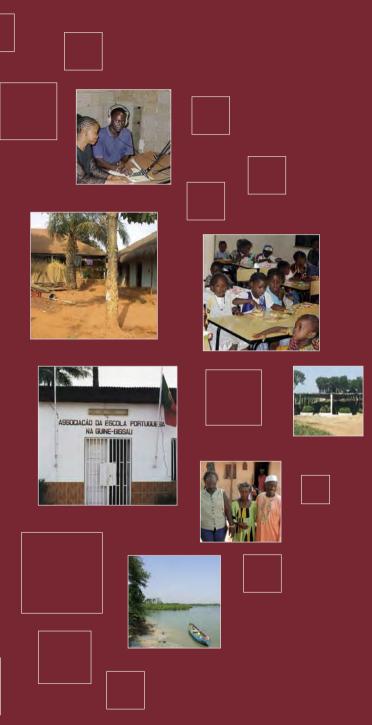
Portugal:Guinea-Bissau [2005-2007]





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L Portuguese Development Cooperation

Development cooperation, a core area of Portuguese foreign policy, is based on the constitutional principles by which Portugal's international relations abide: respecting Human Rights and cooperating in the progress of mankind.

In a world where close to one fourth of the population lives below the absolute poverty threshold, the respect for human rights imposes on the richer countries the responsibility of adopting an active policy in the context of poverty reduction. Portugal, a country that only a few years ago reached a level of development allowing it to become a member of the group of donor countries, is also committed to this international responsibility and solidarity.



By adopting the principles set out in the United Nations Millennium Declaration, which were reaffirmed by the Monterrey Summit, Portugal elected the poverty reduction as its objective and fundamental guiding principle.

The key objective of Portuguese Cooperation is therefore to support partner countries in reducing poverty and attaining sustainable development. The success of this strategy largely depends on its acceptance by the countries to which it is aimed, taking into account both their development options and the coherence between the Cooperation policies of the various donors and international agencies. To this end, it is essential that partnership and consultation principles at different levels be observed: definition of policies, their implementation and the evaluation of their results.

Accordingly, Portuguese Development Cooperation policy takes into account the development options of the recipient countries, the partnership principle and the need to promote a better international coordination of development aid.

The progress that is sought must be sustained and equitable. Therefore, the Portuguese cooperation policy is guided by the principles of sustainability and equity, with a view to guaranteeing the bases of a sustainable development and eliminating all forms of discrimination in the access to the benefits it generates

The status of the Least Developed Countries, according to the United Nations, a characteristic of Portugal's partner countries, reveals their multiple shortcomings in every sector (social, economic, institutional, etc.). Portuguese Cooperation's contribution consists in supporting the creation of conditions required for the long term sustainable development of these countries. Accordingly, Portuguese Cooperation policy must take into account the specificies of each partner as well as the intervention of the other (bilateral and multilateral) cooperation players, in order to promote coordination, coherence and complementarity in the joint development effort.

As regards the Millennium Development Goals (MDG), established in the Monterrey Conference in March 2002, the Portuguese development cooperation policy has adopted the following specific goals:

- Reinforcing Democracy and the Rule of Law;
- Reducing poverty, by improving the economic and social conditions of the underprivileged populations and by developing basic social infrastructure;
- Stimulating economic growth, by strengthening private initiative;
- Promoting regional dialogue and integration;
- Promoting a European partnership for Human Development,

Priority Areas

The limited resources and capacities of Portuguese Cooperation make it necessary to establish intervention priorities for each period, for each partner country and for specific sectors. The efficiency that is sought in cooperation policy requires greater concentration of projects in judiciously selected sectors, a factor that is particularly relevant in the case of Portugal that has traditionally adopted a greatly dispersed cooperation policy consisting of multiple small actions of reduced impact and visibility. However, today Portuguese Cooperation is essen-

tially aimed at the following strategic intervention areas: (i) sectoral – Education, Health, Agriculture; (ii) cross-cutting – capacity building and reinforcement of the Rule of Law

In the area of *Education*, it has been internationally acknowledged that language and historical affinity, are added values which are decisive factors in implementing education and training programmes. Education is a priority in rendering possible the access to social and



economic development. On the other hand, training, and in particular vocational training, is vital to promoting the private sector. Intervention in this area includes the building/maintenance of infrastructure, the training of teachers and trainers and the development of educational technologies and materials adjusted to the specific circumstances.

In the area of *Health*, intervention takes primarily into account the goal of improving social conditions, which must include support to the structuring of basic health care services, with particular emphasis on maternal and child care, family planning, differentiated care, training of professionals and fighting against endemic and epidemic diseases. Fighting these diseases is one of the areas where the development of tropical medicine research that is carried on in Portugal is a positive factor to be taken into consideration.

As for *Agriculture*, it is in the rural world that a significant part of the population of developing countries is concentrated and it is there that the worst poverty indexes are registered. Adequate intervention in the rural sector must be aimed at a strategy focusing on food security and poverty reduction, its priorities being the production of food crops, the management of natural resources and the promotion of agricultural markets geared to encouraging the production of commercial crops.

In the development process, it is essential to promote the modernisation of public administration and the strengthening of civil society, thus enabling to promote **Good Governance and Capacity Building** as well as to create an environment for business. Actions aiming at consolidating the democratic political structures, at strengthening civil society and at public capacity building all lie within this scope.

Portugal – Guinea-Bissau Cooperation Background

The level of development achieved by cooperation relationship between Portugal and Guinea-Bissau reflects the good political relations between these two countries and Portugal's long term support in consolidating Bissau's democratic institutions.

Until June 1998, governmental cooperation was developed at two levels: (I) bilateral, under the form of a Programme agreed upon in a joint Commission and of occasional projects, in addition to support to the business sector, to programmes developed by twin towns and to civil society initiatives, particularly NGOs and religious organisations; (II) multilateral, including programmes of the European Union and of United Nations agencies.

The conflict in June 1998 caused most projects and ongoing activities to be suspended. These were only resumed after the signing of the Indicative Cooperation Programme (ICP) for 2000-2002 triennium. In the meantime, Portugal ranked as the first bilateral donor, by meeting the commitments it had undertaken at the Donors' Conference for Guinea-Bissau (Geneva, May 1999).

This document takes into account the new political cycle that is starting in Guinea-Bissau and the development strategy established by the new Government, in articulation with the guidelines set out by the donors, the World Bank and the European Union. In this ICP, priority will be given to the following areas: (I) Peace building and conflict prevention; (II) promoting the respect for Human Rights and (III) mobilisation of human, material and financial resources for social rehabilitation and economic reconstruction.

In the last few years, Portuguese Cooperation has followed the evolution of the political situation in Guinea-Bissau. Portugal has from the onset supported the interim Government and its efforts to legitimise the Government of Guinea-Bissau that led the country to the March 2004 elections have by now been internationally acknowledged. In addition to these measures, Portugal strengthened its support to Guinea-Bissau by appointing a special Roving Ambassador for this country, by granting one million dollars in financial support and by sending to Bissau, in late 2003, a technical mission that prepared an Emergency Aid Plan, which was immediately implemented.

Sectoral Distribution of the Portugal - Guinea-Bissau Bilateral ODA 2001-2003

SECTORS	2001	2002	2003	
Education	3.050.985 20.44%	2.877.019 40.81%	2.732.212 37.41%	Euros
Health	2.264.891 15.17%	1.785.943 25.33%	1.515.817 20.75%	
Other Infrastucture and Social Services	889.219 5.96%	1.051.225 14.91%	120.624 1.65%	
Infrastructure and Economical Services	4.036.633 27.04%	137.140 1.95%	148.490 2.03%	
Agriculture, Forestry and Fisheries	118.076 0.79%	353.204 5.0%	301.938 4.13%	
Other	463.047 3.10%	846.026 12.0%	2.485.069 34.03%	
TOTAL ODA	10.822.851 72.50%	7.050.557 100%	7.304.150 100%	
Debt-related Actions	4.105.620 27.50%	=		
BILATERAL TOTAL	14.928.471 100%	7.050.557 100%	7.304.150 100%	

Source: IPAD

Evolution of Bilateral ODA by recipient countries 1999/2002

	2000	2001	2002	2003
TOTAL BILATERAL ODA	193.683 100%	204.695 100%	197.443 100%	161.494 100%
PALOP	102.701	109.645	81.245	83.917
	52.9%	53.6%	41.1%	52.0%
Guinea-Bissau	16.311	14.928	7.051	7.304
	8.4%	7.3%	3.6%	4.5%
Other Countries	74.851	80.122	109.147	70.273
	38.7%	39.1%	55.3%	43.5%

Source: IPAD

Euros/Thousands

III. Political, Social and Economic Situation of Guinea-Bissau

Political Situation

Guinea-Bissau, which recently emerged from an internal political and military conflict, is attempting to embark on a new stage of its development process, based on the principles of Democracy and the Rule of Law. Following the March 2004 elections for Parliament, a new National Popular Assembly was elected and the Country's new Government was formed. In the wake of these political events, the International Community practically ceased to provide economic and social support, thus increasing the Country's weakness

The potential of Civil Society is limited and the local NGOs, Human Rights Associations and Gender's Organisations, among others, are faced essentially with a lack of resources enabling them to play an active social role.



The instability caused by the political changes that started with the 1998/1999 armed conflict and the resulting difficulties of a State that does not have enough income to work adequately and that greatly depends on external aid continues to be felt today. Accordingly, the return to institutional

normalcy is a priority for Guinea-Bissau, in order to enable the International Community's recognition and delivery of support.

Fconomic and Social Situation

Throughout its history as an independent country, Guinea-Bissau never managed to substantially modify the frail productive fabric inherited from the colonial period. Thus, its economy has revealed increasingly greater signs of weakness, particularly in its much deteriorated trade balance and considerable

external debt. In the eighties, as a result of pressure exerted by the International Community, a series of reforms aimed at liberalising the economy, achieving financial and monetary stability, reinforcing the tax authorities and improving the management of public resources were implemented. This strategy culminated in 1997 with the accession by Guinea-Bissau to the West African Economic and Monetary Union (UEMOA), its economic and monetary policy being brought under the control of a Common Bank of the West African Monetary Union (UMOA) member countries, which has allowed for greater exchange stability as well as improved integration in the regional market of that part of West Africa.

In terms of GDP growth, Guinea-Bissau has been experiencing difficult times, as it even registered a drop (-3.4%) in its economic growth between 1990 and 1998. In 1999, the economy started to show some signs of progress as a result of the high hopes in a new political era and of the support received within the scope of post-conflict reconstruction, it then being anticipated that this trend would continue in the following years. However, the prospect of Guinea-Bissau



recovering in the course of 2002 foreseen both by its authorities and by the IMF did not come about. Economic activity came to a stop in 2001 and even receded in 2002. In that year, the structural problems of the economy were made worse by the adverse weather conditions, the domestic product having decreased by 7.1%. The country's budgetary situation continues to worry and the external current account did not manage to repeat in 2002 its good performance of the previous year. The combination of a weak agricultural harvest with a decrease in the international prices of cashew nuts, the country's main export product, contributed to negative results in the 2002 trade balance.

In order to improve the social situation, medium term development programmes were launched in the Health sector for the provision of assistance and in the Education sector at all training levels. Despite the results obtained in implementing reforms and the moderate economic progress made, large parts of the population still do not benefit from the results of economic growth and the social indicators continue to be poor.

Main Socio-Economic Indicators

2001	2002	2003
1,17	1,18	1,20
97.139,0	90.177,6	93.193,7
0.2	-7.1	0,6
57.267,0	53.258,2	55.763,5
10.928,0	10.801,6	10.964,2
27.319,0	24.728,0	25.076,1
83.024,78	76.422,03	77.661,66
-1,9	-0,5	3,0
46	46	47,2
36,6	36,6	41,1
203(a)	203(a)	203(a)
40,1(a)	40,1(a)	40,1(a)
166 of 175	172 of 175	169 of 175
	1,17 97.139,0 0.2 57.267,0 10.928,0 27.319,0 83.024,78 -1,9 46 36,6 203(a) 40,1(a)	1,17 1,18 97.139,0 90.177,6 0.2 -7.1 57.267,0 53.258,2 10.928,0 10.801,6 27.319,0 24.728,0 83.024,78 76.422,03 -1,9 -0,5 46 46 36,6 36,6 203(a) 203(a) 40,1(a) 40,1(a)

Note: (a) Source MICS (Multiple Surveys), made in 2000 – Government/UNICEF.

In 2003, the Adult Literacy Rate was of 58.9%

w. Growth and Poverty Reduction Strategy of Guinea-Bissau

The strategy of the Government of Guinea-Bissau to reduce *poverty*, which strikes 764,672 of the country's 1,181,641 inhabitants (64.7% of the population), is summarised in the *Documento de Estratégia Nacional de Redução da Pobreza – DENARP* (Poverty Reduction Strategy Paper – PRSP) for the period between 2005 and 2007, which addresses the following four main priorities:

- I creation of the conditions required for rapid and accelerated growth;
- II increased access to fundamental social benefits;
- III implementation of programmes geared to poverty reduction;
- **IV** good governance.

The **first priority** covers essentially Agroindustry, Cattle Raising, Fisheries (traditional fishing) and Tourism. Despite the delays that have been registered, it aims to accelerate sustained economic growth by establishing measures to promote macro-economic stability, the private sector, micro-finance and small and medium sized companies, to diversify sources of non-agricultural income, to manage resources rationally, to preserve the environmental capital, to improve living standards and to develop Tourism and production infrastructure.

The **second priority** covers programmes aimed at directly improving the access of the poor to basic social services and infrastructure, and at enhancing human potential and improving living standards, by reinforcing the investment in human capital through Education, Training, Health, Nutrition and by developing the infrastructure of basic services.

The **third priority** is geared to improving the living standards of the most vulnerable groups, reducing gender disparities and promoting social equity.

The objective of the **fourth priority** is to promote the development of institutions by improving their capacities, as well as promoting good governance and the management of the economy and public resources. It also aims the modernization and capacity building of Public Administration, at the building and support of the decentralised Administration and at the strengthening of interfaces with civil society and of social and economic dialogue.

- This strategy is coordinated by the Ministry for Economy and Finance and the Ministry for Social Solidarity, Family and Fight Against Poverty, and it has called for the creation of the *Célula de Implementação* e *Seguimento do DENARP CISD* (PRSP Implementation and Monitoring Cell).
- This strategy should influence the aid initiatives of the United Nations System and probably of the bilateral donors during the above-mentioned period. The European

Union has pledged disbursements amounting approximately to 100 MECUS, which should be allocated to infrastructures and to support the strengthening of the Rule of Law.

The Agricultural sector
 which is strategic to poverty
 reduction, given its potential



to ensure food security, development of rural areas and promotion of the private agro industry trade sector in Guinea Bissau – was the object of a Medium Term National Investment Programme prepared by the Government with the support of FAO, within the scope of the New Partnership for Africa's Development

 NEPAD and integrated in the Programa Detalhado para o Desenvolvimento da Agricultura em África – PDDAA (Detailed Programme for the Development of Agriculture in Africa) of June 2002.

v. Portugal – Guinea-Bissau Cooperation for 2005-2007

Portugal establishes the intervention strategy of its Cooperation by articulating its skills and other added values with the priorities established by Guinea-Bissau. This is done, in order to contribute to the reconstruction and development of this Country, based on fundamental goals such as the strengthening of political and military stability and poverty reduction and building a democratic Administration.



The cooperation strategy between Portugal and Guinea-Bissau falls within the scope of the medium term strategy of Portuguese Cooperation as well as within the scope of the options adopted by the authorities of Bissau as set out in the Poverty Reduction Strategy Paper – PRSP (2005-2007) guidelines and objectives.

This strategy is based on a cultural, legal and institutional framework that is common to both countries and which encompasses specific technical skills in the areas considered essential to Development. This is particularly true in the **priority areas** of Education, Health and Capacity Building, in the **complementary programmes** on Agriculture, Heritage, Media, Community Development, Elections and in the promotion and incentives to Portuguese or joint private investment.

The implementation of the cooperation strategy will be governed by four basic principles that will guide both the choice of the activities and their monitoring by the authorities of both countries. These principles are:

• **Concentration**, by seeking to channel most of the financial resources that Portugal will allocate to specific sectors and/or interventions;

- **Effectiveness**, by choosing modalities of intervention and support aiming at better results and impacts on the development conditions of Guinea-Bissau;
- Partnership, by involving public and private institutions of both countries
- whatever their corporate or associative nature, particularly non-governmental organisations – in the development effort;
- **Coordination**, by which the Portuguese and Guinean institutions for development cooperation fully accept their responsibility in conducting and coordinating the activities undertaken within the scope of this Programme.

Priority Areas and Complementary Intervention Programmes - Presentation

Priority Areas

Education In Guinea-Bissau, the *PASEG – Programa de Apoio ao Sistema Educativo* (Education Support Programme) sets out the priorities for this sector, which is also the object of definitions in the PRSP. These internal guidelines will steer all the Portuguese Cooperation education projects in Guinea-Bissau, their implementation seeking not only to reinforce the use and learning of the Portuguese Language and literacy throughout the country, but also to strengthen Higher Education. Thus:

- The reinforcement of teaching the **Portuguese Language** will be adopted as an element to achieve national identity and cohesion;
- II. In **Primary Education**, the school network inland Guinea-Bissau will be increased;
- III. In **Secondary Education**, the regional secondary schools of Bafatá and Gabú will be rehabilited and the number of Portuguese teachers classified as cooperatorion agents will be frozen;
- IV. In **Higher Education** the following will be promoted: (a) inter-university cooperation, particularly taking advantage of the Bissau Law School's potencial, for capacity building, especially in what concerns the Country's Judicial System; (b) the continuation of the yearly number of scholarships in Portugal for graduate degrees, masters degrees and doctoral degrees in subjects of study that are non-existent at Guinea-Bissau Universities; (c) the increase in the number of local scholarships; (d) easier access to Portuguese Universities for students not holding a scholarship but who want to study at their own expense; (e) initiatives encouraging the return to Guinea-Bissau of people with

university degrees obtained through scholarships awarded by the Portuguese Cooperation.

Health The Health sector plays a fundamental role in improving the population's well being, allowing for faster economic growth by improving the quality of human resources

Accordingly, the following synergies for the sector will be developed in this Programme:

- By maintaining the support to the Plano Nacional de Desenvolvimento Sanitário

 PNDS (98-02) (National Sanitary Development Plan), which was reviewed and reformulated for 2003-2007 in what concerns the recruitment health technicians and hospital managers;
- II. By increasing the capacity of *Hospital Nacional de Simão Mendes* in Bissau, the country's benchmark hospital, in terms of: (a) daily supply of fuel to the emergency power station (generators) guaranteeing water and power supply to this Hospital; (b) setting up a hospital laundry;
- III. By continuing the HIV/AIDS Prevention Project in the Maternity ward of *Hospital Nacional Simão Mendes*;
- IV. By contributing to the reconstruction, organisation, equipping and operation of the Bafatá Hospital (regional Hospital);
- V. By supporting an intervention in the sanitation system of Bissau, the most populated urban centre of Guinea-Bissau, particulary in the collection and treatment of solid waste in order to reduce public health hazards;
- VI. By confirming the maximum threshold of 300 for the evacuation of patients to Portuguese hospitals in association with the resumption of short-term specialised medical missions (surgery), which may include Guinean doctors that are living and practicing in Portugal. These missions will allow for the number of evacuees to Portugal to be reduced, on the one hand, and for the strict and efficient evaluation of patients to be evacuated, on the other.

Capacity Building Capacity building in Guinea-Bissau will definitively contribute to Good Governance, which is one of the fundamental requirements to achieve harmonious and sustainable development. This type of support is a long standing tradition in the relationship between Portugal and Guinea-Bissau. Accordingly, in

the next three years, Portuguese Cooperation will undertake an intervention centred on the training of human resources and on the provision of technical assistance in the following areas:

- Public Administration, essentially in the conceptual support to reforming this sector;
- II. **Public Finance**, notably in the following sectors: Customs, Taxation, Inspectorate General for Finance and Rescheduling of the Public Debt Service;
- III. **National Defence and Armed Forces**, as established in the *Livro Branco da Defesa e das Forças Armadas da Guiné-Bissau* (White Book on Defence and Armed Forces of Guinea-Bissau), in the period 2005-2007. Technical and Military Cooperation will concentrate on the reform and restructuring of the Guinea-Bissau Armed Forces, by providing field advice, and with a strong focus on the training of officers either in Portugal or in Guinea-Bissau;
- IV. Planning, specifically in the following sectors: Development, Statistics, general Strategic Programming and in the area of the options for the CEDEAO/UEMOA sub-region;
- V. Justice, with particular emphasis on the training of Magistrates at the Centro de Estudos Judiciários (Judicial Studies Centre) in Portugal and on the drafting of laws and regulations on private investment in Guinea-Bissau according to community laws (CEDEAO and UEMOA). This will be done with the direct support of Bissau and Lisbon Law Schools;
- VI. **Fisheries**, particularly as regards the support to reinforcing maritime supervision and technical assistance to the *CIPA Centro de Investigação Pesqueira Aplicada* (Applied Fishing Research Centre);
- VII. **Natural Resources**, by providing advice in the areas of Water and Oil Resources;
- VIII.**Elections**, by providing assistance in the next scheduled presidential and municipal elections;
- IX. **Public Works and Spatial Planning**, by supporting the *Laboratório de Engenharia* da Guiné-Bissau LEGUI (Guinea-Bissau Engineering Laboratory) as well as providing training and technical assistance in the areas of geography and cartography.

Complementary programmes

Agriculture It is the most powerful stimulator of development and one of the strategic sectors of the economy of Guinea-Bissau that presently accounts for

50% of its GDP, provides 85% of jobs and contributes to approximately 95% of exports. Without a sustained growth in the agricultural sector, the Country will not achieve its priority objectives: poverty reduction, food security and management of natural resources

Bearing in mind the guidelines of the *Programa Nacional de Investimentos – PNIMT* (National Investment Programme), as regards the valuation of fruit and vegetables (programme 4), and also aware of the increasing needs of yearly supporting the agricultural campaigns and of supporting the fruit and horticultural private sector, Portugal will continue to support the *Centro Experimental e de Fomento Fruticola e Horticola do Quebo* (Quebo Fruit and Horticultural Development and Research Centre), which will be reprogrammed according to the results of the ongoing evaluation.

Heritage It foresees the participation in the rehabilitation of the Amura Fortress, originally called S. José de Bissau, and of the Presidential Palace.

Social and Community Development It includes all the contributions from the Portuguese Ministry for Social Security, Family and Children which is aimed at reducing the high poverty levels, thus contributing to the progressive insertion in working life, at supporting children in a more vulnerable situation, the mutilated or disabled, as well as at promoting equal treatment and opportunities for Men and Women.

The Media Within this scope, both State and private Media will be supported, particularly in the areas of training (technical training and Portuguese Language) and of supply of equipment adjusted to the needs of editorial offices.



vi. Financial Programming

The indicative budget for the implementation of the cooperation strategy described in this Programme will be broken down as follows:

	2005	2006	2007	TOTAL
TOTAL	8.406.625,79	17.000.000,00	17.000.000,00	42.406.625,79

Currency:

VII. Programming, Monitoring and Evaluation

The Portugal – Guinea-Bissau ICP 2005-2007 will be implemented in three Yearly Action Programmes. These will identify both the sectorial programmes to be developed within the scope of the established priorities and the corresponding financing plan.

Within the scope of these Yearly Action Programmes, procedures allowing for the improvement and reinforcement of the monitoring and evaluation of the cooperation and Official Development Aid programmes/projects to be agreed upon will be adopted, in order to increase the efficiency, effectiveness and sustainability of the interventions

In this context, due consideration will be given to the drafting and preparation of projects, by adopting control procedures for the planning of their technical and financial implementation.

In light of the above, the monitoring of the Programmes will also be made by holding bilateral meetings twice a year to analyse and evaluate their implementation, in an attempt to thus overcome possible constraints by timely adopting the necessary measures.

Monitoring by way of monthly reports must also be guaranteed by the technical expert structures of both countries. Evaluation information or reports on the implementation of the ongoing projects may be requested at any time by the coordinating institutions of both Parties.

As regards the granting of annual scholarships, both in Portugal and in Guinea--Bissau, the Parties undertake to strictly comply with the provisions of the

regulations setting out the scholarship awarding criteria.

Whereas the Indicative Cooperation Programme (ICP) is a tool for cooperation

management, its Evaluation earns increased importance, which is based on four

fundamental principles: independence, impartiality, credibility and effectiveness

of each of the actions envisaged also observing relevance, efficiency, impact and

sustainability criteria.

The ICP 2005-2007 final evaluation will take place when its implementation has

been concluded. Should this be so justified, an mid-term evaluation may be carried

out in order to ensure that the objectives set out in the Indicative Cooperation Plan

(ICP) have been achieved.

The final mid-term evaluation report must contain recommendations contributing

to the correct allocation of the available resources.

For the Republic of Guinea-Bissau

Mr. Soares Sambú

Minister for Foreign Affairs, International Cooperation and Communities For the Portuguese Republic

Ambassador António Monteiro

Minister for Foreign Affairs and

Portuguese Communities

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