

Portugal has been prioritising the allocation of available funds to UN agencies (e.g. core funding) and to flexible funds and/or non-earmarked as the CERF - Central Emergency Response Fund. Portuguese commitment on this issue can be illustrated by the regular and continuous contributions for the CERF since its creation, amounting to a cumulative value of USD 2 million. Contributions were also made to humanitarian agencies, such as UNHCR (EUR 1 832 252), UNRWA (EUR 311,776), UNICEF (EUR 399,640), WFP (EUR 87,126) and the International Red Cross (EUR 238,513).

Portugal acknowledges that the structure and relative weight of contributions provided for various humanitarian actors have an impact on its ability and active participation in the

discussions of the global Humanitarian Agenda. In fact, organisational and budgetary factors result in a more complex and slow operational response to sudden humanitarian crisis situations.

Against this background, Portugal values the partnership relations directly and indirectly built with stakeholders on this issue; it has taken initiatives with the aim of supporting and improving its response capacity and strategy. Humanitarian aid is first and foremost allocated through partnerships and through the United Nations.

Portugal has been sharing information with other donors on humanitarian aid and advocates for an approach based on the humanitarian principles in relevant *fora*. Moreover, Portugal also participates in discussions on recovery and transition within the European Working Groups (COHAFA) and other organisations and international institutions, such as the OECD/DAC International Network on Conflict and Fragility (INCAF).

#### **7.4. Organisation Fit for Purpose**

As mentioned above, the Portuguese humanitarian response involves various partners, including national partners, which requires an additional effort of coherence, coordination and complementarity. To this end, measures have been taken to improve the dialogue and coordination with other relevant ministries, as the National Authority for Civil Protection (NACP) and the Ministry of Defence, namely for the drafting of the Operational Strategy (under discussion). The aim is to create an operational mechanism of inter-institutional dialogue to ensure coordination between all entities with attributions or engaged in this area.

In the framework of Portuguese humanitarian action, military resources and means are used in order to respect humanitarian principles and in accordance with the revised Oslo Guidelines, the European Consensus on Humanitarian Aid and International Humanitarian Law. Although Portuguese armed forces have not often used in humanitarian operations, they have been of great importance and added value in some actions (e.g. Cape Verde during the Fogo volcano eruption) due to its logistical capacity.

Portugal has also been contributing to reinforce knowledge on the principles guiding humanitarian aid and engagement in fragile states. Thus, efforts are being made to include awareness of humanitarian principles and Good Humanitarian Donorship within the training of new diplomats and Camões, I.P. staff. This information was further disseminated to relevant ministries and embassies of Portugal.

#### **7.5. Results, Learning and Accountability**

Regular monitoring and performance assessment are important for Portugal. In order to monitor the impact of humanitarian programmes promoted by international organisations, Portugal follows the evaluations of UN agencies — and other relevant agencies in this scope — which are made available in terms of humanitarian response. The results of evaluations carried out by other partners are taken into account, seeking for continuous improvement.

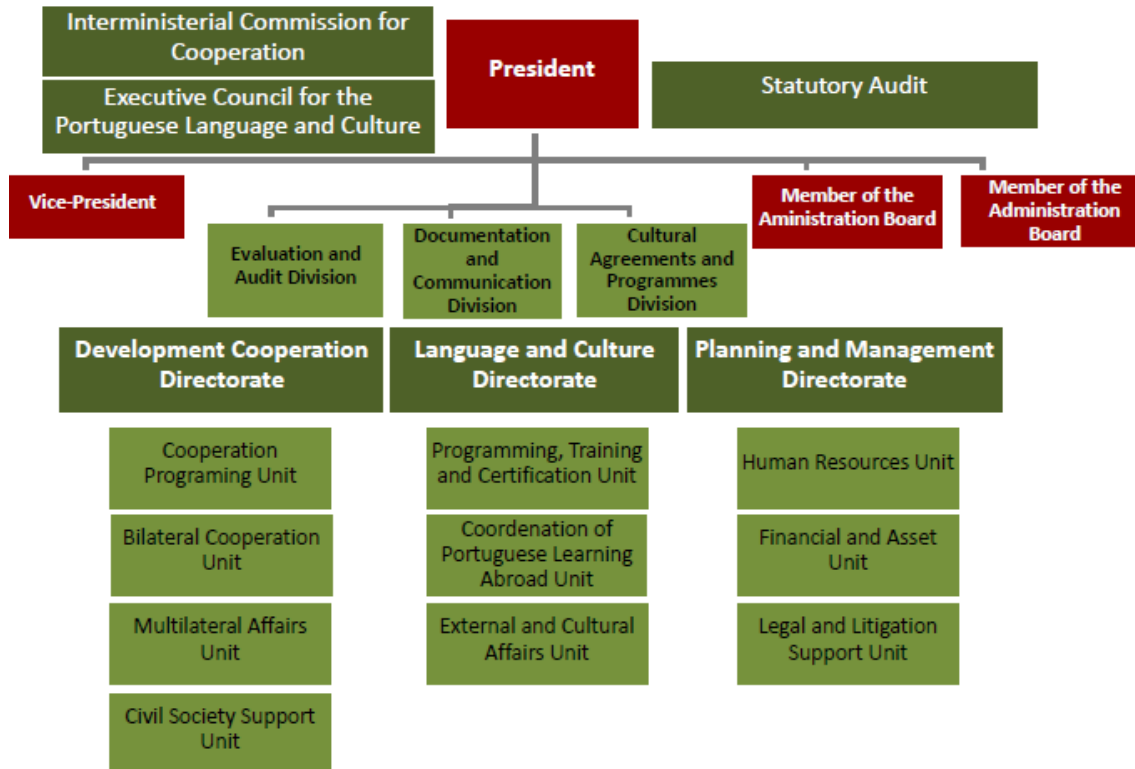
Regarding our own performance, the emergency aid NGDO projects funded by Portugal as well as disaster risk reduction projects include a provision for performance evaluation. Partners are therefore encouraged to include evaluation in their projects, as part of the monitoring and reporting system.

**Key reference document: chapter seven**

- Government of Portugal (2014) Strategic Concept for Portuguese Development Cooperation 2014-2020
- Principles and Good Practices of Humanitarian Donorship (2003)
- European Commission, European Consensus on Humanitarian Aid
- Guidelines on the Use of Foreign Military and Civil Defence Assets in Disaster Relief – “Oslo Guidelines” (launched by the UN Office for the Coordination of Humanitarian Affairs in November 2006; revision approved in 28 November 2007)
- Freitas, R. (2012) Study on Humanitarian and Emergency Aid in Portugal, Portuguese NGOs Platform
- OECD (2014) Guidelines for Resilience Systems Analysis. How to analyse risk and build a roadmap to resilience
- OECD (2014) Risk and Resilience: Progress Report from September 2014
- OECD/DAC (2012) Towards Better Humanitarian Donorship. 12 Lessons from DAC Peer Reviews



## Annex 1. Organizational Structure



## Annex 2. Progress against 2010 DAC Peer Review Recommendations

2010 DAC Recommendation	Progress achieved
<p>1. Use the planned update of its <i>Strategic Vision</i> as an opportunity to:</p> <p>(i) set out how it will reduce the fragmentation of its programmes and make use of different aid modalities;</p> <p>(ii) plan how to improve mainstreaming of gender equality and environment;</p> <p>(iii) encourage engagement with and support from civil society and parliamentarians;</p> <p>(iv) Reiterate that language instruction, when funded by ODA, should only be used to promote development.</p>	<ul style="list-style-type: none"> <li>✓ Portugal approved a new strategy for its development co-operation – The Strategic Concept for Portuguese Development Cooperation 2014-2020 – which sets out bilateral and multilateral priorities.</li> <li>✓ The <i>Strategic Concept</i> assumes concentration as one of its main principles - concentration on 6 main partner countries and concentration on two or three priority sectors in each country. It also assumes the combination of different aid instruments and modalities, promoting complementarity and creating synergies.</li> <li>✓ Portugal continues to be engaged in mainstreaming gender equality and environment: i) in bilateral projects (Institutional and NGO Programs/Projects application forms were adapted to include cross-cutting issues such as gender, disaster risk reduction/resilience, capacity development, climate change, according to defined policies and strategies.; ii) in multilateral <i>fora</i> and policies (including in the framework of the post 2015 agenda); iii) in the national sectorial strategies definition process (Desertification, Climate Change, Biodiversity, Environment, Gender Equality, Health).</li> <li>✓ Portugal still needs to adopt a more structured and efficient bilateral approach on gender issues. However it represents an important issue and Portugal has been committed to raising awareness on the importance of gender issues (both from a Human Rights and from a development perspective).</li> <li>✓ Camões, I.P. reinforced the work with NGOs as well as other relevant actors who have been participating in several policy discussions like the <i>Strategic Concept</i> and or the national position paper on Post-2015 agenda.</li> <li>✓ Parliament has been involved in several ways in development co-operation strategies and actions. In a near future the idea is that PCD Report will be presented for discussion at the Parliament.</li> <li>✓ As the Portuguese is the official language of the main partner countries, it is natural to use it in all contexts and project approaches, namely, training and technical assistance. In this sense, strengthening the correct Portuguese domain is crucial for capacity development and central for the approaches to education systems.</li> </ul>
<p>2. Revisit its approach to engaging the private sector in development. Specifically, it should give IPAD a full seat on the SOFID board and, over the next three years, evaluate the extent to which SOFID has contributed to development and poverty reduction in partner countries.</p>	<ul style="list-style-type: none"> <li>✓ The <i>Strategic Concept</i> recognizes the importance and the role of private sector in development, whether through (i) the promotion of a business environment (ii) partnerships that provide the sharing of knowledge, technology and resources and, (iii) the promotion of foreign Portuguese investment in developing countries.</li> <li>✓ Yet the process of analysis and internal coordination concluded that it is premature to develop a strategy on this issue.</li> <li>✓ Camões, I.P. has been actively engaged in international discussions assuring regular participation in specific meetings, within the EU (EU blending platform; EU expert group on the private sector) and the OECD (AGID – Advisory group on investment and development), regarding this issue.</li> </ul>

	<ul style="list-style-type: none"> <li>✓ The launch of the Platform for “Partnership in Development” will facilitate the involvement of the private sector in development.</li> <li>✓ Camões, I.P. participates in the Strategic Council of SOFID (Development Finance Institution).</li> <li>✓ Camões, I.P. has been actively participating in WPSTAT meetings, and thus it has been fully committed to WPSTAT’s workplan for measuring and monitoring development finance. Private sector representatives have been involved in the discussion of financing for development.</li> <li>✓ In what concerns the monitoring and reporting of private flows, 2014 flows were more comprehensive by involving 208 private entities.</li> </ul>
<p>3. Develop a communications strategy which sets out how Portugal will proactively engage key target groups (other parts of government parliamentarians and media), demonstrate development results and build a wider base of public support for Portuguese development co-operation.</p>	<ul style="list-style-type: none"> <li>✓ A Communication Strategy was approved, together with an annual action plan.</li> <li>✓ In Development education also adopted a National Strategy on Education and Development.</li> <li>✓ Regarding the information disclosure on ODA: <ul style="list-style-type: none"> <li>- Since 2012, Portugal is publishing in Camões, I.P. website ODA statistics based on CRS report, both in English and in Portuguese, disclosing volume data information in both currencies: EUR and USD.</li> <li>- In December 2012, Portugal published the Common Standard - Implementation schedule which is publically available both in the OECD and Camões, I.P. website.</li> <li>- Additionally, a new web based system is being developed which includes a free, friendly, easily and interactive access to the Portuguese cooperation data, both at an aggregated and an activity level. The webpage will be prepared to display information both in English and in Portuguese and it is also foreseen the possibility to show the volume data in EUR or in USD. It is also foreseen the option to download information to a machine readable format (xls and xml).</li> </ul> </li> <li>✓ A website in English is fundamental and a short term priority.</li> </ul>
<p>4. Apply the new law on policy coherence for development, including by</p> <p>(i) strengthening the institutions or co-ordination mechanisms with a mandate, tools and authority to promote PCD; and</p> <p>(ii) establishing systems to monitor, analyze and report on the development impacts of Portugal’s policies on partner countries.</p>	<ul style="list-style-type: none"> <li>✓ Portugal has established the main legal and institutional building blocks for promoting Policy Coherence for Development (PCD). The adoption, in 2010, of the Council of Ministers Resolution 82/2010 on PCD foresees the establishment of a national work plan, a PCD network and an institutional framework for advancing PCD.</li> <li>✓ Due to significant institutional adjustments made in the administrative structures of all ministries, including in the framework of development cooperation, the establishment of a national work plan and of a national PCD network suffered a delay.</li> <li>✓ Work is under way to establish a PCD network, to define a PCD work program and to work on PCD indicators.</li> </ul>
<b>Aid volume, channels and allocations</b>	
<p>5. Establish realistic interim targets for significant increases in ODA by 2015, embed these multi-year binding targets in the state budget and stick to them. It</p>	<ul style="list-style-type: none"> <li>✓ Between 2011 and 2014 Portugal was subject to a PAEF. This led to severe budgetary constraints in public budgets. Consequently, the ODA levels reflect this pressure: 509 M€ (2011), 452 M€ (2012), 368 M€ (2013).</li> </ul>

<p>should also work within the EU framework to meet its commitment to achieve the 0.7% target. As the economic situation improves, the DAC expects that Portugal will speed up its efforts to meet its international commitments.</p>	<ul style="list-style-type: none"> <li>✓ Portugal is not presently in condition to establish concrete interim targets for ODA increases but it remains though committed to speed up its efforts to gradually approach the 0.70% ODA/GNI target as soon as the economic situation allows. Portugal has recently reiterated this commitment at the highest level in the HLM 2014, and has been engaged in the discussion on this topic at the EU level.</li> </ul>
<p>6. Continue to increase its sectorial focus while also reducing the large number of standalone small projects and investing in larger projects or programmes.</p>	<ul style="list-style-type: none"> <li>✓ The <i>Strategic Concept</i> focuses on coherence, concentration, ownership and partnership and responds to the 2010 recommendation of reducing the fragmentation of Portugal's co-operation programme.</li> <li>✓ To enhance sectorial concentration Portugal has focused the new generation of Programmes – Strategic Cooperation Programmes (SCP) – in priority sectors such as education/training, health, and good governance (justice and security).</li> <li>✓ The role of Camões, I.P. in giving “Prior Opinion” to projects funded and developed by other public entities was reinforced by the <i>Strategic Concept</i>.</li> </ul>
<p>7. Increasingly complement its use of technical co-operation with grant modalities which involve greater financial transfers to partner countries particularly as it scales up Portuguese ODA</p>	<ul style="list-style-type: none"> <li>✓ The extent on using country systems, and thus also involving greater financial transfers, is taken on an individual basis <i>vis a vis</i> the conditions (robustness of partners systems) required to move to further use. Portugal is committed to supporting the creation of those conditions by directing its cooperation to the reinforcement of partner's institutions.</li> <li>✓ In Mozambique, Portugal is involved in general budget support and in sectorial budget support (FASE). In Cape Verde, Portugal is involved in general budget support and the financial support to specific projects financed by Camões, I.P. is transferred to Cape Verde Treasury through the CUT (<i>Conta Única do Tesouro</i>).</li> </ul>
<p>8. Build strategic partnerships with some key domestic and partner country NGOs, for example by introducing multi-year strategic framework agreements</p>	<ul style="list-style-type: none"> <li>✓ On geographical bases Camões, I.P. has strategic partnerships with NGOs, founded on shared objectives and specific added value. In this context NGOs are the entities responsible for project implementation. There are examples, namely with FEC in Guinea-Bissau and Angola or IMVF in Sao Tome and Principe.</li> <li>✓ A close work with local partners is regular and promoted namely in projects design, implementation and evaluation.</li> <li>✓ In the social security sector all Portuguese cooperation support is channelled through local NGOs that co-finance and implement the projects. This option is grounded on partnerships agreements.</li> </ul>
<p>9. Ensure that lines of credit are used with caution in order to i) protect the focus of the development program and (ii) comply with the DAC Recommendation on the Terms and Conditions of Aid.</p>	<ul style="list-style-type: none"> <li>✓ The share that lines of credit represent in Portuguese ODA greatly influences the capacity in complying with commitments regarding the DAC Recommendation on the Terms and Conditions of Aid. Indeed in 2011 and 2012, Portuguese ODA showed an average of concessionality level below the 86% target and an average concessionality element for LDC below the 90% target.</li> <li>✓ Portugal has not signed any new lines of credit since 2010.</li> <li>✓ The present lines of credit were put in place in order to answer to countries' needs in high priority public investment projects.</li> </ul>

	<p>These lines of credit follow the principle of concentration in Portuguese main partners; cover a multiannual period allowing some predictability for partner countries and some flexibility in the use of funds. They are also registered on partner's State budgets.</p> <ul style="list-style-type: none"> <li>✓ These lines of credit have been tied by nature, and again the share they represent in Portuguese ODA influences greatly the tying ratios. Camões, I.P. has been working with the competent authorities (Ministry for Finance) in order to raise awareness on this topic in any future lines of credit.</li> </ul>
<p>10. Review its overall business model to reduce the fragmentation of the system and the budget and to further improve co-ordination, oversight, efficiency, effectiveness and accountability. Over the long term it should increase consolidation of the ODA budget within the institution responsible for overall co-ordination of development co-operation.</p>	<ul style="list-style-type: none"> <li>✓ Portuguese Cooperation stills face a challenge regarding the potential fragmentation of its aid due to structural factors – as its decentralized nature and multiplicity of actors.</li> <li>✓ The new generation of SCP are seen as an important tool to enhance further coordination: They were fully developed with partner's authorities and with full participation from Portuguese stakeholders (including Embassies).</li> <li>✓ The State budget is organised around programmes, each implemented by a single ministry. At present the State Budget does not legally foresees cross-cutting (horizontal) programmes and for that reason ODA budget is not represented in a single budget line in the State Budget. ODA budget is spread among 12 ministries.</li> </ul>
<p>11. Agree in writing, that IPAD should be involved right from the early stages of line ministries' project formulation, not just at the project approval stage</p>	<ul style="list-style-type: none"> <li>✓ Camões, I.P., as the supervisor and coordinator institution of development cooperation, promotes coordination with line ministries and enhances coordination between public and private actors, including the planning of programs and projects and the sectorial approach. This coordination is done through meetings and/or joint missions. Ex. Joint Mission to Guinea-Bissau.</li> <li>✓ SCPs logic supports greater coordination as it defines the overarching strategy for bilateral cooperation, a clear sector concentration and up to 3 lead projects.</li> </ul>
<p>12. Agree strategic partnerships with municipalities in order to align development co-operation priorities and activities</p>	<ul style="list-style-type: none"> <li>✓ Stronger coordination is ongoing with municipalities although not yet formalized in a partnership.</li> <li>✓ Camões, I.P. supported the constitution of a municipality network for development cooperation.</li> <li>✓ One of the main objectives of the recent Camões, I.P./Portuguese NGDO Platform Contract-Program for 2014-2018 is to contribute to the creation of partnerships between NGDOs, universities, municipalities, private sector and public bodies.</li> </ul>
<p>13. Reform the human resources framework to enable greater staff mobility and the recruitment and retention of specialists. In its six main partner countries it should also delegate more authority to, and ensure the right type of skills to increase capacity in its embassies</p>	<ul style="list-style-type: none"> <li>✓ It is in place a more restrictive policy on new admissions of human resources for public institutions.</li> <li>✓ In Camões, I.P. staff from headquarters may work on the field. This mobility, which is strategic to strengthen knowledge and skills, is still limited by the lack of human resources at headquarters. So each case is analysed per se.</li> <li>✓ Human resources are encouraged to participate in training activities and in training programs promoted by partners or in the context of the EU, CPLP and Ibero-American Conference or</li> </ul>

	<p>other relevant platforms.</p> <ul style="list-style-type: none"> <li>✓ The field offices were strengthened in human resources, and in 2015 all embassies will have a specific staff for SCP and projects monitoring as defined in ToR.</li> <li>✓ In the field cooperation management is ensured by Cooperation Attachés in direct dependence of the Ambassador of Portugal.</li> <li>✓ Coordination between headquarters and the field was improved and Portuguese Embassies are been involved in a more structured and strategic way in the definition and monitoring of ICP/SCP and projects, including those of civil society organizations, through coordination meetings with the teams on the ground and with visits to interventions.</li> </ul>
<p>14. Ensure that the next generation of country strategies explicitly commit Portugal to:</p> <p>(i) use partner country systems; (ii) make use of programme-based approaches and ensure small projects are situated within or closely linked to larger programmes; and (iii) increase co-ordination with other donors.</p>	<ul style="list-style-type: none"> <li>✓ The new generation of SCPs explicitly commits Portugal to further using partner country systems, to channel its support to largest dimension programs and projects and further enhance the use of modalities such as delegated cooperation and co-financing.</li> <li>✓ Portuguese embassies ensure regular meetings with both ministries coordinators of aid and line ministries involved in projects on behalf of the Portuguese Cooperation.</li> <li>✓ Portugal is participating in donor’s coordination processes such as Joint Programming.</li> <li>✓ Portuguese presidency of G19 Group in Mozambique is an evidence of our involvement and compromise.</li> </ul>
<p>15. Increase the predictability and transparency of its aid by securing multi-year figures in its state budget and by providing regular information on aid commitments and disbursements to all partner countries, so that they can be reflected in their budgets.</p>	<ul style="list-style-type: none"> <li>✓ Portuguese state budget is annual.</li> <li>✓ In order to strengthen predictability several actions have been out in place: <ul style="list-style-type: none"> <li>- The SCPs negotiated with each partner country set out the multi-annual indicative amounts by each thematic Axis for the SCP period, which is expected to facilitate predictability.</li> <li>- While collecting data for reporting on forward plans (since 2012) to the DAC, Portugal obtains figures and information from line ministries to subsequent years on an indicative basis. This creates a horizontal representation of ODA figures across Ministries. This is publicly available in DAC/OECD website. Work is underway in order to disclose that information on Camoes website either.</li> <li>- In the beginning of each year Camões, I.P. assures formal communication to Embassies on indicative figures for one year ahead.</li> <li>- Camões, I.P. is also participating in the Aid Transparency Portal initiative in Timor-Leste and has reactivated its participation in the ODAMOZ system.</li> </ul> </li> <li>✓ In terms of transparency: <ul style="list-style-type: none"> <li>- Since 2012, Portugal is publishing on the Camões, I.P. website ODA statistics based on CRS report, both in English and in Portuguese, disclosing volume data information in both currencies: EUR and USD.</li> <li>- Camões, I.P. has been also assuring formal communication to Embassies on ODA figures, both global figures and “Characterization Fiches” by Country.</li> <li>- The above information is also made available is Camões, I.P.</li> </ul> </li> </ul>

	<p>website.</p> <ul style="list-style-type: none"> <li>- Portuguese Cooperation remains committed in the Common Standard. It is expected that the work underway with the implementation of the new SIIP enhances further improvements in this topic.</li> <li>- This new web based system includes a free, friendly, easily and interactive access to the Portuguese cooperation data, both at an aggregated and an activity level. The webpage will be prepared to display information both in English and in Portuguese and it is also foreseen the possibility to show the volume data in EUR or in USD. It is also foreseen the option to download information to a machine readable format (xls and xml).</li> </ul>
<p>16. Continue to untie more of its ODA and protect the progress it has already made in untying by reviewing the tying terms of its existing lines of credit and ensuring that any future lines offer untied loans only. It should also ensure that the tying status of both its grants and loans is properly reported.</p>	<ul style="list-style-type: none"> <li>✓ Portugal remains strongly committed with the need to implement the recommendation for untying aid to the greatest extent possible.</li> <li>✓ The revision of the tying terms of the existing lines of credit was discussed with the Ministry of Finance. Lines of credit are a financial instrument which terms and conditions are agreed by partners and donors entities. These terms and conditions must be met and respected by both parties during the life time of the loans.</li> <li>✓ Portugal has been working with the competent authorities (Ministry for Finance) in order to raise awareness on this topic in any future lines of credit.</li> </ul>
<p>17. Turn its commitment to capacity development (CD) into practice by</p> <ul style="list-style-type: none"> <li>(i) co-ordinating more of its technical co-operation;</li> <li>(ii) reducing the dominance of expatriate expertise in favor of local or South-South exchanges;</li> <li>(iii) identifying incentives for line ministries to focus on building capacity with a view to phasing out their involvement; and</li> <li>(iv) requiring all ODA-eligible activities to identify how they will contribute to capacity</li> </ul>	<ul style="list-style-type: none"> <li>✓ Focus on the Capacity development logic remains and there are Guidelines for analysis and implementation on bilateral cooperation and NGOs Co-financing Lines.</li> <li>✓ Increased attention has been given to the use of local expertise. However, given that a significant part of capacity development is made through peer institutions the involvement of national experts emerges as natural at this stage. This is enhanced by the fact that there are common legal and intuitional frameworks that makes this expertise relevant. It is for example the case of cooperation and capacity building activities established between the Portuguese National Statistics Office (INE) and the national statistics offices of PALOP and Timor-Leste, with the support of the Camões, I.P.</li> </ul>
<p>18. Reinforce its strong engagement in security and development by</p> <ul style="list-style-type: none"> <li>(i) giving a higher priority to civilian oversight and transparency when working in security sector reform; and</li> <li>(ii) increasing staff and high level awareness of the “do no harm” principle and of the importance of conflict sensitivity when programming in fragile contexts. It should engage in joint</li> </ul>	<ul style="list-style-type: none"> <li>✓ Portugal remains strongly engaged in strengthening the security and development nexus, with a particular focus on Fragile States: <ul style="list-style-type: none"> <li>- The <i>Strategic Concept</i> clearly reaffirms the priority given to fragile states and foresees closer articulation between the different instruments and actors of the external action (Diplomacy, Defence and Development).</li> <li>- SCP signed with partner countries have been increasingly aligned with the New Deal principles and priorities;</li> <li>- Increased awareness exist among Development, Defence and Diplomacy staff about the “do not harm” principles and on the New Deal principles.</li> </ul> </li> <li>✓ An articulated work has been developed between Camões, I.P.</li> </ul>

<p>conflict analyses and use the findings to inform the design and management of its country programmes</p>	<p>and the Ministry of Defence aiming to consolidate Portugal's position in international discussions on the themes of Peace and Security, Fragile States and ODA.</p> <ul style="list-style-type: none"> <li>✓ The immediate adoption of a short-term Action Plan 2014/2015 for Guinea-Bissau after the democratic election of a new government in the country is in line with the principles of the New Deal and the EU Comprehensive Approach to crisis and conflict situations.</li> </ul>
<p><b>Portugal and the good humanitarian donorship principles</b></p>	
<p>19. Develop an overarching policy and funding guidelines for humanitarian action that embody the GHD principles and focus on areas where Portugal could clearly add value, such as disaster response and preparedness. Adequate humanitarian action staff should be allocated to develop and implement this policy.</p>	<ul style="list-style-type: none"> <li>✓ Portugal recognizes the need to make progress in this subject. A formal coordination model is a crucial and first step to join all humanitarian actors (line ministries and civil society organizations). It will be followed by a national humanitarian response policy. Currently the program is small, has a reactive basis, involving a very large number of actors.</li> <li>✓ As such Camões, I.P. is re-launching a strategic and coordinated approach to humanitarian aid, based on the Strategic Concept.</li> <li>✓ At the moment there is not a specific structure to follow-up this area, or a dedicated budget. To allow a response to the challenges of this sector, several measures have been taken to rank priorities and set a focus on action: <ul style="list-style-type: none"> <li>- Include support to prevention disasters in SCPs.</li> <li>- Adapt the NGO application forms to include cross-cutting issues (gender, DRR /resilience, CD, climate change).</li> <li>- Include support of DRR/resilience in SCPs.</li> </ul> </li> </ul>
<p>20. Formalise an inclusive cross-ministry Portuguese humanitarian co-ordination body and conduct regular humanitarian emergency simulation exercises.</p>	<ul style="list-style-type: none"> <li>✓ Camões, I.P. logic is to promote a cross-ministry Portuguese humanitarian co-ordination process. To realise these intentions, Portugal may need to re-allocate adequate staff and resources.</li> </ul>