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- *Contact:* Av. da Liberdade, 192, 1º, 1250-147 Lisbon
Tel: (351) 21 317 67 00

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Executive Summary

Portuguese Co-operation is committed to the international efforts to reduce global poverty, which is the ultimate and overarching goal of co-operation policy. For such purpose, it has clearly adopted an integral and broad-ranging vision of development, which requires increased coordination efforts at national level, as well as with co-operation partner countries and with donors (bilaterally and multilaterally), so as to effectively deliver more efficient aid.

This commitment is reflected in the strategic documents, namely the Co-operation Strategy, *A Strategic Vision for Portuguese Development Co-operation*, and in national policy documents, such as the *Government Programme* and *Major Planning Options*.

As regards Aid Effectiveness, Portuguese Co-operation has incorporated the recommendations from the *Paris Declaration* (2005), which were reinforced in *Accra* (2008), as well as the additional goals set by the European Union. It is equally committed to the undertakings of the European Consensus on Development, as well as to related issues such as the implementation of the principles of the “EU Code of Conduct on Complementarity and Division of Labour in Development Policy”.

Another essential aspect is the reinforcement of policy coherence for development, that is coherence between development co-operation policy and other sectoral policies. A Resolution by the Council of Ministers on this matter is to be adopted. Significant progress has been made over the past years, especially in matters of Security and Migration,. The CIC (Interministerial Committee for Co-operation), an established framework for ministerial coordination, and the Development Co-operation Forum, an instrument of public and private sector consensus building, have stood out as important frameworks for policy coherence.

Regarding its organisation, Portuguese Co-operation is based on a deconcentrated and decentralised structure in which a wide range of actors play a part: Central Administration (sectoral ministries, public institutions), Universities and Scientific Institutions, Local Administration (city councils and municipal associations, among others) and civil society (such as Development NGOs – DNGOs - and Foundations).

Due to the constraints imposed by the efforts to consolidate the budget deficit (arising from the EU’s Stability and Growth Pact) and the effects of the international economic crisis, Portugal has had some difficulty in meeting the internationally established ODA (Official Development Assistance) goals. In 2006, Portugal reached 0.21% ODA/GNI, while the EU’s goal for each Member-State was 0.33% ODA/GNI. Faced with this scenario, Portugal has set a new timeline (published in the 2009 State Budget Report / Programme-based Budget) for compliance with the 0.7% ODA/GNI ratio in 2015, having established 0.34% ODA/GNI as its new intermediate goal for 2010.

The primary beneficiaries of Portuguese bilateral ODA are Portuguese-speaking countries, hereafter designated as PALOPs¹ and Timor-Leste. These are the priority countries of Portuguese Co-operation due to a long running relationship that today clearly recognizes the technical and linguistic added value of Portuguese Co-operation in the wider context of coordination and division of labour amongst donors,. Many of the primary beneficiaries of Portuguese ODA are in a post-conflict and/or in a fragile situation. They are countries with weak government and institutional structures, with constraints in terms of administrative capacity and development management. Thus, the aid provided must necessarily be adapted to such contexts, and to a large extent must be focused on supporting the consolidation of the Rule of Law, the effective operation of institutions and the strengthening of democratic structures.

Conscious of the need to promote a more effective application of the internationally defined principles on capacity development, Portuguese Co-operation elaborated the document “*Capacity Development – Guidelines for Portuguese Co-operation*”. This document is based on international experiences and identifies the key elements in successful approaches to capacity development, setting out Portuguese Co-operation’s approach in its partner countries.

A better collaboration between different actors and instruments, specifically those operating in the area of security and in the area of development, is key for the overall success of development co-operation activities in these countries. Portugal thus approved, in July 2009, a *National Strategy for Security and Development Co-operation*. This arose from the need for greater political accountability, efficiency and coherence regarding the goals and results of Portuguese interventions in the key partner countries of Portuguese Development Co-operation, especially those in situations of fragility.

As for humanitarian aid, and since humanitarian disasters are by their very nature unforeseeable, the response depends fundamentally on political decisions. When celebrating annual co-operation agreements with Portugal’s key partners (the PALOPs and Timor-Leste), the humanitarian crises affecting each country are taken into account, as well as the aid provided by Portugal and by the International Community in that context. Regarding those countries with which Portugal has no specific partnership agreements, we have sought to ensure complementarity with other donors and the link between humanitarian aid and development by channelling contributions through International Organisations’ or beneficiary country Governments’ development programmes, on the basis of memoranda of understanding.

¹ PALOP: Portuguese acronym for the African Countries with Portuguese as official language

1. Strategic Orientations

1.1. The Portuguese Co-operation's Strategies

Development Co-operation policy has progressively stood out in the Constitutional Government's Programmes. The **XVII Constitutional Government Programme (2005-2009)**² established the importance of "promoting development co-operation by respecting the international commitments, namely the millennium development goals". The **XVIII Constitutional Government Programme (2009-2013)**³, confirmed the importance attached to pursuing and consolidating the internal reorganisation of Portuguese Co-operation and indicated, among other priorities, the objective of continuing to steer Portuguese Co-operation *"towards honouring international commitments regarding Official Development Assistance; improving coordination with other instruments supporting internationalisation, by enhancing the intervention capacities of the SOFID (Development Finance Corporation) and its articulation with development co-operation policy; further pursuing the concept of 'Portuguese Co-operation Clusters,' by increasing the density of interventions and creating new synergies; and promoting Development Education in Portugal, thus helping to consolidate a global citizenship awareness"*.

In order to follow up on the **Paris Declaration**⁴ and the **Accra Agenda for Action (AAA)**⁵, IPAD drafted in 2006 Portugal's **Aid Effectiveness Action Plan**⁶ and in 2009 the **Aid Effectiveness Action Plan – from Paris to Accra**⁷. These documents recognize that Portuguese Co-operation's strategy has been designed with the goal of avoiding the dispersion of resources and improving the logic of the system, for the sake of more rationality, efficiency and effectiveness of aid. The geographic focus on Portuguese speaking countries has continued to be pursued in this context, specifically the PALOPs and Timor-Leste. With a view to follow the principles of sector concentration, efforts were also made for increased focus on Education, Health, Professional Training and Institutional Capacity Building, from a perspective of sustainable development and poverty reduction, as a path towards the Millennium Development Goals (MDGs).

The document, **A Strategic Vision for Portuguese Development Co-operation**⁸, approved by Resolution n^o 196/2005 of 22 December of the Council of Ministers⁹, describes the Co-operation's primary objective as follows: "to contribute to the achievement of a better and more stable world, in particular in the Portuguese-speaking countries, a world characterised by economic and social development, and by the consolidation and expansion of peace, democracy, human rights, and the Rule of Law". This document also defines the guiding principles of Portuguese Co-operation, its sector and geographic priorities as well as mechanisms for

² Available at: http://www.portugal.gov.pt/pt/Documentos/Governos_Documentos/Programa%20Governo%20XVII.pdf

³ Available at: http://www.portugal.gov.pt/pt/GC18/Documentos/Programa_GC18.pdf

⁴ Available at: http://www.ipad.mne.gov.pt/images/stories/APD/parisdeclaration_english.pdf

⁵ Available at: <http://www.ipad.mne.gov.pt/images/stories/APD/AAA-4-SEPTEMBER-FINAL-16h00%5B1%5D.pdf>

⁶ Available at: <http://www.ipad.mne.gov.pt/images/stories/APD/planoeficaciaajuda.pdf>

⁷ Available at: http://www.ipad.mne.gov.pt/images/stories/APD/Plano_Final_PT.pdf

⁸ Resolution no. 196/2005, Available at:

http://www.ipad.mne.gov.pt/images/stories/Publicacoes/Visao_Estrategica_editado.pdf

⁹ Resolution n^o 196/2005, 22th of December

coordination with multilateral co-operation. This document establishes that the strategic guidelines for development co-operation policy pertain to the Ministry of Foreign Affairs / Secretary of State for Foreign Affairs and Co-operation. It also frames the initiatives of sectoral Ministries under the guidance and supervision of IPAD in its capacity as a coordinating body of Portuguese Co-operation.

In 2006, IPAD elaborated the document **Strategy for Portuguese Co-operation – Operationalisation**¹⁰, aiming to identify key measures to be taken in the short and medium term for putting the Strategic Vision into effect. The measures presented were already consistent with the recommendations issued from the prior (2006) DAC Peer Review of Portuguese Co-operation. Since 2006, the implementation of this Strategy has been subject to bi-annual and annual monitoring aimed at increasing the effectiveness of Portuguese official aid, allowing for the incorporation of lessons learnt and for the necessary adjustments.

The Government also included in the **Major Planning Options for 2005-2009 (GOP)**¹¹ some development co-operation measures and identified as one of the objectives of Portuguese Co-operation "to meet international commitments as regards the quantity and quality of Official Development Assistance, in view of the fact that the present international context, whether in the European Union or regarding multilateral commitments, requires from Portugal a high degree of dynamism and effectiveness, particularly by seeking the achievement of the Millennium Development Goals."¹² Along the same lines, the new **2010-2013 GOPs**¹³ establish as one of the Government's goals "increasing gradually Portuguese ODA in compliance with the objectives and scheduling established for Europe regarding ODA, and reinforcing Portugal's negotiating position in multilateral debates, with an emphasis on the Millennium Goals theme for the whole of 2010".

In 2006, Portugal elaborated the **New Guidelines for Indicative Co-operation Programmes (PICs)**, which form a new multi-annual Programming Strategy. This document was elaborated in accordance with the European Union's *Common Framework for Country Strategy Papers*. During the reorganisation process of the programme cycle, the priority sectoral areas for Portuguese Co-operation's were defined, according to the general needs of partner countries and to the provisions of the document *A Strategic Vision for the Portuguese Co-operation*¹⁴. However, some flexibility was provided for, to allow approaches according to the characteristics and needs of each partner. In conformity with these new guidelines, Portugal renewed in 2007 its Co-operation Strategy with Angola, Mozambique and Timor-Leste and in 2008 with Cape Verde, Guinea Bissau and Sao Tome and Principe, by the signing of new Indicative Co-operation Programmes (PIC).

¹⁰ Available at: <http://www.ipad.mne.gov.pt/images/stories/Publicacoes/OperacioEstrategia.pdf>

¹¹ This is an annually elaborated document intended to define the primary action guidelines based on the content of the Government programme.

¹² Major Planning Options 2005-2009, Available at:

http://www.gpeari.min-financas.pt/arquivo-interno-de-ficheiros/gop/GOP2005_2009_AR.pdf

¹³ Available at: http://www.min-financas.pt/inf_economica/OE2010/GOP_2010-2013.pdf

¹⁴ They are as follows: Good Governance, Participation and Democracy; Sustainable Development and Poverty Reduction, with special focus on the areas of Education, Healthcare, Rural Development, Environment and Economic Growth/Job Creation; Development Education.

In parallel, 6 **co-operation strategies** were developed: 4 sectoral (Education, Health, Environment and Rural Development) and 2 cross-sector (Gender and Good Governance, Participation and Democracy). These documents are intended to guide Portuguese Co-operation's activity in these areas, in accordance with the overall needs of its main bilateral and multilateral partners. The sectoral Education, Health and Rural Development strategies were developed through a participatory process involving Sectoral Ministries as well as other actors of Portuguese Co-operation. Working groups were created for that purpose. These strategies are in a final revision stage by IPAD. In 2010, the Gender and Good Governance strategies will be revised, working from the first version elaborated in 2007.

In 2009, the **National Security and Development Strategy**¹⁵ was also elaborated and adopted. It originated in the work carried out during the Portuguese Presidency of the European Union (EU) in 2007, when the EU Council adopted Conclusions on the Union's response to Fragile Situations and on the *Security and Development Nexus*¹⁶.

Concerning multilateral co-operation, and seeking to respond to one of the Recommendations from the 2006 DAC Peer Review, the **Portuguese Multilateral Co-operation Strategy**, elaborated with contributions from the various sectoral Ministries, was approved in September 2009. This Strategy establishes the criteria, instruments, and mechanisms that are to guide Portuguese Co-operation's activity and that of its actors in matters of multilateral co-operation. The aim is to reinforce Portugal's visibility on the international stage, as well as its capacity to impact on policies and strategies and on the operation and effectiveness of the international organisations it is part of. Thus, this strategy is intended to improve Portugal's position at the international level by promoting its national strategic, geographical, and sectoral interests and priorities, while seeking the attainment of the MDG and complying with the guiding principles acknowledged by the international community: the effectiveness of aid, the 3 Cs (coordination, coherence and complementarity) and Policy Coherence for Development.

In November 2009, the **National Development Education Strategy** (ENED) was also approved by Joint Decision of the Ministries of Foreign Affairs and Education, fulfilling the commitments taken by Portugal in several international processes promoting Development Education (ED), specifically within the activities of the Council of Europe, GENE – *Global Education Network Europe*, the *MultiStakeholder Steering Group on Development Education*, the EU and the Development Assistance Committee (DAC) of the OECD (OECD/DAC). This is a five-year strategy including a reference document and the corresponding action plan. The ENED was elaborated through a participatory process involving 16 Government Organisations Civil Society Organisations and GENE. There was a high degree of involvement in this process from the Portuguese DNGO Platform and the Ministry of Education.

¹⁵ Available at: <http://dre.pt/pdf1sdip/2009/08/16500/0560305608.pdf>

¹⁶ Major Planning Options 2009, Available at: <http://www.parlamento.pt/OrcamentoEstado/Documents/gop/gop2009.pdf>

1.2. Strategy Implementation Instruments

In order to implement Portuguese Co-operation's strategies, several instruments have been created to make it operational. Only the most relevant will be discussed in this section.

As from 2008, Portuguese Co-operation has new instruments in order to enhance civil society participation in public policies definition and to strengthen Development Education: the ***Development Co-operation Forum*** and the ***Development Days event***.

The ***Development Co-operation Forum*** operates as a space for debate on various issues related to Development. This Forum has already been held three sessions, chaired by the Secretary of State for Foreign Affairs and Co-operation, with IPAD acting as the Secretariat. Participants are members of local Councils, from Development Non-Governmental Organisations (DNGO), unions and companies involved in this area, Universities and Foundations. The Forum is organised in working groups in order to allow the discussion of specific issues. This Forum had a key role in the elaboration of the sectoral co-operation strategies referred to above.

The ***Development Days***, an event inspired by the *European Development Days* promoted by the European Commission, is an occasion for reflection, promotion and debate among the various participants in co-operation on the national level, while also contributing to raise the Portuguese public opinion awareness on development co-operation issues. The event harbours conferences, seminars, exhibitions and cultural activities, in which participate national institutional organisations and organisations from civil society, such as DNGOs, Foundations, Corporate social responsibility Associations, and City Councils, among others. The event has already been held twice and the third one is planned for April 2010. The average number of participants has been around 70 organisations and the number of visitors keeps growing. During the last edition 57 schools participated, bringing more than 1800 students and 150 teachers, in a total of about 8000 participants. The evaluation made to the first edition concluded that this initiative was a unique national moment.

The document *A Strategic Vision for Portuguese Development Co-operation* defined Co-operation ***Clusters*** as a new mechanism. It "considers that it is extremely important to build partnerships that can make development co-operation projects and programmes operate at higher levels of quality and credibility"¹⁷. These Clusters are specifically meant to build convergence among various sectoral, bilateral, multilateral, public, private, civil society interventions, following the logic of integration and complementarity between goals and actions. The intent is to capitalise material and human resources, and to establish partnerships with other donors who are active in the areas encompassed by the *Clusters*. Currently Portuguese Co-operation coordinates projects in the following *Clusters*: a) in Cape Verde (it has three pillars: education, support to private companies and Governance, and ICTs, in partnership with the Government of Cape Verde and private companies); b) in Mozambique (infrastructure, heritage recovery and socioeconomic development on the island of Mozambique, in partnership with the Government of Mozambique, "Vilas do

¹⁷ *A Strategic Vision for Portuguese Co-operation* (2005).

Milénio”, UNDP and UNIDO) and c) in Timor-Leste (a community development project based on agriculture and handicraft that develops economies of scale and production mechanisms based on quality control and the certification of products in the Ermera and Liquiça districts, in partnership with the Government of Timor-Leste; a partnership with the Spanish co-operation is also foreseen).

In 2007 the **Development Finance Corporation (SOFID)** was created, which is part of the Association of EDFI – *European Development Financial Institutions*. Coupled with Portugal’s goals and strategy in the areas of economy, co-operation and development assistance, SOFID’s goal is to support Sustainable Development in developing countries, by granting them financing. For that purpose, it supports private sector development and the creation of partnerships with developing countries.

The document *A Strategic Vision for Portuguese Co-operation* foresees measures to promote the integration of youths under 35 years old with University degrees, in development co-operation programmes, projects and activities. With this objective, measures were adopted in 2008 to enlarge to development co-operation the already-existing national policy for supporting youths with internships and job creation. Thus, a specific programme for development co-operation was created, **INOV Mundus**, in which 250 youths are to be involved over the course of three years. This Programme is now in its second cycle; its goal is “*professional qualification and integration for University degree-holding youths in national and international entities and organisations that are active in the area of development co-operation*”¹⁸.

At the end of 2008, the **Portuguese Language Fund**¹⁹ was created, with the objective of promoting: **i)** Portuguese language as a factor in development and poverty reduction through Education, supporting the PALOPs’ education systems; **ii)** linguistic heritage, which, for Portuguese speaking countries, is the starting point for the universal primary schooling; **iii)** the Portuguese language in international organisations. This Fund was kick-started with a financial endowment of 30 M€, which may be reinforced according to needs. The Fund is chaired by the Secretary of State for Foreign Affairs and Co-operation and the projects it finances have a high component of teachers’ training. This Fund approves the totality of the financial envelope for each project, even if it is spread over several years, which enhances the predictability of the funds necessary for the projects’ implementation.

In 2009, a **new policy for granting scholarships** to students from co-operation partner countries entered into force. This policy had been progressively reformulated since 2006, the year of the DAC Peer Review and of the publication of the conclusions of the external evaluation carried out on the results of this policy²⁰. Thus, the new Regulation for IPAD’s Scholarship Grants was approved by Ministerial Order n.º 21370/2009 of September 23²¹, and its implementation began in the academic year 2009/2010. This reformulated Scholarships policy aims at a gradual decrease of grants for University degrees in Portugal, to be compensated with the commitment to fill scholarship quotas in partner countries, with due consideration for local realities and constraints. As regards Scholarship grants for studies in Portugal, priority has been given

¹⁸ Ministers’ Council Resolution n.º 93/2008, Available at: <http://dre.pt/pdf1sdip/2008/06/10800/0320103202.pdf>

¹⁹ Decree-Law n.º 248/2008 creating the Portuguese Language Fund, Available at: <http://dre.pt/pdf1sdip/2008/12/25200/0921009212.pdf>

²⁰ Available at: http://www.ipad.mne.gov.pt/images/stories/Avaliacao/bolsas_rel-final.pdf (full version); http://www.ipad.mne.gov.pt/images/stories/Avaliacao/bolsas_Summary.pdf (Executive Summary).

²¹ Available at: <http://dre.pt/pdf2sdip/2009/09/185000000/3867238677.pdf>

to master's and doctorate studies, in order to promote the reinforcement of the Universities of partner countries, by providing institutional capacity-building and training of university professors.

2. Policy Coherence

For the objectives concerning aid effectiveness, poverty reduction, and the pursuit of MDGs to be reached, it has proved necessary to reinforce the coherence of national and international policies in a variety of areas with development policies. Thus, it is fundamental to ensure that development goals will not be neglected when other policies impacting developing countries are formulated, thereby ensuring that wherever possible non-aid policies also contribute to those objectives.

2.1. Coherence for Development Among National and International Policies

Portugal has shown a growing concern for Policy Coherence for Development (PCD), having progressively come to include this theme in the formulation of its public policies. A Resolution by the Council of Ministers on this subject is to be adopted shortly. The inclusion of references to the MDGs in national strategy documents is also a good example of this. Efforts have also been made to minimise possible negative impacts of national policies on partner countries' development through the promotion of greater coherence between those policies.

The Portuguese Government shares the international community's commitment to the pursuit of the Millennium Development Goals (MDGs), understanding that PCD is an important instrument for an effective and efficient Portuguese Development Co-operation, contributing to increase its impact. The Council of Ministers' Resolution n^o 196/2005, of December 22nd, that approved the document "*A Strategic Vision for Portuguese Development Co-operation*", acknowledged that the pursuit of development goals does not depend only on co-operation policies and activities; it also depends on the impact that decisions made in other political areas may have on developing countries.

Within the efforts to promote PCD, certain instruments have a special importance for Portugal's external activity in areas which are considered strategic, both from the political-diplomatic and from the development co-operation perspectives: Among these we would highlight the following: *The National Sustainable Development Strategy (ENDS)*²², the *Immigrant Integration Plan*, the *National Equality, Citizenship, and Gender Plan*, and the *National Action Plan for the Implementation of UN Security Council Resolution no. 1325 on Women, Peace, and Security*.

Regarding institutional instruments, the Inter-ministerial Co-operation Commission (CIC), the Development Co-operation Forum, the Inter-ministerial Climate Change Commission, and permanent coordination Groups, such as the Inter-ministerial Security and Development Group and other informal consulting groups, are examples of existing coordination instances for the sharing of information and experience and for implementing the abovementioned strategies and plans.

²² Available at: <http://dre.pt/pdf1s/2007/08/15900/0540405478.pdf>

Also on the international level, Portugal has subscribed to and promoted the international commitments regarding PCD in various *fora*, in particular within the framework of the European Union, the OECD and the United Nations. Portugal has made some important contributions in the European institutional framework.

When Portugal held the Presidency of the European Union (2nd half of 2007), the PCD issue was one of the key points on Portugal's agenda. At that time, the EU Council adopted four reference documents regarding PCD: *Council Conclusions on Policy Coherence for Development*; *Council Conclusions on Coherence between EU Policies concerning Migration and Development*; *Council Conclusions on Security and Development* and *Council Conclusions on a Global Climate Change Alliance between the EU and the poorest and most climate-change vulnerable developing countries*. A long debate took place then in the Council, as a response to the 1st Biannual Report on Policy Coherence for Development (PCD), involving the working groups and committees for the 12 priority areas defined in the EU Working Programme²³. To this date, Portugal has contributed to the elaboration of the two Reports on Policy Coherence published by the European Commission in 2007 and 2009²⁴.

The EU-Africa Joint Strategy, and its first *Action Plan (2008-2010)*²⁵, adopted during the Portuguese EU Presidency at the 2nd Europe-Africa Summit held in Lisbon in December 2007, also represent a significant opportunity to reinforce policy coherence and improve the complementarity of the support provided by the Commission and by the Member States in several areas. Portugal played an important role in the negotiation and adoption of these two documents at the Lisbon Summit and is actively participating in some of the partnerships there in. Together with Germany, Portugal took on joint leadership of the Good Governance and Human Rights Partnership, in close collaboration with the European Commission. It also co-chairs the Science and Space Partnership for the Information Society and Space components, and is currently participating actively in the preparatory work for the 3rd Europe-Africa Summit, planned for November 2010.

At international level, Portugal is also involved in the debate regarding efforts to integrate development concerns into non-aid policies (*Informal EU PCD Network, OECD/DAC PCD Focal Points*).

In July 2008, at a meeting of the OECD Ministers' Council, the *Ministerial Declaration of the OECD on Policy Coherence in the Service of Development*²⁶ was adopted, stating the commitments of OECD members to the pursuit of the goal of ensuring the coherence of their policies with the internationally assumed commitments on development.

²³ The EU's PCD promotion and monitoring process is focused around 12 priority areas for meeting the ODMs: Commerce, Environment, Climate Change, Security, Agriculture, Fisheries, social dimensions of Globalisation, Employment and humane work, Migration, Research and Innovation, Information Society, Transport and Energy.

²⁴ Available at: http://ec.europa.eu/development/icenter/repository/SEC_PDF_2009_1137_F_ACTE_PCD_EN.pdf

²⁵ This Plan defines eight fundamental partnerships: **i)** Peace and Security; **ii)** Good Governance and Human Rights; **iii)** Commerce and Regional Integration; **iv)** Millennium Development Goals; **v)** Energy; **vi)** Climate Change; **vii)** Migration, Mobility and Employment; **viii)** Science, Information Society and Space. Available at: https://infoeuropa.eu/ocid.pt/opac/?func=service&doc_library=CIE01&doc_number=000039706&line_number=0001&func_code=WEB-FULL&service_type=MEDIA

²⁶ Available at: [http://www.oilis.oecd.org/oilis/2008doc.nsf/LinkTo/NT000032CA/\\$FILE/JT03247171.PDF](http://www.oilis.oecd.org/oilis/2008doc.nsf/LinkTo/NT000032CA/$FILE/JT03247171.PDF)

As a member of the OECD and of other International Organisations, Portugal has participated in various debates on this subject, such as the Strategic Reflection Exercise on the future of the DAC, in line with the commitments on PCD included in the strategic goals of Portuguese Co-operation over the last few years. In this context, raising awareness of the strategic Ministries for the PCD agenda and their participation via the CIC (Inter-ministerial Commission for Development Co-operation) have been a priority.

Acknowledging the need to establish formal coordination and follow-up mechanisms that allow for the establishment and expansion of PCD, the Secretary of State for Foreign Affairs and Co-operation prepared a legislative proposal for approval by the Council of Ministers, which aims to reinforce inter-ministerial dialogue and promote a “culture” of coherence by the gradual inclusion of development related themes into governmental decision making processes in an effective and systematic manner. This legislative proposal includes the creation of a national “Network of PCD Focal Points” with the sectoral Ministries and the strengthening of the CIC (Inter-ministerial Commission for Development Co-operation).

The creation of an Inter-ministerial team that would work together with the Development Co-operation Forum, including elements from the Government Central Administration and Civil Society, is also anticipated.

The **CIC**, as a forum for building consensus among the various sectoral Ministries, allows for debate on sectoral issues, but also on cross-cutting issues spanning the whole of development co-operation, so as to achieve better coordination, coherence and complementarity in policies and practices among the various actors of Portuguese Co-operation. Thus, when policies are defined that may interfere in some way with development co-operation this is the proper place for debating and discussing the issues cutting across these policies. In the 1st half of 2009, the issue of policy coherence in matters concerning development was dealt with at one of these meetings.

The **Development Co-operation Forum** also allows for a debate on the coherence of private and public development policies, somehow complementing the role of the CIC.

In order to reinforce coherence and coordination in Security and Development policies, the **National Security and Development Strategy**²⁷ was approved in July 2009, as already mentioned. This strategy arose from the need for a greater degree of political responsibility and accountability, and for reasons of efficiency and coherence in view of the objectives and results of Portugal's international intervention in fragile situations in partner countries.

2.2. Coherence with Partner Countries' Development Policies

As already mentioned, Portugal has adopted a new multi-annual country-based programming strategy, in line with the time frames of partner countries' Poverty Reduction Strategy Papers. The PIC (Indicative Co-operation Programs) are the sole guiding document framing the co-operation with partner countries. One of

²⁷ Available at: <http://dre.pt/pdf1sdip/2009/08/16500/0560305608.pdf>

the goals of this multi-annual programming is to make it possible to provide information to partner countries on the expected financing for projects that have undergone prior negotiation, so that these amounts can be entered into their State Budgets. In 2008, an exercise was carried out to identify those projects, and the amounts attributable to them, for the purpose of their inclusion in the 2009 Mozambican Budget, the intention being that such a procedure be continued into the following years. Cape Verde and Timor-Leste had already begun the same procedure. To make this procedure possible, preparatory planning meetings involving representatives from the Portuguese Development Co-operation and partner countries' Governments were carried out, as well as monitoring missions and mid-term evaluations of ongoing projects/programmes.

Promoting awareness among the international community about the most pressing needs of the States receiving aid from Portugal, especially those in situations of fragility, is a priority for Portuguese Co-operation. For that purpose, meetings were organised between the Governments of these States and the donor community/international organisations, and partnerships were formed. In this context, we would highlight the following:

- **Since 2005:** Participation by Portugal, as the facilitator for Guinea Bissau, in the OECD/DAC exercise initially aiming to identify a set of Principles for Good Engagement in Fragile States, based on a long-term support perspective with a view to greater effectiveness in aid for increasing institutional capacity in these countries.
- **2007:** Portugal was host to the International Conference on Drug Trafficking in Guinea Bissau, promoted jointly by the Portuguese and Guinean Governments²⁸. Portugal also supported the Government of Cape Verde in its effort to establish a special partnership with the EU, in view of building a new strategic partnership based on the logic of common interest co-operation²⁹.
- **2008-2009:** In partnership with the European Commission and within the scope of the work towards defining an EU Action Plan for the response to fragility situations, Portugal coordinated the pilot exercise on Guinea Bissau. In the context of Mozambique's Integrated Professional Training Reform Programme (PIREP), Portugal is the coordinator of the Secondary Education Group and participates in the Technical Education Group.

Within the Africa Partnership Forum, Portugal held in 2009 the co-chair for the non-G8 group. It exercised this position with the goal of ensuring that African countries' positions would be taken into consideration by the international community at the different international *fora*. The work done by Portugal endeavoured to promote African issues and give them greater visibility in the international agenda, in the global context of economic crisis, including in formulation of proposals and messages to the G-20 Summits of London and Pittsburgh. In September 2009, the Forum's first special thematic session took place, dealing with the challenges of climate change in Africa, in the run-up to Copenhagen; the final joint declaration was communicated to the United Nations, the G-20 and other international processes.

²⁸ This Conference involved the presentation of a plan for preventing and combating drug trafficking in Guinea Bissau and securing contributions for its implementation.

²⁹ Said support was defined in the 2008-2011 PIC, in which Portugal agreed to aid in the integration of the Cape Verde Special Partnership into the European Union.

3. ODA Volume, Channels and Allocations

3.1. Total Official and Private Flows of the Portuguese Co-operation

As can be seen in Table 1, between 2006 and 2008 the total Official and Private Flows underwent oscillations, recording a 41% decrease in 2006, a 67% increase in 2007 and again a 53% drop in 2008.

These oscillations are essentially due to the variations in Private Flows (which include Foreign Direct Investment (FDI) and Export Credits) and in Other Official Flows. In spite of the drop in total Official and Private Flows in 2008, the ODA component (concessionality greater than or equal to 25%) increased from 2006 to 2008 and attained 430 M€ in 2008.

Table 1. Total Official and Private Flows of the Portuguese Co-operation (2006-2008)

	ODA/GNI %	ODA	ODA Growth Rate (%)	Other Official Flows	Private Flows	NGO Grants	TOTAL	Growth Rate (%)
2006	0,21%	315,77	4%	-16,16	228,19	2,85	530,65	-41%
2007	0,22%	343,73	8%	-173,03	1445,50	1,18	1617,38	67%
2008	0,27%	429,96	20%	0,00	627,89	0,98	1058,83	-53%

Source: OECD/DAC

Due to the requirements imposed by efforts to consolidate the budget deficit (European Union's Stability and Growth Pact) and the effects of the international economic crisis, Portugal has had some difficulty in complying with the internationally established goals regarding ODA. Also in Table 1 one can see that, in 2006, Portugal did not achieve the EU's target of 0.33% ODA/GNI for each Member State, as its ratio was at 0.21%. Nevertheless, this ratio increased to 0.27% in 2008. Faced with this scenario, Portugal has set a new timeline (published in the 2009 State Budget Report/Programme-based Budgeting³⁰ and now internationally reported) to gradually increase its ODA so as to comply with the 0,7% ODA/GNI ratio requirement in 2015; the new intermediate goal that has been set is 0.34% ODA/GNI for 2010.

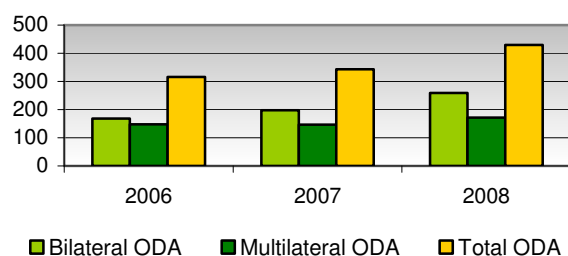
3.2. Portuguese ODA Growth

The totals for Portuguese ODA went through successive increases between 2006 and 2008, registering a 20% growth in 2008 relative to the previous year, total ODA attaining 429.96 M€ in that year. As regards to its distribution, bilateral ODA has remained greater than multilateral ODA, as can be seen in Graph 1. Both have increased in the period under analysis: 90.53 M€ for bilateral ODA and 23.65 M€ for multilateral ODA.

³⁰ Available at: http://www.portugal.gov.pt/pt/Documentos/Governo/MF/rel_OE2009.pdf

Graph 1. Portuguese ODA Growth (2006-2008)

Millions €



Source: IPAD

3.2.1. Bilateral ODA

Portugal is one of the DAC members with the greatest geographical concentration of aid, in roughly 10 countries. Its ODA is focused on Portuguese-speaking countries, above all in the PALOPs, all situated in Sub-Saharan Africa, and in Timor-Leste. Overall, this geographical grouping received nearly 60% of the total bilateral ODA over the period 2006-2008 (on average, nearly 124 M€). This is a lower percentage when compared to the average of 78% between 2002 and 2007, as a result of a line of credit granted to Morocco, amounting to 66 M€, in 2008 (Table 2). As a complement to this, Portuguese Co-operation also supports other countries, as is the case with Bosnia-Herzegovina, where aid was focused on the railway transport sector. Also, within the framework of bilateral participation in projects and missions of NATO (the *North Atlantic Treaty Organisation*) and the United Nations, Portugal has participated in various peacekeeping operations, such as the UNMIK (*United Nations Interim Administration Mission in Kosovo*), the UNIFIL (*United Nations Interim Force in Lebanon*) and the ISAF (*International Security Assistance Force - Afghanistan*).

Table 2. Geographical Distribution of Bilateral ODA (2006-2008)

Thousands €

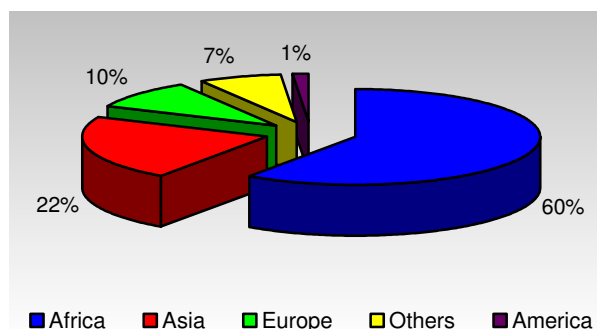
COUNTRIES	2006	2007	2008	2006/2008	%
ANGOLA	15.996	13.975	13.250	14.407	6,9%
CAPE VERDE	37.688	31.921	43.286	37.632	18,1%
GUINEA BISSAU	11.761	11.518	12.371	11.883	5,7%
MOZAMBIQUE	17.268	15.799	17.410	16.826	8,1%
SAO TOME and PRINCIPE	8.952	9.539	9.209	9.233	4,4%
PALOP*	2.846	4.004	3.539	3.463	1,7%
TIMOR-LESTE	30.673	34.071	27.030	30.591	14,7%
OTHER COUNTRIES	43.232	76.541	132.767	84.180	40,4%
of which:					
MOROCCO	180	188	66.063	22.144	10,6%
AFGHANISTAN	5.244	6.568	9.829	7.214	3,5%
BOSNIA	4.635	9.292	15.002	9.643	4,6%
SERBIA	5.790	15.704	7.936	9.810	4,7%
TOTAL	168.416	197.368	258.862	208.215	100,0%

Source: IPAD

* Joint projects or projects not broken down by country.

In terms of Continents, in the 2006-2008 Africa was the continent to which Portugal directed the majority of its bilateral ODA (60%), Asia received 22% of that aid, followed by Europe with 10% of the total (Graph 2).

Graph 2. Geographical Distribution of Portuguese Bilateral ODA (2006-2008)



Source: IPAD

As confirmed in the aid figures referred to above, the PALOPs and Timor Leste are priority intervention geographical areas. The historical and cultural bonds have brought about the formation of an institutional and legal framework similar to the Portuguese one in partner countries, which makes it easier to capitalise on Portugal's comparative advantages relative to other donors – language and know-how – not just geographically but at the sector level as well.

In accordance with the United Nations classifications, five of the six priority countries for Portuguese Co-operation are considered **Least Developed Countries** (LDCs). Cape Verde is the exception, as it became the second LDC to reach Middle Income Country (MIC) status, in 2008. This is the primary reason for the decrease in Portugal's ODA volume for aid to the LDCs, which, as can be seen in Table 3, went from 251 M€ in 2007 to 156 M€ in 2008, representing 0.10% of to GNI.

Table 3. ODA allocated to LDCs between 2006 and 2008

Net ODA	Millions €		
	2006	2007	2008
LDC	240	251	156
LDC (% GNI)	0,13%	0,12%	0,10%

Source: OECD/DAC

Portugal has made a committed effort towards implementing the DAC Recommendations for untying aid to LDCs since 2002. In 2006 and 2007, untied aid accounted for nearly 85% of the bilateral ODA, reaching a total of 160.7 M€ in 2007, as can be seen in Table 4. Tied aid accounted for a percentage of around 15% in those years. 2008 was an atypical year, where untied aid had a decrease and tied aid went up. This situation is due to the issuance of lines of credit granted to Cape Verde in that year for building infrastructure, of around 20 M€ in value, as well as a concessional line of credit to Morocco amounting to almost 66 M€. As a way of upholding the DAC's Recommendation, Portugal also joined the international consensus on eliminating the minimum thresholds for the untying of the activities covered by the Recommendation, and agreed to the proposal to extend the Recommendation's coverage to HIPCs that are not LDCs.

Table 4. Degree of tying in Portuguese Bilateral ODA (2006-2008)

Aid Type	2006		2007		2008	
	Absolute Value	%	Absolute Value	%	Absolute Value	%
Untied Aid	131.248.347	83%	160.668.709	86%	144.232.640	58%
Tied Aid	26.882.192	17%	26.518.257	14%	103.623.914	42%
TOTAL	158.130.539	100%	187.186.966	100%	247.856.554	100%

Source: OECD/DAC – CRS – Disbursements (Includes Technical Co-operation. Excludes Administrative costs)

This data is under revision by the OECD/DAC.

Cape Verde, Sao Tome and Principe, and Timor-Leste also fall into the **Small Island Independent States** category and have specific needs; they are subject to a higher vulnerability and thus require a particular investment in their development and sustainability. As can be seen in Table 5, between 2006 and 2008, the percentage of ODA channelled to these countries underwent a slight decrease (nearly 7%), having accounted, in 2008, for 22.9% of total ODA. As for Landlocked Developing Countries, the percentage of ODA in this period underwent a slight drop, from 12.5% in 2006 to 10.8% in 2008. A large part of Portugal's assistance to these countries is focused on the reinforcement of their institutional capacities.

Table 5. ODA allocated to Insular and Landlocked Developing Countries (2006-2008)

ODA	2006	2007	2008
SID States	30,0%	27,1%	22,9%
LLD Countries	12,5%	11,4%	10,8%

Source: OECD/DAC

Angola, Guinea Bissau and Timor Leste are considered **countries in a post-conflict situation**³¹ and also States in a situation of **institutional fragility**³², deserving special attention from Portuguese Co-operation.

In Table 6, one can find a summary showing the prime beneficiaries of Portuguese bilateral ODA in respect of all these categories:

Table 6. Characterisation of Priority Countries for Portuguese Bilateral ODA

Portugal's Priority Countries	Sub-Saharan Africa	Least Developed Countries (LDC)	Low Human Development Index*	Fragile State	Post-Conflict State	Small Island Developing Countries
ANGOLA	X	X	X	X	X	
CAPE VERDE	X					X
GUINEA BISSAU	X	X	X	X	X	
MOZAMBIQUE	X	X	X			
S. TOME AND PRINCIPE	X	X		X		X
TIMOR-LESTE		X	X	X	X	X

Source: IPAD

* PNUD Classification

Regarding sectoral concentration, Portuguese Co-operation's priorities have been streamlined based on two fundamental criteria:

- Partner countries' needs, as identified in their national development strategy documents.

³¹ A State where a violent conflict has taken place in the last 10 years is considered a Post-Conflict Nation.

³² World Bank Classification.

- The specific added value of Portuguese Co-operation, bearing in mind the division of labour and complementarity amongst donors.

Thus, as can be seen in Table 7, since 2006, the **Infrastructure and Social Services** category has been allocated a greater volume of ODA (on average nearly 129.73 M€). In this category, two sectors stand out: i) support for education (ODA of around 50 M€, with an emphasis on Higher Education, through inter-university co-operation projects), and ii) support to Government and Civil Society (nearly 54 M€), where ODA is mostly allocated to the Conflict, Peace and Security sub-sector, due to the assistance provided within the scope of UN and NATO activities, as discussed above; this sector also reflects the weight of the institutional capacity building programmes in several areas of Public Administration and other State bodies, followed by Other Infrastructure and Social Services (15.5 M€).

It is important to point out that Portuguese Co-operation's support of partner countries' **Social Services** is implemented on the basis of a Strategy for Fighting Poverty and Social Exclusion and towards Institutional Reinforcement, mostly implemented through projects coordinated by IPAD and the Ministry of Labour and Social Solidarity (MTSS). Projects focus on the most vulnerable groups in the population, as identified by partner countries, in accordance with their real living conditions (women, the elderly, children and youth), with the following objectives: to improve living conditions, support to improvement of hygiene and security (at home and in the workplace), support for professional guidance and training, and the improvement of educational and socio-cultural capacities. Furthermore, we seek to make use of Micro-credit instruments so as to make possible not only basic sanitation and housing improvement works, but also the creation and start-up of small businesses, thereby encouraging more self-employment. Regarding Institutional capacity building, the Ministry of Labour's projects seek to improve institutions' capacities, through financing for the acquisition of material and equipment, as well as technical and legislative support. Working for a broader scope and effectiveness of social protection programs, these projects also include training activities and study scholarships to the relevant staff. The implementation of the Ministry of Labour's projects is the exclusive responsibility of its local partners and the release of funds takes place in compliance with rules previously agreed to between both the Ministry and local partners. In some cases the Embassies co-operation services provide support in matters of financial oversight of the funds intended for building infrastructure.

The **Infrastructure and Economic Services** category is the second most important in terms of aid volume, with an ODA of around 25.68 M€ between 2006 and 2008. These amounts arise essentially from support for the construction/reconstruction of Transport and Storage infrastructure, with an average ODA of nearly 22.8 M€ in that period. In 2008, Programme Aid was at an exceptionally high level as a result of the concessional line of credit made available to Morocco.

Portugal's general policy as regards *debt* has consisted in carrying out restructuring operations either within the Paris Club framework or bilaterally, with conditions depending on the income and debt levels of debtor countries. Aside from debt rescheduling, in highly favourable conditions, for *Heavily Indebted Poor Countries* (HIPC), Portugal has also considered additional debt reduction actions, beyond the minimum standards

established by the Paris Club, such as debt forgiveness and the granting of aid for the payment of multilateral debt.

Table 7. Sectoral Distribution of Bilateral ODA (2006-2008)

Sectors	Thousands €		
	2006	2007	2008
I SOCIAL INFRASTRUCTURE AND SERVICES	112.187	148.091	128.905
110 EDUCATION	52.211	52.161	50.396
120 HEALTH	8.269	7.871	5.433
130 POPULATION POLICIES	6	278	261
140 WATER AND SANITATION	499	1.148	224
150 GOVERNMENT AND CIVIL SOCIETY	35.453	71.217	56.125
160 OTHER SOCIAL INFRASTRUCTURE AND SERVICES	15.749	15.416	16.466
II ECONOMIC INFRASTRUCTURE AND SERVICES	20.489	22.536	34.004
210 TRANSPORT AND STORAGE	16.951	18.817	32.607
220 COMMUNICATIONS	2.810	2.808	775
230 ENERGY GENERATION AND SUPPLY			8
240 BANKING AND FINANCIAL SERVICES	378	515	614
250 BUSINESS AND OTHER SERVICES	350	396	
III PRODUCTION SECTORS	2.604	1.940	2.402
311 AGRICULTURE	1.165	1.451	1.949
312 FORESTRY	38	60	61
313 FISHING	26	4	3
321 INDUSTRY	138		108
322 MINERAL RESOURCES AND MINING	94	30	92
323 CONSTRUCTION	937		26
331 TRADE POLICY AND REGULATIONS	43	151	33
332 TOURISM	163	244	130
SECTORAL TOTAL	135.280	172.567	165.311
400 MULTISECTOR/CROSS-CUTTING	11.519	11.996	7.638
500 COMMODITY AID AND GENERAL PROGRAMME ASSISTANCE	483	-1.128	68.344
600 ACTION RELATING TO DEBT	-1.555	-1.360	-1.315
700 HUMANITARIAN AID	5.592	502	828
910 ADMINISTRATIVE COSTS OF DONORS	10.203	10.173	11.006
920 SUPPORT TO NGO	5.946	2.421	4.903
930 REFUGEES IN DONOR COUNTRIES	194	306	244
998 UNALLOCATED/UNSPECIFIED	671	1.883	1.903
GRAND TOTAL	168.333	197.360	258.862

Source: IPAD

3.2.2. Multilateral ODA

Portugal has sought to align its participation in the multilateral sphere with its external policy and bilateral co-operation priorities: **i)** focus on Africa, particularly on Least Developed Countries (LDCs) and Fragile States; **ii)** support for stabilisation and transition to the development phase; **iii)** alignment and harmonisation with partner countries national policies and strategies, with the objective of achieving the MDGs; **iv)** strengthening the PALOPs' position within the international community.

In line with this logic, IPAD has also promoted complementarity between the bilateral and multilateral action, through active participation in several multilateral development institutions, as is the case with its collaboration in UNDP programmes (projects in the Rule of Law area and the *Democratic Governance Trust Fund*), with the World Bank (*Trust Fund For East Timor* and State Budget Support) in Timor-Leste and with the UNFPA in Guinea Bissau.

As can be seen in Table 8, between 2006 and 2008, the relative weight of Multilateral ODA was 43% on average. In 2008, in spite of a decrease of the weight of the Multilateral ODA in percentage, it actually increased by 23.7 M€ in volume, as compared to 2006. The decrease in the multilateral ODA, in relative terms, was due to an increase in the total ODA of around 86 M€.

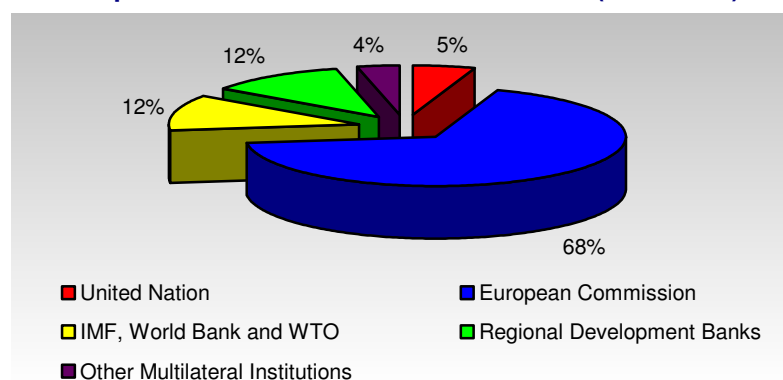
Table 8. Growth of Multilateral ODA (2006-2008)

ODA	Millions €					
	2006	%	2007	%	2008	%
Bilateral	168.416	53%	197.368	57%	258.862	60%
Multilateral	147.359	47%	146.366	43%	171.094	40%
TOTAL	315.775	100%	343.734	100%	429.956	100%

Source: IPAD

As regards to the allocation of Multilateral ODA, as shown in Graph 3, between 2006 and 2008, 68% of the contributions were channelled through the European Commission, via contributions to the European Development Fund (EDF), which finances EU aid to ACP (African, Caribbean, and Pacific) Countries, and to the EC's External Assistance budget, which finances aid also to developing countries not covered by the EDF. As for the remaining organisations, Portugal channelled 12% of its Multilateral ODA through the International Monetary Fund (IMF), the World Bank, and the World Trade Organisation (WTO), 12% through Regional Development Banks, and 5% through the various United Nations Organisations and agencies.

Graph 3. Distribution of Multilateral ODA (2006-2008)



Source: IPAD

3.3. Aid Modalities

The aid modalities have been the object of reflection by Portuguese Co-operation, which has sought to make use of innovative modalities as well, in accordance with international good practice. In this context we would point out the following interventions: Portuguese participation in *General Budget Support (GBS)* granted to Mozambique and Cape Verde; *Sector Wide Approaches (SWAP)*, which have been introduced since 2008 for Mozambique and implemented through Portugal's contribution to the Education Sector Support Fund (FASE) and the Common Fund for Statistics, the constitution of public-private partnerships, such as those

with the Carr Foundation³³, the Aga Khan Foundation³⁴ and the Portugal-Africa Foundation³⁵, all in Mozambique, and with the Calouste Gulbenkian Foundation (FCG) in Angola³⁶. The Bilateral/Multilateral complementarity approach is also evident in the CAMPO project in Cape Verde previously mentioned, a project developed and implemented in a partnership between the the EC, Portugal and Spain,

Portuguese bilateral ODA is channelled primarily through two broad aid modalities: **Technical Co-operation** (TC) and investment projects. As can be seen in Table 9, between 2006 and 2008 TC remained the most significant aid modality used by Portugal (it amounted to 312.3 M€ in those 3 years), representing 50% of the total Portuguese ODA for that period. As regards sectors of intervention for Technical Co-operation projects, the most relevant were Education (128 M€), Government and Civil Society (109.2 M€) and Other Infrastructure and Social Services (38.8 M€). The importance of TC in these sectors arises from a heavy focus on the educational sector, professional training and institutional capacity building, which are considered key factors in a Sustainable Development and democratic consolidation process. To this end, Portugal has prepared a document, *“Capacity Development – Guidelines for Portuguese Co-operation”*, which defines the strategic principles for co-operation with partner countries in this domain.

³³ The *Carr Foundation* is developing a protection and rehabilitation project for the Gorongosa National Park together with the Mozambican Government. IPAD is supporting the construction of an Environmental Education Centre in the Park, by means of an integrated strategy aiming at economic and environmental stability in the region.

³⁴ The Aga Khan Foundation is developing a Socio-Communitarian Development Programme for the rural area on the Coastline of Cabo Delgado, in the north of Mozambique, where the poverty indices are the highest in the country. The Programme is to span a 20-year period and was begun in 2001 with pilot projects in the Quissanga and Ibo districts, in the areas of Agriculture and Fisheries, and as been progressively expanding its activities in terms of issues - Education and Healthcare (in 2004) - and in geographical terms, involving five districts at present.

³⁵ The *Technical/Occupational Education Support* project is part of the Occupational Education Reform (REP) that the Government of Mozambique is now developing, and which, in its first phase (2006-2011), will be concretised through the Integrated Professional Education Reform Programme (PIREP), which includes Higher Polytechnical Education and the current Technical-Professional Education.

³⁶ In a partnership with IPAD, the FCG is financing a project aiming to create a Healthcare Research Centre, as well as to support improvements in the care supplied in the region, in the focal areas of research, empowering the participation of Angola and Portugal on the international stage in that context.

Table 9. Bilateral ODA (2006-2008) – Net Disbursements

Aid Modalities	Technical Co-operation	%	Investment Projects	%	Programme Aid (PA)				Others	%	TOTAL
					Sectoral PA and Commodity Aid	%	Budget Support	%			
TOTAL	312.326.982	50%	91.470.471	15%	81.671.423	13%	1.839.564	0,30%	135.117.503	22%	622.425.944
110 EDUCATION	127.987.823		19.559.690		982.623				6.038.075		154.568.211
120 HEALTH	4.373.656		27.435		16.753.658				468.440		21.623.189
130 POPULATION POLICIES	121.349				424.041						545.390
140 WATER AND SANITATION	768.588		1.000.658		98.948						1.868.194
150 GOVERNMENT AND CIVIL SOCIETY	109.172.370				51.591.942				1.986.579		162.750.891
160 OTHER SOCIAL INFRASTRUCTURE AND SERVICES	38.799.337		1.375.172		5.351.646				47.062		45.573.217
210 TRANSPORT AND STORAGE	1.745.953		64.803.586		1.870.741						68.420.280
220 COMMUNICATIONS	4.013.266		2.357.433		22.277						6.392.976
230 ENERGY GENERATION AND SUPPLY	7.713										7.713
240 BANKING AND FINANCIAL SERVICES	1.529.683										1.529.683
250 BUSINESS AND OTHER SERVICES	327.030				419.350						746.380
311 AGRICULTURE	3.639.002		860.918		44.644				321.159		4.865.723
312 FORESTRY	159.760										159.760
313 FISHING	32.716										32.716
321 INDUSTRY	138.165		38.258								176.423
322 MINERAL RESOURCES AND MINING	213.275				2.835						216.110
323 CONSTRUCTION	360.527		572.116		30.515						963.158
331 TRADE POLICY AND REGULATIONS	76.223				150.297						226.520
332 TOURISM	536.830				371						537.201
400 MULTISECTOR/CROSS-CUTTING	18.323.716		875.205		3.927.535				7.744.355		30.870.811
500 COMMODITY AID AND GENERAL PROGRAMME ASSISTANCE							1.839.564		65.860.037		67.699.601
600 ACTION RELATING TO DEBT									-4.229.943		-4.229.943
700 HUMANITARIAN AID									7.004.608		7.004.608
910 ADMINISTRATIVE COSTS OF DONORS									31.367.708		31.367.708
920 SUPPORT TO NGO									13.269.056		13.269.056
930 REFUGEES IN DONOR COUNTRIES									744.827		744.827
998 UNALLOCATED/UNSPECIFIED									4.495.540		4.495.540

Source: IPAD

With respect to **Investment Projects**, the sectors that benefitted the most in this category of aid were Transport and Storage (64.8 M€) – the amount of ODA dedicated to that sector was specifically allocated to loans for rehabilitating railway, port, and airport infrastructure – and Education (19.6M€) – in which the construction and rehabilitation of schools stands out.

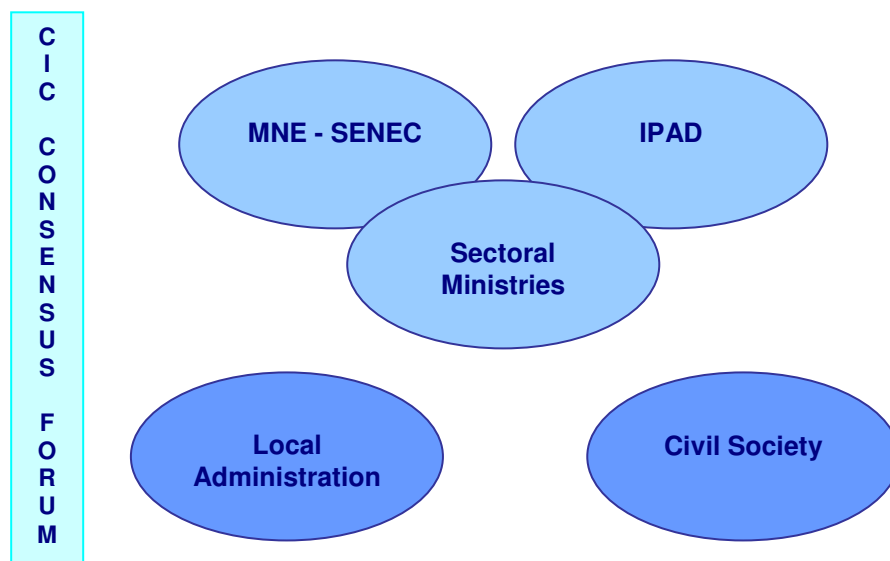
As for **Programme Aid** (83.5 M€ between 2006 and 2008), this category includes Direct Budget Assistance, aid to Sectoral Programmes, and other support in the form of products (which include participation in peacekeeping operations). The high amount of ODA which appears in the **Other** column between 2006 and 2008 is justified by the concessional line of credit granted to Morocco in 2008, as mentioned above.

4. Organisation and Management

4.1. Organisation and Structure

Portuguese Co-operation is structured according to a decentralised implementation model. The main actors include several entities from the central Administration – sectoral Ministries, public institutions, etc –, the local Administration – city councils and municipal associations, among others – Civil Society Organisations – such as DNGOs and Foundations (Figure 1), and also Universities and Scientific Institutions.

Figure 1. Model of the Portuguese Co-operation



Source: IPAD

IPAD was created in January of 2003³⁷, as the central organ of Portuguese Co-operation; its mission is to operationalise, supervise, direct, and coordinate the policies defined at the political level (the Ministry of Foreign Affairs - MFA), as well as to centralise information concerning co-operation activities.

In 2007, following the guidelines of Restructuring Programme for the State Central Administration (PRACE) and the objectives set in the Government's Programme, IPAD's structure was reorganised³⁸. It retained its central role in matters development co-operation, as its mission and attributions were confirmed. The Institute's mission is to supervise, direct and coordinate co-operation and ODA programmes and projects financed and implemented by State bodies and other public entities, as well as to centralise information concerning co-operation projects promoted by private entities.

³⁷ Decree-Law n.º 5/2003, Available at: <http://dre.pt/pdf1sdip/2003/01/010A00/01100116.pdf>

³⁸ Order n.º 20328/2007, Available at: <http://dre.pt/pdf2sdip/2007/09/172000000/2586725870.pdf>. The goals of this Institution are to supervise, direct, and coordinate co-operation and public development aid programmes and projects, financed and organised by State bodies and other public entities, as well as to centralise information concerning co-operation projects promoted by private entities.

IPAD has a human resources policy of promoting its staff participation in training activities, through a Public Management Training Programme (FORGEP) and a Specialised Diploma in Co-operation for Development (DECODE), delivered by the National Administration Institute (INA). Equally important are internal training activities, promoted by IPAD, which deal with key topics such as the Quality and Effectiveness of Aid or Evaluations. The training of IPAD staff and staff from other Ministries, as well as of other co-operation actors, in evaluation methods through the participation in the mini-IPDET course (*International Programme for Development Evaluation Training*) held in Lisbon should also be singled out.

Since the 2006 DAC Peer Review, co-operation's delegates to the Portuguese Embassies in partner countries have been reinforced with 10 experts in development: 4 in Mozambique; 4 in Timor-Leste; 1 in Sao Tome and Principe; and 1 in Cape Verde. This reinforcement allowed improving the co-operation work and the monitoring of projects by the Embassies in these countries; it also allowed for a greater coordination of Portuguese Co-operation with other donors present in the field.

Still regarding organisation issues of Portuguese Co-operation, the **CIC** (inter-ministerial committee for coordination) was also reinforced as a forum for sectoral consensus and as coordination body of different State departments in development co-operation matters, assisting in the planning, monitoring and implementation of development aid programmes and projects. The CIC holds meetings of its Permanent Secretariat³⁹, in which sectoral Ministries are generally represented by their International Relations Departments. The latter are responsible for the communication of the strategic guidelines of co-operation policy, as well as for its coordination within the remit of their respective Ministries. Since the last Peer Review, increased efforts regarding aid coordination have led to the reinforcement of IPAD's coordination role in relation to sectoral Ministries.

4.1.1. Central Public Administration Bodies

Traditionally, due to its participation in Budget stabilisation, debt-related activities, and multilateral contributions, the Ministry of Finance is of particular importance in Portuguese Co-operation, as the annual volume of ODA it disbursed between 2006 and 2008 was around 186 M€, i.e. around 51% of the ODA from all Central Administration Bodies for that period. The sharp increase of aid provided by this Ministry in 2008 is related to the abovementioned concessional lines of credit granted to Cape Verde and Morocco. The Ministry of Foreign Affairs (MFA) comes immediately after, providing the next biggest portion of ODA, with an annual average of 70 M€ (nearly 19% of the total ODA). Most of the MFA contributions originate in IPAD which, besides the projects it carries out directly, also co-finances the majority of the large projects carried out by other sectoral Ministries. The Ministry of Science and Technology is also worth mentioning; it comes third in terms of ODA volume provided over this period, with an amount of 31.5 M€ (approximately 9% of the total ODA), mainly devoted to inter-University co-operation projects, as well as to the opening of special quotas for access to Higher Education, from which students from the PALOPs and Timor-Leste benefit

³⁹ The Permanent Secretariat is comprised of representatives of the sectoral ministries and is presided over by the President of IPAD.

(Table 10). Due to its impact on the social structures of partner countries, the support provided by the Ministry of Labour and Social Solidarity, reaching an annual value of nearly 12 M€ between 2006 and 2008, should also be singled out. This support translates into programmes and projects targeted to poverty reduction and to the development and strengthening of a broad social protection network, with the core objective of building up basic social services, comprehensive development for children and youths, the promotion of equal opportunities and the reduction of unemployment.

Table 10. ODA Volume for the Bodies of the Central Administration and the Assembly of the Republic (2006-2008)

Government Entities	2006		2007		2008	
	ODA	%	ODA	%	ODA	%
Ministry of Finance	152.679.953	48,35%	150.455.029	43,77%	257.653.150	59,93%
Ministry of Foreign Affairs	68.787.178	21,78%	77.032.395	22,41%	64.222.525	14,94%
Ministry of Science, Technology and Higher Education	30.369.478	9,62%	32.235.747	9,38%	31.925.217	7,43%
Ministry of National Defense	16.176.779	5,12%	34.263.126	9,97%	25.486.609	5,93%
Ministry of Internal Administration	12.643.495	4,00%	17.613.179	5,12%	20.590.081	4,79%
Ministry of Labour and Social Solidarity	12.166.372	3,85%	12.063.409	3,51%	11.925.214	2,77%
Ministry of Education	7.087.362	2,24%	5.380.360	1,57%	6.774.626	1,58%
Ministry of Health	7.302.065	2,31%	5.601.761	1,63%	4.324.192	1,01%
Prime Minister's Office	1.135.325	0,36%	2.299.537	0,67%	1.461.359	0,34%
Ministry of Environment, Land Management and Regional Development	1.705.869	0,54%	2.574.532	0,75%	993.270	0,23%
Ministry of Justice	603.334	0,19%	628.254	0,18%	914.148	0,21%
Ministry of Culture	270.448	0,09%	196.470	0,06%	651.190	0,15%
Ministry of Public Works, Transports and Communications	1.056.001	0,33%	530.341	0,15%	625.137	0,15%
Ministry of Agriculture, Rural Development and Fisheries	348.433	0,11%	355.900	0,10%	432.682	0,10%
Ministry of Economy and Innovation	202.970	0,06%	202.506	0,06%	116.812	0,03%
Assembly of the Republic	269.173	0,09%	223.197	0,06%	225.578	0,05%
TOTAL	312.804.235	99,06%	341.655.743	99,38%	428.321.790	99,62%

Source: IPAD

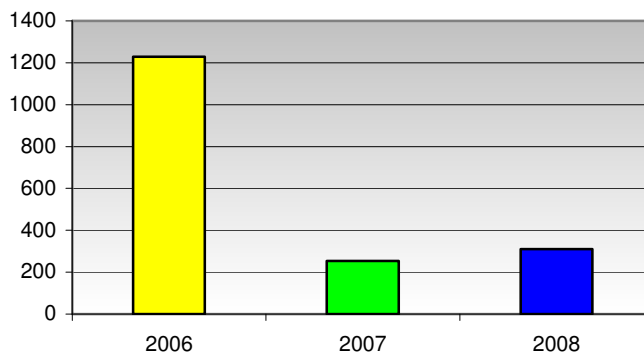
Thus, as Table 10 shows, the Sectoral Ministries are, among Central Administration, bodies, the key actors of Portuguese Co-operation, handling the bulk of its financial effort and representing the most significant share of ODA financing (nearly 99% between 2006 and 2008). Programmes for institutional reinforcement, managed by many of these Ministries together with their peers in partner countries, stand out within the Ministries' activities, as they make a decisive contribution to capacity building of official entities and public administrations in partner countries and thus to the structural and instrumental ownership of the development process.

4.1.2. Local Councils

Many Local Councils carry out development co-operation activities, essentially arising from Twinning Agreements, not only within the scope of institutional capacity building and the organisation of Local Authority structures, but also in other domains such as education, urban and infrastructure rehabilitation, support in the area of basic sanitation, cultural exchange, as well as heritage rehabilitation. As can be seen in Graph 4, these activities registered a sharp drop in 2007 in financial terms (from 1,229,000 € in 2006 down to 253,000 € that year). This drop was essentially due to the completion of projects undertaken by the Lisbon City Council and the PALOPs in 2006. Between 2007 and 2008 there was a slight increase of the financial amount, reaching 310,000 €.

Graph 4. Contributions of Portuguese Municipalities to ODA (2006-2008)

Thousands of €

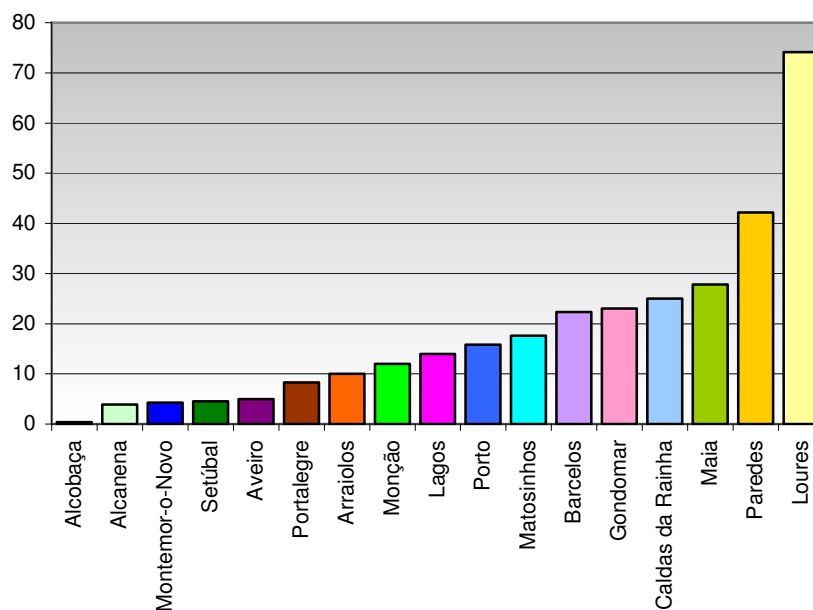


Source: IPAD

Regarding distribution over the various Municipalities, in 2008 two projects stood out: the contribution made by the Loures City Council (74,000 €), through its Twinning Agreement with the Municipality of Maio, in Cape Verde, and the contribution from the City Council of Paredes (42,000€), for the assembly and operation of an industrial plant in Timor-Leste in the furniture sector (Graph 5).

Graph 5. Distribution of Portuguese Municipalities' contributions to ODA for 2008

Thousands of €



Source: IPAD

4.1.3. Civil Society

Support for civil society is another of Portuguese Development Co-operation's priorities. A strong civil society is an important element in the construction and development of democracies and a permanent test to the sensitivity of societies regarding issues such as poverty, gender equality and free access to education. The importance attributed to Civil Society, as a partner of the Portuguese State in Development Co-operation, is

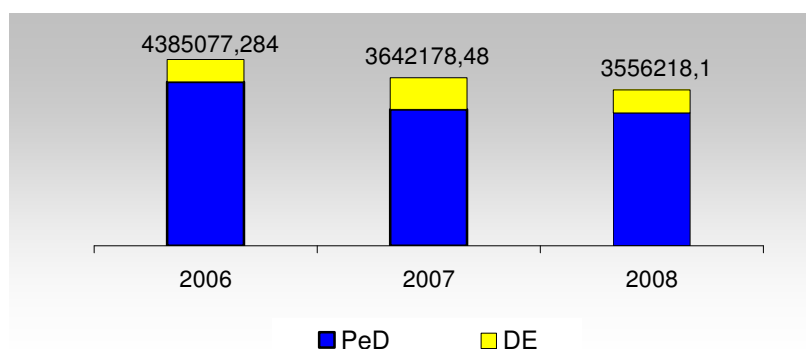
clearly stated in the document “*A Strategic Vision for Portuguese Development Co-operation*”, where one can see a recognition of the *value added of civil society, as encompassing associations, companies and initiatives of a non-governmental, independent and autonomous nature, and which constitute a privileged space for the exercise of active and responsible citizenship*⁴⁰.

DNGOs are an ever more important partner within civil society. This is reflected in the growing number of projects carried out by these organisations and co-financed by IPAD. The support given to DNGOs by this Institution covers various areas of which the following are considered as priorities: integrated development, education/training and institutional capacity building. As for criteria of a geographical distribution, priority is given to the PALOPs and Timor-Leste.

Portugal has come to adopt a policy of increasingly including DNGOs in development co-operation, within a logic of partnership with governmental activities, calling upon them to participate and contribute to greater coherence of policies. This policy has been carried out in close collaboration with the DNGO Platform through periodic meetings, with a view to fulfilling the commitments of the Millennium Declaration and increasing aid effectiveness and transparency. The inclusion of DNGOs in the formulation of projects promoted by the State, through IPAD, represents an important step towards opening up Portuguese Co-operation to the contributions and added value offered by the civil society organisations’ experience in the field.

Over the three years 2006 to 2008, IPAD’s support for DNGO projects, under IPAD’s Co-Financing Rules for Co-operation and Development Education Projects, reached nearly 11.5 M€. There were some year-on-year variations, with a slight decrease from 4.4 M€ in 2006 to nearly 3.6 M€ in 2007 (Graph 6). The high amount seen in 2006 was due to a special line of finance for DNGO projects to be implemented in Guinea Bissau.

Graph 6. Evolution of DNGO Project Co-financing (2006-2008)

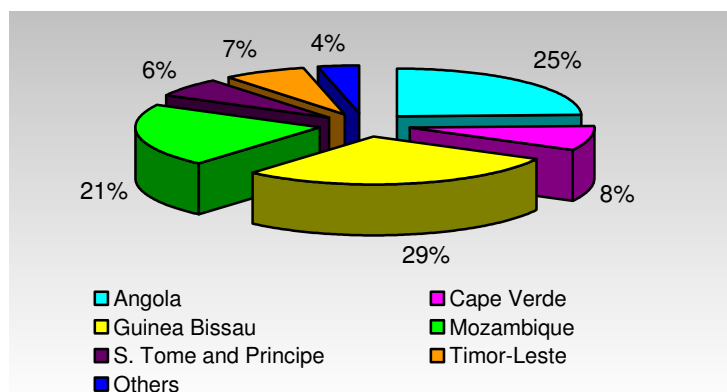


Source: IPAD

As for its geographical distribution, 29% of IPAD’s co-financing efforts were directed towards Guinea Bissau and 25% to Angola. The *Other* heading includes countries such as Cuba, Honduras and Guatemala (Graph 7).

⁴⁰ *A Strategic Vision for Portuguese Development Co-operation* (2005).

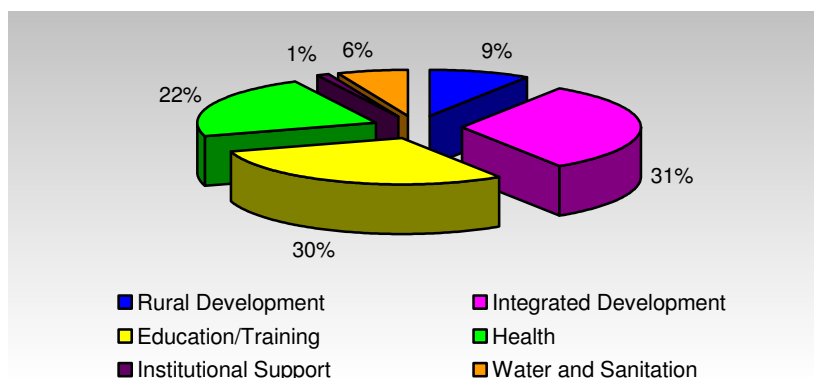
Graph 7. Geographical Distribution of DNGO Projects Financed by the IPAD (2006-2008)



Source: IPAD

Graph 8, regarding the sectoral distribution of projects co-financed by IPAD between 2006 and 2008, shows that 31 % of the aid was allocated to support Integrated Development projects, 30% was devoted to the education/training sector and 22% attributed to projects in the Health sector.

Graph 8. Sectoral Distribution of DNGO Projects Co-financed by the IPAD (2006-2008)



Source: IPAD

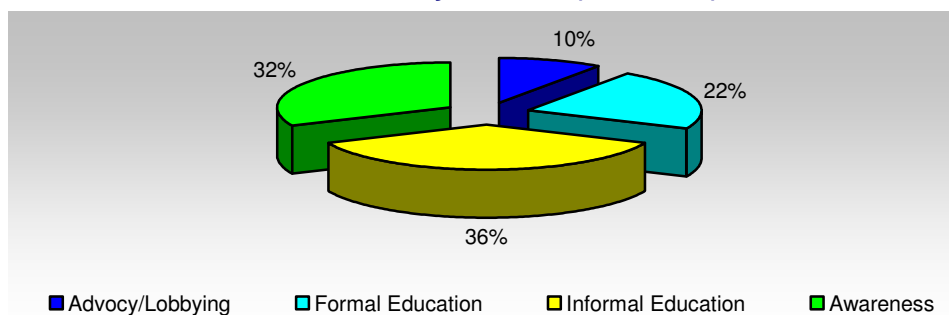
Besides the Line for Co-Financing of Development Co-operation Projects, IPAD directly supports projects carried out by DNGOs that are included in the bilateral programming, of which the following stand out:

- **Mozambique:** The “Cabo Delgado Coastline Rural Development” Programme (in Northern Mozambique) encompasses 3 projects: **i) Coastal Rural Support Programme (CRSP); ii) Entrepreneur Development Initiative (EDI); iii) Bridges to the Future (B2F).** This program is anchored in the creation and promotion of strong community organisations intended to grow around income-generating activities (given their incipient economic development) and in the improvement of basic social services (Education and Healthcare). This is a Programme co-financed by IPAD, among other international donors and private companies, and implemented by the Aga Khan Foundation.
- **Sao Tome and Principe:** The “Healthcare for All” project is an integrated intervention in primary and preventive healthcare, based on an intervention strategy focused on community needs, within the context of a public/private partnership between IPAD, the Ministry of Health of Sao Tome and the

Portuguese DNGO Instituto Marquês de Valle Flôr. The Sao Tome and Principe Ministry of Health, together with the DNGO, act as the project implementors. Communities are the target group, primarily the poorest and most vulnerable, with special attention given to women, children and the chronically ill.

Aside from this support, IPAD has created a Co-Financing Line for Development Education (DE) Projects, intended for DNGO projects, in accordance with the document "A *Strategic Vision for Portuguese Development Co-operation*"⁴¹. The projects approved have greater incidence in the areas of formal and informal education, social communication, youth, development professionals and researchers, and in awareness promotion among the general public. Between 2006 and 2008, 41 projects from 21 DNGOs were selected, for an amount totalling 2,412,554.44€, of which 35% were intended for informal Education projects, 30% for Awareness, 24% for Formal Education and 11% for Advocacy/Lobbying (Graph 9).

Graph 9. Sectoral Distribution of Development Education Projects Co-financed by the IPAD (2006-2008)



Source: IPAD

Also within the scope of DE, in particular within the framework of the promotion of MDGs awareness, several projects have been supported, in particular *Make Poverty History*, the *UN Millennium Campaign* and MDG Generation.

4.1.4. Universities and Scientific Institutions

Universities and Scientific Institutions promote co-operation in the domain of higher education and scientific research, establishing Scientific and Technical Co-operation Agreements for such purposes, as well as collaboration protocols with their peers in partner countries.

As for university co-operation, the agreed projects involve domains considered as priorities by partner countries' for the training of their national professionals, as defined in the PICs. The co-operation projects cover areas such as: Medicine, Justice, Law and Political Sciences, Portuguese Language, Agronomy and Natural Resources, Mathematics, Electronics, Telecommunications, Engineering, Environment, Hydraulics

⁴¹ The document states that *Development Education (DE)* is a constant educational process that favours social, cultural, political, and economic interrelations between the North and South, and promotes values and attitudes of solidarity and justice that are to characterise global, responsible citizenship. In and of itself it consists in an active learning process that is intended to promote awareness and mobilise society to fulfil the priorities of sustainable human development.

and Water Resources, and Tourism. These projects involve direct teaching, and, primarily, hands-on training with local teachers, evaluation and tutoring of students, support to the elaboration of programmes and manuals, support to curricular review processes to meet international norms in the framework of certification processes. They also aim at institutional capacity building and strengthening by developing the pedagogical and management skills of partner institutions, with recourse to Higher Education Technical Assistance.

In 2008, a number of projects were financed by IPAD and by the Camões Institute in the areas of training, the dissemination of the Portuguese language and the teaching of University courses. Universities carried out a number of other co-operation activities, of which the following stand out: inter-university co-operation projects between the Law Faculty of the University of Lisbon and the Faculties of Law of Eduardo Mondlane University (UEM) in Mozambique and of Agostinho Neto University (UAN) in Angola; co-operation between the High Institute of Economy and Management of the Technical University of Lisbon (ISEG) and the Faculty of Economics of UEM in Mozambique for the administration of Master's Degrees in Development Economy and Management; co-operation between the Law Faculty of the University of Lisbon and the Bissau Law Faculty in Guinea Bissau and the co-operation efforts made by the Portuguese Universities Foundation in support to the Timor-Lorosae National University. There is also a project being developed by the Faculty of Medicine of the University of Oporto in partnership with the UAN, the objective of which is to promote the improvement of quality and excellence in the FMUAN Education and Medical Training. The Faculty of Engineering of the Oporto University, for its part, provided technical support to post-graduate training in Environmental Engineering, specifically in the areas of Water Treatment, Wastewater Treatment, and Geo-environment, through training of the UAN's teachers/researchers and technicians.

Co-operation in scientific research is governed by general conventions or institutional protocols, based on a principle of autonomy, equality, and mutual benefit. Among main actors in 2008, the Scientific and Tropical Research Institute, which carried out 54 research projects, deserves a special mention. Besides a number of multi-sectoral studies, the sectors that benefitted the most were agriculture and environment.

These co-operation programmes between the Universities/Scientific Research Centres and their peers in partner countries have proved to be of great value, above all in the two following areas:

- Healthcare: success in the fight against poverty requires that the impact of large-scale epidemics on LDCs' populations is substantially reduced. This is a goal these partnerships have contributed to, through the identification and elaboration of plans for the prevention and control of contagious infectious diseases;
- Institutional Capacity Building: in view of the structural capacity deficit of partner countries' Administrations, the bulk of the efforts has been directed to modernizing the education institutions, specialising and qualifying their staff, and to carrying out studies essentially related to the survey and description of the natural and geomorphological resources of partner countries, as they constitute important public planning and investment instruments.

4.2. Portuguese Co-operation Management

4.2.1. Co-operation Budget

Regarding the Budget, the Development Co-operation Budgetary Programme (PO05) was created in 2004 and has operated as a budget instrument for planning and allocating funds to fulfil the commitments made by Portugal regarding official development assistance. This budgetary program is coordinated by the Ministry of Foreign Affairs through IPAD. The intention with this budget Programme was to allow for better coordinated and more predictable aid, a better knowledge of what each Ministry expects to spend, and lesser dispersion of funds that is often associated with a multiplicity of participants/executors. In its structure and form, the PO05 of 2006 was very similar to its predecessor in 2005. However, some changes have been introduced since 2004 which deserve a special note in terms of results.

The changes made to the PO05 since 2004 are testimony to its usefulness and to the importance it had for political decision-makers. In fact, this instrument has been continuously improved since its creation. The first large-scale change was the creation of Measure 3⁴², dealing with Technical/Military Co-operation, which allowed to properly frame the activity of traditional participants in Portuguese Co-operation, which until then was not completely reflected in the Programme. Improvements were not only made to the PO05's structure, but also to its coordination process, which allowed the broadening of the range of executors and the assimilation by them of practical procedures.

From budget year 2010, with the issuance of the General Budgetary Administration's Circular no. 1354 of November 27th, Programme PO05 – Co-operation for Development – will be replaced by Measure 03 – General Public Administration Services– External Economic Co-operation. This is a Measure cutting across all ministerial budget programmes, whereby Ministries will have to inscribe the funds they devote to co-operation, to be consolidated for the Development Co-operation Agenda.

The present budgetary model of Portuguese Co-operation still does not meet the goal of multi-annual budgeting, but there is an ongoing collaboration between IPAD and the Ministry of Finance in the preparation of a new form of budgeting, still in the pilot phase, to implement the Portuguese Government's new plan for Programme-based State Budgeting (OE). This new budgeting framework began in 2008, but in 2010 it continues to operate in parallel to traditional budgeting. The objective of Programme Budgeting is to move away from the traditional State Budget elaboration – which is focused on the resources used – and instead to adopt a model focused on the socio-economic impacts or effects that the Government intends to achieve with a particular policy. In this context, the preparation of the State Budget, as a budget for the activities to be carried out each year, should contain information about the recent performance of each Programme, a practice internationally acknowledged as being able to increase the quality of public spending. This new methodology also implies the definition of more specific objectives and goals on a multi-annual basis,

⁴² This Measure was added to the already-existing Measure 1 – *Co-operation for Development* and Measure 2 – *Technical/Scientific Co-operation*.

requiring the allocation of the respective financial support resources for that same time frame. Thus, it is hoped, the new fiscal year will contribute to innovative scheduling, planning, and structuring of development co-operation, and may prove to be an opportunity to eliminate some of the dispersion observed in the execution of the development aid budget.

4.3. Monitoring and Evaluation

IPAD carries out a **monitoring** of the projects that it co-finances, both regarding its technical and financial implementation. The terms of this monitoring are established in the Agreements signed between the parties (promoter, executing and co-financing entities), which provides the framework for the co-financing. The new PICs, which have been elaborated since 2006, already include a grid defining the general and specific objectives, and the corresponding indicators.

Technical implementation is monitored by IPAD via the reports usually provided quarterly by the implementing entity, elaborated in compliance with a model annexed to the agreement, in which the previously defined project monitoring indicators must be included. For large-scale projects, on-site monitoring missions are also planned for purposes of checking on the implementation of project activities, to take place when project activities so permit. For projects of greater dimension (co-financing greater than 500,000 €) there is also an evaluation at the end of the project implementation.

Regarding financial execution, IPAD monitors and oversees the execution process by means of expenditure statements forms and their respective expenditure supporting documents⁴³. For projects of greater dimensions an audit is also required, for which a corresponding report must be sent to IPAD, elaborated in compliance with Review/Audit Directive 930 for the Co-operation and Public Aid for Development Programme (PROCAD) issued by the Order of Chartered Accountants (2007)⁴⁴.

The monitoring of projects on the ground is an important aspect deserving special mention. The reinforcement of the human resources posted in partner countries, as mentioned in point 4.1, allows IPAD to have a better oversight of co-operation programmes/projects, through joint action by Headquarters and by the Embassy co-operation services. This monitoring takes place not only through visits to the locations where the programmes/projects are being implemented, but also through the participation in local meetings with the implementors.

It is also important to point out that, for large-scale projects, there is a pilot experiment involving the implementation of Strategic Monitoring Commissions (CAE), for example in the projects “Support for the Creation of a Health Research Centre” and “Saber Mais” (Know More), both in Angola. The CAE is a structure of a strategic nature with a limited timeframe, created for the purpose of following-up the preparation and implementation processes of a given project. Its members are representatives of the

⁴³ Only copies: the original proof of expenditure documents should be previously stamped, with mention made of IPAD financing, also including the Project name, the amount financed, and the document serial number.

⁴⁴ Available at: <http://infocontab.com.pt/download/DRA/DRA930.pdf>

project's promoters and key partners, and its missions involve, inter alia, the definition of the strategic action plan, the monitoring of project activities and proposing any necessary improvements.

Regarding **evaluation**, the Strategic Vision states that *IPAD's evaluations should deal not only with ongoing programmes and projects but also with the effectiveness of its role in coordinating different activity sectors*. Portuguese Co-operation has sought to incorporate the new instruments elaborated by the international *fora* on evaluations, namely within the scope of the DAC and EU Evaluation Network.

The creation of a culture of evaluation, not only at IPAD but among all the participants in Portuguese Co-operation (sectoral Ministries, local governments, civil society, the private sector, and other partners in Portugal and in the delegations on the ground), is considered one of the priority objectives of Portuguese Co-operation. To meet this objective, the dissemination of the evaluation reports' results was adopted as standard practice (by publishing them on IPAD website and by holding workshops), as was the circulation of evaluation related materials, such as those from training activities and other technical documentation, as well as the publication of the norms and directives themselves.

IPAD is the organisation responsible for the evaluation of all of Portuguese Co-operation. Since the last DAC Peer Review, in 2006, the mission and responsibilities of IPAD's Evaluation Unit (GAAI) have been expanded. Beyond making evaluations, it became responsible also for a new area within the institution, internal audit, for the purpose of improving organisational performance. This Unit is placed under the direct authority of the President of IPAD.

The evaluation Programme has focused on the macro level, specifically on country and sector evaluations, as was the case of the evaluations of: the Angola and Mozambique PICs and of the Scholarships Policy (2006); the Timor-Leste and Sao Tome PICs (2007); the Co-operation with Cape Verde (concluded in 2008); the three interventions in the Guinea Bissau Education sector (2008); and the PALOPs' Statistics sector in 2009 (Table 11). An evaluation is now being made of the support to PALOPs' Justice sector.

Table 11 – Evaluations performed and ongoing since 2006

Evaluation	Start	End
Angola PIC (2004-2006)	2005	September 2006
Mozambique PIC (2004-2006)	2005	August 2006
Timor-Leste PIC (2004-2006)	2005	January 2007
“Healthcare for All” Project (2005-06)	2007	September 2007
S. Tome and Principe PIC (2005-2007)	2007	September 2007
Portugal-Cape Verde Co-operation (2002-07)	2007	December 2007
Three Interventions in the Guinea Bissau Education Sector (2000-07)	2007	March 2008
Development Days	2008	July 2008
Statistics - PALOP (1998-2008)	2008	December 2009
PALOP Justice Sector (2000-09)	2008	Ongoing
Development Days 09	2009	July 2009
Mozambique PIC (2007-09)	2009	Ongoing
PRLP - Timor-Leste (2003-09)	2009	Ongoing
Technical-Police Co-operation with Cape Verde (2007-09)	2009	March 2010
Angola PIC (2007-2010)	2010	Ongoing
Guinea Bissau PIC (2008-2010)	2010	Ongoing
Timor-Leste PIC (2007-2010)	2010	Ongoing

Source: IPAD

The first steps are being given in the creation of a culture of evaluation in Portuguese Co-operation. In some sectoral Ministries, the evaluation function has begun to be seen as part of their normal operating cycle. For instance, in 2009 the Ministry of Finance undertook a mid-term review on the progress of one of its primary co-operation programmes – the PICATFin – with the PALOPs, to readjust the ongoing Programme. Also in 2009, the Ministry of Internal Affairs requested that IPAD carry out a joint evaluation of the Technical-Police Co-operation Programme in Cape Verde, to prepare for the next programming cycle.

The evaluation’s function does not end with the production and dissemination of the reports. It has been a concern of IPAD to ensure that there is a follow up of conclusions and recommendations of the evaluations made by the different actors in Portuguese Co-operation. The Recommendations and Follow-up Sheets, published in the GAAI’s Annual Report, allow for an evaluation of the degree to which the recommendations have been accepted and to what extent they have been taken on board, not only by IPAD’s services, but by other actors as well. As an illustration, it should be noted that certain modifications in the present PICs, compared to the previous ones, are the result of evaluations that took place in the meantime. The same happened with the Scholarship policy and Portuguese Co-operation’s intervention in the Health and Education sectors in S. Tomé and Príncipe.

In 2007 the guidelines regarding the Evaluation Policy were finished, as was the *Evaluation Guide*⁴⁵, both available on IPAD’s website. The existence of reference documents on evaluation in Portuguese is a priority for IPAD, and thus the GAAI has provided support for the translation of *Europeaid’s Evaluation Methodology*⁴⁶ in 2008 and of DAC/OECD reference documents.

⁴⁵ Available at: http://www.ipad.mne.gov.pt/images/stories/Avaliacao/guia_avaliacao_09.pdf

⁴⁶ Available at: http://ec.europa.eu/europeaid/evaluation/methodology/foreword_pt.htm

Since the last Review, the *DAC Evaluation Quality Norms*⁴⁷ have been translated into Portuguese, and they have been incorporated in evaluation processes. Furthermore, the *Norms for avoiding conflicts of interest within the evaluation process*⁴⁸ and the *Directives for the dissemination and assimilation of knowledge gained from evaluations*⁴⁹ were also elaborated and approved by the management.

In terms of joint evaluations with other donors, to date Portugal has participated in two: the General Budget Support (GBS) evaluation, within the OECD/DAC framework, and the 3Cs (coordination, coherence and complementarity) evaluation within the EU framework. Nevertheless, involvement in these kind of evaluations supposes the availability of resources (human and financial), and this has limited a deeper involvement. On the other hand, joint evaluations only make sense when their programming and implementation are also carried out jointly (as was the case for Budget Support to Mozambique). The limited number of partner countries (PALOP and Timor-Leste) and the working language (Portuguese), have also hampered a deeper involvement in these kind of evaluations.

The development of evaluation capacity in partner countries is a concern for Portuguese Co-operation. In 2007, there was a seminar on evaluation in the European Union⁵⁰ and in 2009 a mini-IPDET seminar (*International Programme for Development Evaluation Training*)⁵¹ took place, both in Lisbon. This allowed not only the training of Portuguese evaluators, but also of evaluators from Portuguese Co-operation's partner countries. In December 2007, a seminar on the project cycle, including an evaluation module, was held in Guinea Bissau, for professional staff from local Ministries.

In the light of the *Paris Declaration* and the AAA framework, Portugal is aware of the importance of creating local evaluation capacity. Apart from providing training, it has also involved local evaluators in the evaluation teams⁵². Currently, it is seeking to carry out, together with local authorities, joint evaluations of the PICs ending in 2010. Invitations to carry out joint evaluation exercises were thus sent out for the PICs of Angola, Guinea Bissau and Timor-Leste.

⁴⁷ Available at: http://www.ipad.mne.gov.pt/images/stories/Avaliacao/normas_CAD.pdf

⁴⁸ Available at: http://www.ipad.mne.gov.pt/images/stories/Avaliacao/Normas_Conflito_Int.pdf

⁴⁹ Available at: http://www.ipad.mne.gov.pt/images/stories/Avaliacao/Directrizes_Divulgacao_Assimilacao.pdf

⁵⁰ See: <http://www.ipad.mne.gov.pt/images/stories/Ficheiros/Aval/agendaseminario.pdf>

⁵¹ See: <http://sites.google.com/site/miniipdetlisboa2009/>

⁵² The ToRs for the evaluations clearly state the importance of having local consultants on the evaluation teams. Local partners have been put on evaluation teams for internal evaluations as well.

5. Aid Effectiveness

Portuguese Co-operation has taken on the commitment of making aid more effective, with a view to poverty reduction and development of partner countries. The measures that have been taken originate in commitments Portugal has taken on internationally, in particular in:

- The UN Millennium Summit (2000);
- The Conference on Financing for Development (Monterrey, 2002);
- The Aid Effectiveness *fora* of Rome (2003), Paris (2005) and Accra (2008).

These measures were primarily expressed in **Portugal's Aid Effectiveness Action Plan** (2006)⁵³, a document that was subject to a progress evaluation in 2008 (*Aid Effectiveness Progress Report*⁵⁴).

Later, and following the adoption of the *Accra Agenda for Action* in 2008 (III High Level Forum on Aid Effectiveness), Portugal renewed its **Aid Effectiveness Action Plan – from Paris to Accra**, on the basis of the results of its previous Action Plan and of the OECD/DAC Survey on Aid Effectiveness, as well as of the commitments made in Accra and the additional goals set by the EU.

In view of the upcoming IV High Level Forum on Aid Effectiveness and the evaluation of the implementation of the Paris Declaration, both to take place in 2011, Portugal will continue its efforts towards a greater concentration of aid, the rationalisation of flows and the implementation of a results-based management, in order to increase Portuguese Co-operation's effectiveness and improve the impact of its development assistance.

5.1. Ownership

Partners' development ownership and leadership will only be possible with duly qualified people and institutions; for this reason, in countries with weak structures, Portuguese Co-operation directs its aid towards the areas of Finance, Justice, Security, Education, and Health, among others.

Regarding the partners' capacity development, it is important to underline that the training of local human resources is a major objective of the Technical Co-operation provided by Portuguese Assistance, so that partner countries can be able not only to perform their functions but also to administrate new training. In this area, certain successful cases stand out, such as: the technical/police co-operation, where local human resources are now contributing to training programmes; Justice, where Portuguese Co-operation channels its aid to the reinforcement of the technical capacities of the partners' Ministries of Justice; co-operation in matters of public finance and statistics in PALOPs and Timor-Leste; and Portuguese Language Consolidation projects; Rural Development assistance; the Distance Learning Centre and the Employment

⁵³ This was preceded by *Portugal's Plan of Action for Harmonisation and Alignment*, following the I High Level Forum on Aid Effectiveness (Rome, 2003).

⁵⁴ Available at: http://www.ipad.mne.gov.pt/images/stories/APD/Rel_Eficacia_Ajuda_Jul2008.pdf

and Training Centre of Tibar, in Timor-Leste, where the number of local technicians in management and coordination functions is now greater than the number of Portuguese technicians providing assistance.

This capacity building is not limited to the central level, but it is also directed towards local entities, as there is a concern for the decentralisation of aid to civil society associations and to the private sector, among others.

It is also important to recall that the Indicative Co-operation Programmes (Programas Indicativos de Cooperação - PICs), which are co-signed with each partner country, result from a consultative process between Portugal and its partners. In the same vein, the evaluation of the PICs is made with the partners' deep involvement.

5.2. Alignment

In its PICs, Portuguese Co-operation has taken into account the development objectives identified by its partners in their Poverty Reduction Strategy Papers (PRSPs) or similar documents. This means alignment with the objectives of those Strategies, with their time frames (3-4 years), as well as with their procedures, processes and local practices whenever possible.

Since Technical Co-operation (TC) plays an important role in our development assistance, there is a clear goal of providing it in a **transparent** manner and in **response** to the needs and **requests** formulated by partners. Whenever possible, local or regional TC is used, or even Triangular Co-operation. For this reason, our major concern regarding TC financing is the creation of local sustainability, as has happened with the technical-police co-operation mentioned above, where local trainees are becoming trainers.

Portuguese Co-operation is also increasingly using partners' systems, as follows:

- It does not make use of Project Implementation Units parallel to local structures.
- Aid has been increasingly registered in partners' Budgets ("on-budget"), in order to facilitate planning and programming;
- There has been greater use of Programme based approaches, such as: Direct Budget Support and support to Sectoral Programmes (SWAP - *Sector Wide Approach*), as the Education Sector Support Fund (FASE) and the Common Statistics Fund in Mozambique;
- There are no requests for financial or auditing reports different from the partners' existing national reports;
- Accountability for conducting public procurement for aid projects, and the subsequent acquisition of goods and services, is led by partners whenever possible; this is also the result of putting into practice the DAC recommendation on untying of aid to LDCs.
- Since a total alignment is not possible in many cases due to the fragility of partner countries' institutions, there has been a "partial alignment" with those countries' systems.

Since 2005, as facilitator for Guinea-Bissau, Portugal has also participated in the OECD/ DAC exercise aimed at identifying *Principles for Good International Engagement in Fragile States*, based on a long-term aid perspective and allowing for an increased effectiveness in institutional capacity building in those countries.

5.3. Harmonisation

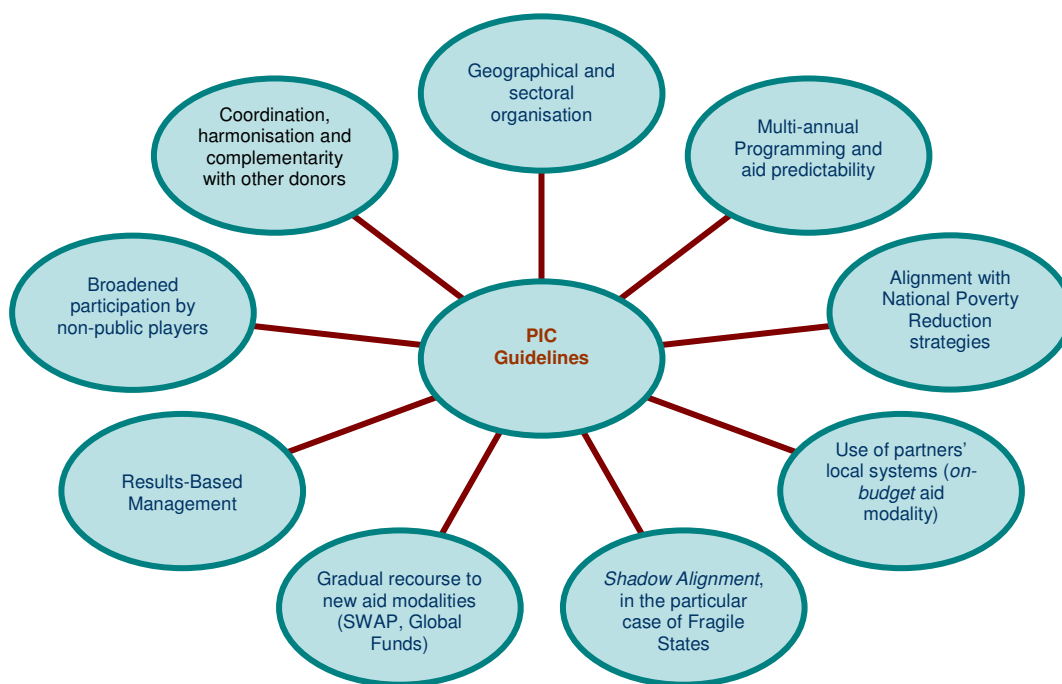
Portuguese Co-operation has carried out a simplification and harmonisation of practices and procedures for the granting of external aid, and has participated with other donors in a larger number of joint initiatives:

- As for the first, in the context of the revision of the EU *Common Framework for Country Strategy Papers*⁵⁵, Portuguese Co-operation prepared a guidance document entitled *Guidelines for PICs*⁵⁶, which aims at using a common format in accordance with the Community programming framework (Figure 2). Since then, preparatory work for the PICs in Angola 2007/2010, Cape Verde 2008/2011, Guinea-Bissau 2008/2010, S. Tomé and Príncipe 2008/2011, Mozambique 2007/2009 and Timor-Leste 2007/2010 followed this common framework. This adaptation of the PICs is considered a “first step” towards new advancements in the division of labour with our European partners.
- On the participation in joint initiatives, we refer to existing evaluations and diagnostic studies, such as Portugal’s Participation in the evaluation of General Budget Support (GBS) in the context of the OECD/DAC.

⁵⁵ Available at: http://ec.europa.eu/development/icenter/repository/Framework_CSP_2006_en.pdf

⁵⁶ Available at: <http://www.ipad.mne.gov.pt/images/stories/Publicacoes/linhas%20orientacao%20pic.pdf>

Figure 2. New Guiding Principles of the Portuguese Co-operation



Source: IPAD

On May 15th, 2007, the EU General Affairs and Foreign Relations Council adopted the EU *Code of Conduct on Complementarity and the Division of Labour in Development Policy*⁵⁷. Portugal has been particularly involved in implementing the EU Code, particularly in Mozambique, through the EU *Fast Track Initiative*⁵⁸, and in Cape Verde where, in its capacity of local Presidency of the EU, Portugal has promoted a debate on the document with Cape Verdean authorities.

Portuguese Co-operation is in fact committed to the geographical concentration (50-80% in the PALOPs and Timor-Leste), and to sectoral concentration (active participation in a maximum of 3 sectors in each partner country) of resources. A DAC Survey of Aid Allocation Policies and Indicative Forward Spending Plans⁵⁹ for 2005/2006 uses, as measure of geographical concentration, a ratio comparing the percentage of programmable aid that each donor provided to each of its partners with the donor's share in total programmable aid. The larger the number of partners with a percentage higher than the donor's share the more concentrated is the donor's co-operation programme. The Survey concluded that only 8 out of the 23 members of the DAC had a concentration level higher than 50%, one of which being Portugal.

Still on the *Code of Conduct* issue of geographical concentration, and keeping in mind the need to avoid creating or perpetuating aid "orphans", Portugal has played an important role in encouraging the involvement of other donors, both multilateral and bilateral, in Timor-Leste and has been engaged in keeping Guinea Bissau on international agendas.

⁵⁷ Available at: <http://register.consilium.europa.eu/pdf/en/07/st09/st09558.en07.pdf>

⁵⁸ An exercise coordinated by the EC with the participation of Portugal, the Netherlands, Ireland, Denmark, Germany, Italy and France.

⁵⁹ Available at: <http://www.oecd.org/dataoecd/37/20/40636926.pdf>

With respect to the *Code of Conduct* guidelines regarding Delegated Co-operation, the EC Delegation in Maputo, after consultations and with the favourable opinion of the Mozambican Authorities, has identified Portugal as the strategic partner, with all the management responsibility, for the implementation of the Security Sector Support Programme in Mozambique (2010-2012). Contributing to this process was IPAD's certification, as an accredited entity for managing European Commission funds. The Programme will have a financial envelope of 7 M€ for 3 years and includes the "Reinforcement of the Rule of Law" package, the implementation of which will begin in 2010. In Cape Verde, Portuguese Co-operation's bilateral project "Migrant Support Centre in the Country of Origin – CAMPO", which begun in 2007, was considered as an example of good practice by the European Commission, having developed into a joint project for Cape Verde Capacity Reinforcement regarding Labour Migration and Return Management (EC/Portugal/Spain), to be implemented by IPAD between 2009 and 2011. In Timor-Leste the process of delegating authority to Portuguese Co-operation by the EU has already begun in the following areas: Rural Development, Justice and Assistance to the Media.

Portugal is yet to establish and develop the principles for the delegation of its co-operation to other donors, but future guidelines for the "Division of Labour and Complementarity", in the light of the EU *Code of Conduct*, are expected to define the modalities for future exercises of delegation of national co-operation.

In this context, in 2009 a document with *Portugal's Self-Evaluation on the Implementation of the EU Code of Conduct*⁶⁰ was prepared with the objective of analysing the efforts of the Portuguese Co-operation in matters of coordination and complementarity. To this end, the document identifies countries where Portugal's comparative advantages lay and sectors where it can show a value added in relation to other EU donors.

5.4. Management for Results

There has been a growing concern about partners' institutional capacities (in statistics, justice, internal security, among others) for promoting and adopting results-based management instruments. To this end, Portugal recently carried out an evaluation of the statistics sector in the PALOPs.

In accordance with the principle of managing for results, Portugal has participated, since 2004, in the group of donors providing Budget Support to Mozambique. In this group, Portugal is involved in the annual definition of a matrix of indicators and targets to be attained in the next year by the Government and the donors (Performance Evaluation Framework – Quadro de Avaliação do Desempenho – QAD), in accordance with Mozambique's National Strategy and sectoral programmes. The priorities and challenges to be included in the Government's Plan and Budget for the next year are also discussed, and the Government's budgetary performance for the year being analyzed is evaluated. Since 2008, Portugal has also participated in the Joint Mission (meeting twice a year), which involves all the Partners in budgetary aid to Cape Verde, and is aimed at monitoring and evaluating the execution of the Growth and Poverty Reduction Strategy. This is made both

⁶⁰ Available at: http://www.ipad.mne.gov.pt/images/stories/APD/Div_Trab_AutoAval_VF.pdf

at macro-economic and sectoral level, on the basis of a general matrix and sectoral matrices, in particular the one regarding Security, a sector monitored by Portugal within the scope of its budgetary aid.

Management for results is also a major issue for Portuguese Co-operation at head-quarters level. Through the elaboration of the Accountability and Evaluation Framework, each IPAD department is subject to an evaluation. In this Framework, in light of the objectives set by IPAD and approved by the Ministry of Foreign Affairs, measurable indicators are defined in order to facilitate the evaluation process and the continued improvement of the Institute.

5.5. Mutual Accountability

For mutual accountability, Portugal provides regular information to partner countries, whenever requested, concerning its annual disbursements. In particular, it provides: updates to the ODAmoz database (*Official Development Assistance to Mozambique*) with information on disbursements to Mozambique; information to Timorese authorities concerning ongoing projects in view of the preparation of their Combined Sources Budget; and information to Angola for the updating of the EU donors Matrix on bilateral co-operation (ODA), where priority projects and intervention areas are identified. With these initiatives, Portuguese Co-operation seeks to contribute to the improvement of the quality of aid and its impact on beneficiary countries, allowing for effective ownership and working towards the achievement of the MDGs. Regarding the Division of Labour, our Embassies are prepared and committed to participate in debates on the Division of Labour initiatives in partner countries, and to report to headquarters the developments in this matter.

Portuguese Co-operation also ensures multi-annual programming (PICs), prepared with each partner country in accordance with the timeframe for its Development Strategy, allowing the partner to be informed on aid flows which will be made available, so that these can be taken into account in the elaboration of the partner's State Budget.

Progress in these areas is also subject to accountability, in particular through: the Portuguese Co-operation's Progress Reports regarding Aid Effectiveness; the participation of Portugal and 2 partner countries in the OECD/DAC Survey; and the "One-Paper" submitted to the OECD/DAC regarding the progress made in the implementation of the AAA.

6. Special Issues

6.1. Capacity Development

6.1.1. International Context

Since 2005, Capacity Development has become an important issue for donors and partners, in the pursuit of aid effectiveness and the achievement of the MDGs, with a view to working towards absolute poverty reduction. In 2006, the OECD/DAC elaborated the document *“The Challenge of Capacity Development – Working Towards Good Practice”*⁶¹, which states that the success of capacity development depends to a large extent on the quality of the partners’ institutions and is related to good governance. Therefore, the ownership of capacity development initiatives by partner countries and their institutions is very important.

The Accra Agenda for Action, adopted at the III High Level Forum held in 2008, reinforced the importance of capacity development defining a set of 3 essential measures: **i)** the identification, by partners, of areas requiring capacity building; **ii)** a demand-driven, approach where support from donors should respond to requests by the partner country; **iii)** developing countries and donors should work together to promote operational changes that make support for capacity development more effective.

6.1.2. The Portuguese Co-operation Approach

In PALOP and Timor-Leste, the shared historical and cultural ties have provided for an institutional and legal framework which is quite close to the Portuguese one, favouring Portugal’s comparative advantage in this area as compared to other donors – above all, a common language facilitates its support in education, training and institutional capacity development. Underlying this support is an integrated and interdependent approach with three levels of engagement: **i)** at individual level (education and training); **ii)** at organisation level (restructuring, reform, strengthening of the management system); **iii)** at the “enabling environment” level (institutional framework, salary system, promotions, cultural context). Good practice recommends a holistic approach, reconciling requests with the response capacity. On the other hand, capacity development also takes place on different geographical and administrative levels (national, regional and local). The interaction between different levels and different actors (governmental, private sector, and civil society) provides the momentum to pursue capacity development in a given partner.

A number of Portuguese Co-operation’s partners have fragile structures/institutions. This largely determines the sectors for co-operation, as in Guinea Bissau, Sao Tome and Principe or Timor-Leste. Thus, a large part of aid flows are channelled to capacity development and institution building, in order to reinforce the partner’s competence in formulating and implementing policies, as well as the capacity of response of its institutions. This is crucial for improving development *ownership*.

⁶¹ Available at: <http://www.oecd.org/dataoecd/4/36/36326495.pdf>

In accordance with the above mentioned international recommendations, Portugal seeks to ensure that capacity development is based on the needs and priorities identified by partner countries and is integrated in their development strategies and programmes, since capacity is an essential condition for partners to take the leadership of their development processes and move in the direction of greater ownership, autonomy and sustainability.

A medium-term perspective has also been adopted, giving primacy to multi-annual programmes – as it is the case of the Integrated Public Finance Co-operation and Technical Assistance Programmes (PICTAFin)⁶², technical/police and technical/military co-operation programmes, the justice support programme, programmes supporting Public Administration reform, and education programmes, among others – which tend to coincide with the PICs' timeframes. These are areas where Portuguese Co-operation can take on a leading role, promoting a sectoral approach with other donors, particularly EU donors. Partner countries with few donors in these areas can be seen as a window of opportunity to anchor donors' interventions in a common framework for joint action (Guinea Bissau, Sao Tome and Principe, Timor-Leste).

Table 12 shows the sectoral distribution of the Technical Co-operation supplied by Portuguese Co-operation in the context of bilateral ODA. Between 2006 and 2008, the largest volume of ODA went to Infrastructure and Social Services, representing on average about 91% of the Technical Co-operation provided in the period. In this sectoral group, the Education sector (nearly 42 M€ in 2008, or nearly 39 %) and the Government and Civil Society sector (nearly 41 M€ in 2008 or 38%) stand out. The former concerns particularly teachers' training, while the latter includes technical/police co-operation projects, justice, central administration team training, and participation in peacekeeping missions, in particular as part of the United Nations missions (examples include re-establishing basic social infrastructure, support for electoral processes, reconstruction of motorways and airports, etc).

⁶² For the 2007-2011 period, they are being executed in Angola, Cape Verde, Guinea-Bissau and Sao Tome and Principe.

Table 12. Sectoral Distribution of Technical Co-operation within the Framework of Bilateral ODA (2006-2008)

Thousands €

Sectors	2006	%	2007	%	2008	%
I SOCIAL INFRASTRUCTURE AND SERVICES	83.002	89,2%	101.527	90,5%	98.761	91,8%
110 EDUCATION	42.134	45,3%	44.133	39,4%	41.805	38,9%
120 HEALTH	1.309	1,4%	1.224	1,1%	1.790	1,7%
130 POPULATION POLICIES	6	0,0%	0	0,0%	116	0,1%
140 WATER AND SANITATION	183	0,2%	436	0,4%	99	0,1%
150 GOVERNMENT AND CIVIL SOCIETY	25.023	26,9%	43.361	38,7%	40.834	38,0%
160 OTHER SOCIAL INFRASTRUCTURE AND SERVICES	14.347	15,4%	12.373	11,0%	14.117	13,1%
II ECONOMIC INFRASTRUCTURE AND SERVICES	2.527	2,7%	2.061	1,8%	1.297	1,2%
210 TRANSPORT AND STORAGE	943	1,0%	554	0,5%	205	0,2%
220 COMMUNICATIONS	1.121	1,2%	751	0,7%	470	0,4%
230 ENERGY GENERATION AND SUPPLY	0	0,0%	0	0,0%	8	0,0%
240 BANKING AND FINANCIAL SERVICES	378	0,4%	514	0,5%	614	0,6%
250 BUSINESS AND OTHER SERVICES	85	0,1%	242	0,2%	0	0,0%
III PRODUCTION SECTORS	1.600	1,7%	1.388	1,2%	1.937	1,8%
311 AGRICULTURE	807	0,9%	1.020	0,9%	1.581	1,5%
312 FORESTRY	38	0,0%	60	0,1%	61	0,1%
313 FISHING	26	0,0%	4	0,0%	3	0,0%
321 INDUSTRY	69	0,1%	0	0,0%	70	0,1%
322 MINERAL RESOURCES AND MINING	94	0,1%	27	0,0%	92	0,1%
323 CONSTRUCTION	361	0,4%	0	0,0%	0	0,0%
331 TRADE POLICY AND REGULATIONS	43	0,0%	33	0,0%	0	0,0%
332 TOURISM	162	0,2%	244	0,2%	130	0,1%
SECTORAL TOTAL	87.129	93,7%	104.976	93,6%	101.995	94,8%
400 MULTISECTOR/CROSS-CUTTING	5.872	6,3%	7.178	6,4%	5.557	5,2%
500 COMMODITY AID AND GENERAL PROGRAMME ASSISTANCE	0	0,0%	0	0,0%	0	0,0%
600 ACTION RELATING TO DEBT	0	0,0%	0	0,0%	0	0,0%
700 HUMANITARIAN AID	0	0,0%	0	0,0%	0	0,0%
910 ADMINISTRATIVE COSTS OF DONORS	0	0,0%	0	0,0%	0	0,0%
920 SUPPORT TO NGO	0	0,0%	0	0,0%	0	0,0%
930 REFUGEES IN DONOR COUNTRIES	0	0,0%	0	0,0%	0	0,0%
998 UNALLOCATED/UNSPECIFIED	0	0,0%	0	0,0%	0	0,0%
GRAND TOTAL	93.001	100,0%	112.154	100,0%	107.552	100,0%

Source: IPAD

Capacity development interventions by Portuguese Co-operation are defined with a view to maximise learning at each level of capacity development: individual, organisational and “enabling environment”. Since it is a long-term, non-material process, it takes time to obtain tangible results. Thus, monitoring and evaluation have a fundamental role in it, and should focus on the intended results and impacts so that lessons learnt can be integrated into the programme management and future interventions. In the context of management for results, the measurement and evaluation of support for capacity development is a big challenge. In addition, the strategic elements that are part of the capacity development process, such as the feeling of trust, motivation, concern, creativity and the cooperative spirit, are difficult to quantify. Consequently, measuring and evaluating this is a true challenge for those involved in supporting capacity development.

Thus, as already mentioned, Portugal has prepared Guidelines for co-operation projects and programmes related to Capacity Development in the light of international guidance in this area.

6.2. Security and Development

During the Portuguese Presidency of the EU, in 2007, Portugal played an important role in the discussion and adoption of Conclusions by the EU Council on fragile situations and on security and development. These represented a political agreement on the need for the Union's strategies and policies to ensure a greater coherence and coordination in the link between development and security.

As indicated above, most of the recipients of Portuguese ODA are in a post-conflict and/or fragile situation. They are countries with weak institutional and governmental structures, facing constraints at the level of administrative capacities and development management. Therefore, the *Paris Declaration* approach needs to be adapted to these contexts. Ownership improvement requires support to the consolidation of the Rule of Law, to the effective operation of institutions and to the reinforcement of democratic structures. These areas have been considered a priority for Portuguese bilateral ODA. Part of the success of our engagement in these States arises from an improved collaboration between different agents and instruments, in particular those in the area of security and development.

In July 2009, the Portuguese Government adopted a *National Security and Development Strategy*⁶³, which responded to the need for greater political responsibility and accountability, as well as for greater efficiency and coherence regarding the objectives and results of Portugal's international engagement in fragile situations in partner countries. Its specific goals are:

- Promoting greater coherence and coordination in Portugal's engagement in overall external activities regarding Security and Development;
- Identifying the existing mechanisms and instruments, and creating new ones, allowing for more integrated programming and action in the co-operation with countries in a situation of fragility;
- Promoting the systematisation of good practices and the sharing of information between actors in matters of security and development, at headquarters and in the field;
- Improving political dialogue with Portuguese and local civil society networks having a useful knowledge of the realities in question;
- Deepening interaction with international partners in this domain.

This Strategy seeks the elaboration of Action Plans. Having identified those partner countries where the security/development disequilibrium has undermined the consolidation of the Rule of Law and the fight against poverty, the Strategy sets as a priority an Action Plan on Security and Development for Guinea Bissau. This is now being elaborated. The objective of the Plan is a greater coherence between the Portuguese policies in support of security and development, as well as between these and the policies of other donors. The operationalisation of this Strategy will be integrated into the next programming framework,

⁶³ Available at: <http://dre.pt/pdf1sdip/2009/08/16500/0560305608.pdf>

which, like the current one, will be aligned with the timing of the Guinean Poverty Reduction Strategy⁶⁴ and of other sectoral documents. Preparations are under way for the elaboration of Action Plan on Security and Development for Timor-Leste as well.

Support for the security sector in Guinea Bissau has been framed by two Guinean strategic planning documents: the *Operational Plan for Fighting Drug Trafficking in Guinea Bissau* and the *Strategic Document for the Reorganisation and Modernisation of the Defence and Security Sector*. The main bilateral projects in the sector, for technical assistance to the Judiciary Police, technical/police and technical/military co-operation, have supported the revision of the sector legislation with a view to the consolidation of the reform principles, and, simultaneously, the multidisciplinary training of employees, including notions of Constitutional Justice and fundamental rights, which have resulted in a greater involvement and participation of the interested parties.

On the basis of the document *A Strategic Vision for Portuguese Co-operation*, Portugal's contribution to the reinforcement of human security in States with fragile institutions is based on two aspects: engagement in poverty reduction, in particular in the achievement of the MDGs, and participation in the reform of the security sector, given the linguistic, cultural and juridical proximity between the donor and beneficiary systems of defence and internal security. To this end, projects related to the security and development area are oriented towards the organisation and capacity building in training units and establishments, to specialised training in Portugal, including the training of trainers, as well as to the reinforcement of state institutions which are responsible for internal security and law implementation. These include the public security forces, the migration and border services and criminal investigation services, in matters of organisation, methods and training, as a means of consolidating internal stability and reinforcing an environment of security and trust.

Recognising that security is a multidimensional phenomenon with a direct influence on the development sphere, Portuguese Co-operation has agreed to select the security sector as its budgetary aid follow-up sector in Cape Verde, as has the European Commission, thus searching for the complementarity and harmonisation of positions between Portugal and the EC. Also in Cape Verde, the technical/police Co-operation Programme, which has been developing since 2006, should be mentioned. Within the scope of this Programme, the Technical Assistance provided in 2008 by the Portuguese Ministry of Internal Affairs to its peer in Cape Verde stands out; from this TA resulted the *Strategic Internal Security Plan* for the 2009-2011 period, which was approved by the National Assembly and aims to "establish an Integrated System of Internal Security" in Cape Verde.

Although the Portuguese participation in peacekeeping operations has been carried out within the activities of the security and defence organisations that Portugal is part of, within the UN mandates, the Strategy still takes into consideration the nationally-established principles for participation in such organisations. The

⁶⁴ The National Poverty Reduction Strategy document covered initially the period 2006-2008. It was extended to 2010, and we await the presentation of a new document. The Portugal – Guinea-Bissau PIC covers the period 2008-2010.

challenges of security cannot continue being addressed merely by means of security instruments; it is necessary to use a broader and concerted set of political, economic, and social tools. It is in this context that our participation in security organisations takes place: UN, NATO, EU and Organisation for Security and Co-operation in Europe (OSCE).

The National Action Plan for the Implementation of UNSC Resolution 1325 (2000) on Women, Peace and Security (2009-2013)⁶⁵ was approved by Resolution of the Council of Ministers on the 13th of August, 2009. These Resolutions created an international political basis for addressing gender as a cross-cutting issue in the prevention, management and resolution of armed conflicts, and in all the phases of the peacebuilding process. Women are to be considered both as victims and actors of change. This is the recognition of the specific impacts that contemporary wars and insecurity situations have on the lives of women, girls, and children worldwide, and of the efforts developed to fight and minimise them. This National Action Plan includes a co-operation part.

The Guidelines on Security System Reform (SSR) and Governance and the OECD/DAC SSR Handbook were translated into Portuguese and publicised in the websites of the Ministry for Foreign Affairs and the Ministry for Defence; they are being used as manuals for training actions led by the Ministry for Defence.

⁶⁵ Available at: <http://dre.pt/pdf1sdip/2009/08/16400/0557705585.pdf>

Appendix 1: Matrix for the Follow-up to the Recommendations of the DAC Review of the Portuguese Co-operation in 2006

General Framework and New Guidelines	
Recommendation	Progress Achieved
<p>Recommendation 1: Portugal should develop and implement a multi-year, results-based action plan and adjust its policies and practices to reflect the poverty focus throughout its development programme. It should adopt a systematic and consistent approach to poverty reduction based on poverty needs assessments and integrating the gender equality dimension.</p>	<p>Portugal has elaborated and implemented various guiding documents and action plans with the objective of poverty reduction:</p> <ul style="list-style-type: none"> ⇒ “A Strategic Vision for Portuguese Co-operation”, which was approved in December 2005, contains the guidelines for public development aid and stands as the main guide for Portuguese Co-operation. ⇒ The Strategic Vision Operationalisation Document, introducing the adjustments/changes considered necessary for Portugal to comply with its international commitments and with the recommendations from the 2006 DAC Peer Review. ⇒ New Guidelines for Indicative Co-operation Programmes-PICs (2006), which establish a new multi-annual Programming strategy – based on the <i>EU Common Framework for Country Strategy Papers</i> – and which became the fundamental guide for the elaboration of Indicative Co-operation Programmes (PICs) with partner countries. ⇒ Portugal’s Action Plan for Aid Effectiveness (2006), which contains a set of 33 measures to be implemented by Portuguese Co-operation, distributed according to the various aspects of the Paris Declaration. This Plan has encouraged a greater alignment of the programming with the partners’ Poverty Reduction Strategy Papers (PRSPs) and with the partners’ operational and organisational frameworks (procedures, processes and practices), allowing the PICs to have a time frame coinciding with those strategies. ⇒ Aid Effectiveness Action Plan – From Paris to Accra (2009), which is based on the 2006 Action Plan and its Aid Effectiveness Progress Report, both responding to Paris Declaration commitments, and on the Progress Report from the OECD/DAC on Aid Effectiveness, as well as on Accra priority actions and on the additional targets defined by the EU in this area. This document identifies actions and establishes implementation calendars⁶⁶ in accordance to the Paris, Accra and EU commitments. <p>The Gender Equality dimension, which is a central element in poverty reduction and a cross-cutting issue, has been progressively integrated in Portuguese projects and programmes, above all in the area of social services and support to Development Non-Governmental Organisations (DNGOs); there are already some indicators of progress for concrete interventions.</p> <p>Still on Gender issues, the III National Plan for Equality – Citizenship and Gender (2007-2010) was adopted; this is a strategic cross-cutting document, which includes a chapter with specific guidelines for Portuguese Co-operation, in particular for Programmes with a Gender Equality perspective. Following up on this document, the <i>Action Programme for the Elimination of Female Genital Mutilation</i> was also prepared. This was the result of a civil society initiative that was able to bring together the public institutions, Non-Governmental and Inter-Governmental Organisations relevant in this domain. The National Action Plan for the implementation of UNSC Resolution no. 1325 on Women, Peace, and Security was also</p>

⁶⁶ The scheduling of these activities has been set for the new High Level Forum to be held in 2011.

	approved.
<p>Recommendation 2: Portugal is encouraged to develop sectoral guidelines based on needs assessments. These guidelines should be flexible enough to adapt to each country situation.</p>	<p>During the process of reorganisation of the programming cycle, priority sectoral areas for Portuguese Co-operation were defined, in accordance with the partners' needs and with the <i>Strategic Vision for Portuguese Co-operation</i>. These sectors are the following: Good Governance, Participation and Democracy; Sustainable Development and Poverty Reduction, with a special focus on the areas of Education, Health, Rural Development, Environment and Economic Growth/Job Creation; Development Education. There is, nonetheless, a certain flexibility to allow for adaptation to each partner's needs.</p> <p>In this process, meetings on programming involving representatives from the Portuguese and partners' Governments, as well as monitoring missions and mid-term evaluations of projects/programmes, have been fundamental.</p> <p>In parallel, 6 co-operation strategies were developed: 4 sectoral (Education, Health, Environment and Rural Development) and 2 cross-cutting (Gender and Good Governance, Participation and Democracy). These documents are intended to guide Portuguese Co-operation's activities in these areas, in accordance with the partners' needs. The sectoral Education, Health and Rural Development strategies were developed in a participatory process involving Sectoral Ministries, as well as other actors in Portuguese Co-operation. Working groups were created for that purpose. These strategies are in a final review stage by IPAD. In 2010, the Gender and Good Governance strategies will be reviewed, as the first version was elaborated in 2007.</p>
<p>Recommendation 3: Portugal should prepare a multilateral strategy based on specific fund-allocation criteria. The strategy should identify priority issues of concern to Portugal and be linked to the bilateral aid programme.</p>	<p>Portugal has sought to align its participation in the multilateral <i>fora</i> in accordance with its external policy and bilateral co-operation priorities: i) focus on Africa, particularly on Least Developed Countries (LDCs) and Fragile States; ii) support for stabilisation and transition to development ; iii) alignment and harmonisation with national strategies and policies, with a view to reaching the Millennium Development Goals (MDG); iv) reinforcement of the position of Portuguese Speaking African Countries (PALOPs) in the international community.</p> <p>The fund-allocation criteria for the multilateral system are based on the above indicated priorities, without prejudice to other case by case allocations, to be decided in specific contexts.</p> <p>The reinforcement of the co-operation with the Community of Portuguese Speaking Countries (CPLP) is another priority for Portugal. With the goal of eliminating poverty and contributing to the co-operation strategy that CPLP member-States intend to carry out within the Community, Portugal has participated in the elaboration of the PIC which was approved by the CPLP Council of Ministers in 2007. On the other hand, while holding the rotating Presidency of the CPLP (June 2008 to July 2010), with a view to increasing efficiency, effectiveness and orientation towards results, and to developing partnerships with international organisations and new partners, Portugal was also involved in the CPLP Programme to support stability in Guinea Bissau. This was adopted by the Permanent Committee in 2008, based on three fundamental pillars: i) the firm and effective fight against drug trafficking; ii) the deepening of reform in the security sector; iii) the generation of international resources for the development of Guinea Bissau. In 2009, this Community approved the document "<i>Co-operation in the CPLP – Strategic Vision for Post-Bissau Co-operation</i>", which constituted the basis for the CPLP's co-operation strategy for the period 2010-2012 and to which</p>

	<p>Portugal made an important contribution.</p> <p>These are some of the features of the Portuguese multilateral aid policy, which are anchored in the <i>Portuguese Multilateral Co-operation Strategy</i>, approved by the Secretary of State for Foreign Affairs and Co-operation. The different sectoral Ministries contributed to the formulation of this Strategy.</p>
<p>Recommendation 4: Linking Portuguese experience in immediate post-conflict transition periods with other experiences in fragile states could provide helpful lessons. A global policy on fragile states supported by policy and operational work specifically devoted to conflict prevention and peace building, could also add considerable value.</p>	<p>Most of Portugal's development co-operation is with countries in situations of fragility. For this reason, the aid supplied is mostly directed towards State pillar areas - such as Education, Health, Justice and Security - with a view to reinforcing these countries' capacities and consolidating the Rule of Law. To promote stability and good governance, Portugal has developed technical/military and technical/police Co-operation Programmes, as well as capacity building programmes for the Ministries of Public Administration and Finance in the PALOPs and Timor-Leste, in an attempt to contribute to their internal security and institutional capacity.</p> <p>Although these are key areas for the reinforcement of partner Governments' capacity, Portugal is also conscious of the interdependence between the different areas of Governance and of the pressing need for coherence, complementarity and sustainability in its aid to States in fragile situations. Consequently, it has sought to associate aid to Good Governance sectors with aid to social sectors. The new PICs with the PALOPs and Timor-Leste are an example of this articulation, based on two fundamental axes: Axis I has to do with <i>Good Governance, Participation and Democracy</i>, giving primacy, in broad terms, to the institutional capacity building of partner Governments and support for the consolidation of the Rule of Law in areas such as public administration, justice, and defence/security; Axis II is oriented towards <i>Sustainable Development and Poverty Reduction</i>, comprising interventions more devoted to social sectors, such as Education, Health, Rural Development and the Socio-communitarian sector, as well as other employment generating activities.</p> <p>As indicated in Recommendation 1, the Ministry of Foreign Affairs and the Presidency of the Council of Ministers launched the process for the elaboration of the National Action Plan for the implementation of UNSC Resolution 1325 (2000) on Women, Peace, and Security, which has already been approved. This Resolution is intended to reaffirm the importance of promoting Gender equality in all phases of peace building and security promotion processes. The Resolution indisputably created the international political basis for the promotion and defence of gender as a cross-cutting issue in the prevention, management and resolution of armed conflicts and in all peace building processes. The National Action Plan covers the period 2009-2013 and corresponds to a phase of national policy consolidation in matters of Gender Equality, corresponding to commitments made, either at national level in the III National Plan for Equality – Citizenship and Gender (2007-2010), or at the international level.</p> <p>Concern for fragile situations has been taken into account in two of the cross-cutting themes/documents of the EU Development Co-operation Policy – <i>Policy Coherence for Development</i> and the <i>Code of Conduct on Complementarity and the Division of Labour in Development Policy</i>.</p> <p>Portugal has been particularly involved in implementing the latter, in particular with respect to its geographical concentration. It is also involved in</p>



	<p>other aspects of its implementation, particularly in Mozambique, through the EU <i>Fast Track Initiative</i>⁶⁷, and in Cape Verde where it promoted, in its capacity as the local Presidency of the EU, a debate on the document with Cape Verdean authorities. In 2008/2009 Portugal undertook a self-evaluation exercise regarding its implementation of the Code of Conduct.</p> <p>Portuguese Co-operation is in fact committed to the geographical concentration of resources (50-80% being directed to the PALOPs and Timor-Leste), and to sectoral concentration (active participation in a maximum of 3 sectors in each partner country). The DAC Survey of Aid Allocation Policies and Indicative Forward Spending Plans⁶⁸ for the 2005/2006 period presented a measure of geographical concentration, the indicator being higher for stronger concentration levels. The Survey concluded that only 8 out of the 23 DAC members had a concentration level larger than 50%, one of them being Portugal.</p> <p>Within the <i>Conduct Code</i> guidelines regarding Delegated Co-operation, the EC Delegation in Maputo has identified Portugal as the strategic partner for the implementation of the Security Sector Support Programme in Mozambique (2010-2012), Portugal being responsible for all its management. Contributing to this process was IPAD's certification as an accredited entity for managing European Commission funds. The Programme will have a financial envelope of 7 M€ for 3 years and includes the "Reinforcement of the Rule of Law" package, the implementation of which will begin in 2010.</p> <p>In Cape Verde, Portuguese Co-operation's bilateral project, "Migrant Support Centre in the Country of Origin – CAMPO", which begun in 2007, was considered as an example of good practice by the European Commission, having developed into a joint project for Cape Verde Capacity Reinforcement regarding Labour Migration and Return Management (EC/Portugal/Spain), to be implemented by IPAD between 2009 and 2011. In Timor-Leste the process of delegating authority to Portuguese Co-operation by the EU has already begun in the following areas: Rural Development, Justice and Assistance to the Media.</p> <p>At international level, Portugal has collaborated in the development of new approaches for Fragile States. This was a priority for the Portuguese Presidency of the EU (2007). Portugal sponsored the study "<i>The EU Response to Fragile Situations</i>" (which was conducted by the International Strategic Studies Institute and the <i>European Centre for Development Policy Management</i>). The surrounding debate involved not only Member-States and European Institutions, but also other organisations such as the World Bank.</p> <p>In November of 2007 the EU Council adopted a set of Conclusions that acknowledge the need for the EU to make a more effective use of the various instruments at its disposal to promote stability and development by preventing situations of fragility. These Council Conclusions mandated the Commission to survey the instruments available, as well as the possibilities for Member States engagement, and to prepare an implementation plan. This work started with working groups at the EU level and the analysis of pilot cases (Burundi, Sierra Leone, Haiti, Yemen, Timor-Leste and Guinea Bissau, with Portugal taking on the coordination for Guinea-Bissau together with the European Commission - EC). Thus, the EC, with the support of IPAD, began a pilot</p>
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⁶⁷ An EC-coordinated exercise where Portugal, the Netherlands, Ireland, Denmark, Germany, Italy and France participated.

⁶⁸ Available at: <http://www.oecd.org/dataoecd/37/20/40636926.pdf>

	<p>exercise for Guinea Bissau. The Action Plan included reinforcing political dialogue, a greater coordination of interventions on the part of donors and an exchange of information contributing to the improvement of aid synergies, coherence and complementarity.</p> <p>Another example of Portugal's involvement is that, since 2005, as the facilitator for Guinea Bissau, Portugal has also participated in the OECD/DAC exercises, which were initially aimed at identifying <i>Principles for Good Engagement in Fragile States</i>, based on a long-term assistance perspective allowing for the greater effectiveness of aid to institutional capacity building in those countries.</p> <p>Also in Guinea Bissau Portugal made itself available to participate in the Partners Coordination Group, promoted by the United Nations and by the European Union, with a view to improving aid effectiveness, avoiding the duplication of efforts and reinforcing the Guinean Government leadership of the aid management process. Among seven priority themes, Portugal has taken the lead in the Human Development group, which covers issues connected to Education, Health and Gender.</p> <p>Still on Fragile States, the <i>National Security and Development Strategy</i>⁶⁹ was adopted in July 2009, responding to the need for greater political responsibility and accountability, and for greater efficiency and coherence regarding the objectives and results of Portugal's engagement in fragile situations in partner countries. Its specific goals are:</p> <ul style="list-style-type: none"> • Promoting greater coherence and coordination in Portugal's engagement in overall external activities regarding Security and Development; • Identifying the existing mechanisms and instruments, and creating new ones, allowing for a more integrated co-operation programming and action in countries in a situation of fragility; • Promoting the systematisation of good practices and the sharing of information between actors in matters of security and development, at headquarters and in the field; • Improving political dialogue with Portuguese and local civil society networks having a useful knowledge of the realities in question; • Deepening interaction with international partners in this domain.
<p>Recommendation 5: IPAD should elaborate and implement a communication strategy to foster greater understanding of, and public support for, development co-operation.</p>	<p>In 2008 the first Portuguese <i>Development Days</i> were held, on the theme "Portuguese Co-operation: Language and Culture in the Promotion of Development," organised by IPAD. The second edition, held in 2009, had the theme, "Towards a Sustainable World - Development and Resources". This event provided a moment for reflection, promotion, and debate among the various co-operation actors, while allowing a broader public to learn about the diversity and richness of development co-operation. The third of these events will take place on the 21st and 22nd of April, 2010.</p> <p>Also in 2008 (November 13th), the first <i>Development Co-operation Forum</i> took place. It operates as a space for debate on various issues related to Development Co-operation. The Secretary of State for Foreign Affairs and Co-operation has held 3 meetings, in which participated representatives from local governments, DNGOs, unions, Universities, Foundations and Corporate social responsibility.</p> <p>The INOV Mundus Programme was created with the aim to involve degree-holding Portuguese youths, as well as youths from other EU Member-States and from the CPLP countries residing in Portugal, in activities, projects, and</p>

⁶⁹ Available at: <http://dre.pt/pdf1sdip/2009/08/16500/0560305608.pdf>

	<p>development co-operation programmes. The Programme's managing entity is IPAD, which selects the internship candidates and the host entities (national and partner countries' entities, DNGOs, Foundations and companies in the exercise of their corporate social responsibility efforts, other entities and International Organisations). This Programme has already carried out two selection processes, in 2008/2009 and 2009/2010, involving a total of 100 youths. In the next three years, 250 internships will be granted by the Programme.</p> <p>Regarding the dissemination of information, IPAD sponsors the publication of works concerning development co-operation and Portuguese Co-operation. An example of this was the support given in 2008 for the creation of a cartoon raising awareness on the MDGs and development issues in general. The work, entitled <i>Conquer Fear</i>, was publicised in an itinerant exposition. IPAD publishes a monthly newsletter, which is disseminated through a <i>mailing list</i>. A prototype English language website for IPAD has been also produced.</p> <p>In 2009, IPAD signed an agreement with RTP (the public Portuguese Radio and Television operator) with the objective of covering and disseminating information on activities related to Portuguese Co-operation's projects on the development of the populations of partner countries. The agreement also includes the "production of content and programmes by RTP aiming to provide information and promote public opinion awareness on co-operation for development".</p> <p>In November 2009, the National Development Education Strategy (ENED) was jointly approved by the Ministries of Foreign Affairs and of Education, following up on commitments taken on by Portugal in different international Development Education (DE) promotion processes, namely within the Council of Europe, the European Union and the OECD/DAC. The DE aims to <i>promote global citizenship by means of learning and awareness promotion processes among Portuguese society relative to development issues, within a context of growing interdependence, and aiming at activities oriented towards social change</i>. The ENED is a five-year strategy for expanding and deepening activities in Portugal regarding ED related issues. One of the planned initiatives involves engagement with the Ministry of Education to work towards the progressive integration of development issues into school <i>curricula</i>.</p> <p>Based on the ENED's principles and strategic choices, an Action Plan is now being prepared to implement its principles, goals and measures, the elaboration of which will follow the same participatory methodology (foreseen IPAD's Plan of Activities for 2010).</p> <p>At the end of January 2010 the National Report on Portugal⁷⁰ based on data from Eurobarometer 72, was published. This is a study on EU public opinion, carried out by the European Commission between October 23rd and November 18th 2009. On the question of major challenges facing Europeans on which the EU needs to focus, 46% of the Portuguese indicated poverty reduction and 26% peacekeeping. Environment matters and the non-proliferation of weapons of mass destruction received 11% and 10% responses, respectively.</p> <p>IPAD's website has many daily visitors and there are plans to make it more attractive and interactive to the general public.</p>
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⁷⁰ Available at: [http://ec.europa.eu/portugal/pdf/comissao/destaques/eb_72_portugal_report_\(5\).pdf](http://ec.europa.eu/portugal/pdf/comissao/destaques/eb_72_portugal_report_(5).pdf)

Aid Volume and Distribution	
Recommendation	Progress Achieved
<p>Recommendation 6: Portugal needs to scale up its ODA to implement its MDG commitments by 2010. An ODA growth implementation plan with a specific timeframe should be elaborated, focusing on resource mobilisation and allocation to activities that have a clear poverty reduction orientation.</p>	<p>Due to the requirements imposed on the budget deficit consolidation, arising from the commitments made under the European Union Stability and Growth Pact, Portugal has faced some difficulties to meet the internationally established goals on ODA. In 2006, Portugal was unable to attain the EU 0.33% ODA/GNI target for each Member State, staying at 0.21%. Against this background, Portugal has set a new timeline (published in the 2009 State Budget Report/Programme Budgeting⁷¹, and now internationally reported) to gradually increase its ODA so as to comply with the 0,7% ODA/GNI ratio requirement in 2015, with a new intermediate goal for 2010 at 0.34% ODA/GNI. In 2008, the ratio ODA/GNI for Portugal came to 0.27%, showing an increase. In spite of having failed to meet the targets set by the EU, total public aid disbursed by Portuguese Co-operation has risen since 2005 (from 303.43 M€ to 429.96 M€ in 2008).</p> <p>With a view to monitoring the contribution made by its ODA to the achievement of the MDGs, Portuguese Co-operation has put together an exercise which associates its bilateral sectoral ODA to each of the MDGs, following two main principles: i) All ODA contributes to MDG 1, Goal 1 (to reduce by half, between 1990 and 2015, the proportion of persons with an income lower than 1 dollar/day), as the primary goal of development aid is to contribute to poverty reduction and promote sustainable development in partner countries; ii) ODA is then assigned to the MDGs and Goals corresponding to the specific sectors/areas benefitted by the projects/programmes carried out.</p>
<p>Recommendation 7: Portugal should review sectoral aid allocations and choice of modalities with a view to strengthening the poverty focus and impact of its development co-operation programme. It should make a special effort to clearly integrate a gender dimension and avoid supply-driven approaches.</p>	<p>In addition to what has been mentioned above regarding new sectoral guidelines (Recommendation 2), Portugal has tried to improve the definition of its priority engagement sectors. For this purpose, efforts have been made to concentrate aid in sectors with a clear added value, carrying out evaluations of finalized and/or ongoing programmes to identify sectors where Portuguese Co-operation has a specific added value in responding to partner countries' needs. For instance, in the elaboration of the new PICs with each of the partner countries, portfolios of projects/programmes were revised in order to increase the degree of geographical and sectoral concentration. In Mozambique, there was a clearer concentration of aid in the Maputo, Sofala and Nampula provinces, and in more limited sectoral areas (institutional capacity, sustainable development and poverty reduction, and the <i>Cluster</i> on the Island of Mozambique). Also in Cape Verde, the 2008-2011 PIC concentrated its aid around 3 strategic axes: Good Governance, Participation and Democracy, Sustainable Development and Poverty Reduction and the Co-operation <i>Cluster</i>.</p> <p>In order to avoid supply driven approaches, with unforeseeable results, and to increase ownership, sustainability and aid effectiveness, the participation of partner countries' entities is an essential part of the programming process. Bilateral projects are developed in accordance with the sectoral priorities set by partners in their own documents, following up on the abovementioned alignment with Poverty Reduction Strategies. Thus, Portuguese aid has evolved to a demand-driven perspective (partner countries' needs) rather than a supply-driven approach.</p>

⁷¹ Available at: http://www.portugal.gov.pt/pt/Documentos/Governo/MF/rel_OE2009.pdf

	<p>Gender Equality, as mentioned in Recommendation 1, has been progressively integrated in projects and programmes and the III National Plan for Equality – Citizenship and Gender (2007-2010) was adopted. This includes a chapter with specific guidelines for Portuguese Co-operation, in particular regarding support for programmes that take into consideration a Gender Equality perspective.</p> <p>Aid modalities have also been reviewed and efforts have been made to overcome certain weaknesses identified in the evaluation processes and to find innovative solutions wherever possible, in accordance with international good practice. The Portuguese participation in the “Direct Budget Support” given to Mozambique, Timor-Leste and Cape Verde, is one example. To this should be added the SWAP – Sector Wide Approach, which has been considered since 2008 for Mozambique, by means of Portugal’s adherence to the Education Sector Support Fund (FASE) and the Common Fund for Statistics, as well as public-private partnerships, such as those with the Carr Foundation⁷², the Aga Khan Foundation⁷³ and the Portugal-Africa Foundation⁷⁴ in Mozambique, and with the Calouste Gulbenkian Foundation (FCG)⁷⁵ in Angola. Still to be referred is the Bi/Multi approach in the CAMPO project, in Cape Verde, developed in a partnership between the EC, Portugal and Spain, as indicated above.</p> <p>On innovative approaches, reference should be made to the implementation of the Co-operation <i>Clusters</i>. This is one of Portuguese Co-operation’s modalities aimed at ensuring coherence across various sectoral interventions through the integration and complementarity of goals and actions. The intention is to avoid the waste of material and human resources, and to establish partnerships with other donors who are active in the areas covered by the <i>Clusters</i>. Coherence across interventions in different sectoral areas in each <i>Cluster</i> is always sought with a view to maximising poverty reduction results. At present, Portuguese Co-operation is participating in <i>Cluster</i> projects in Cape Verde (three pillars: education, support to private companies and Governance, and ICTs), in Mozambique (infrastructure, heritage recovery and socioeconomic development on the island of Mozambique), and Timor-Leste (a community development project based on agriculture and handcraft in Ermera and Liquiça districts).</p>
<p>Recommendation 8: Portugal should carefully consider the risks inherent in bringing students from partner</p>	<p>The policy for Scholarships granted by IPAD has been progressively reformulated since 2006, the year of the DAC Peer Review and of the publication of the conclusions of the external evaluation carried out on that policy. Moving in the direction indicated by the evaluation’s recommendations, the total number of scholarships made available to the</p>

⁷² The *Carr Foundation* is developing, with the Mozambican Government, a project of protection and rehabilitation in the Gorongosa National Park. IPAD has signed an agreement with the Foundation to build an Environmental Education Centre in the Park, supporting the development of an integrated strategy aiming at economic and environmental sustainability in the region.

⁷³ The Aga Khan Foundation is developing a Socio-Communitarian Development Programme for the rural area on the coastline of Cabo Delgado, in northern Mozambique, where poverty indices are the highest in the country. The Programme is to span over a 20 year period and started in 2001 with pilot projects in the Quissanga and Ibo districts, in the areas of Agriculture and Fisheries, and it has been progressively expanding its activities to thematic issues - Education and Health (in 2004) - and in geographical terms, involving now five districts.

⁷⁴ The project of support to *Technical Education and Training* is part of the Technical Education Reform (Reforma da Educação Profissional - REP) which the Government of Mozambique is now developing, and which covers, in its first phase (2006-2011), the Integrated Professional Education Reform Programme (PIREP), including the Higher Polytechnic Education and the current Technical-Professional Education.

⁷⁵ In a partnership with IPAD, the Calouste Gulbenkian Foundation is developing a project in Caxito, Angola, aiming to create a Health Research Centre, with a view to contribute to increased knowledge and improved ways of resolving the Health problems effecting the population of developing countries, and to improve the national participation of Angola and Portugal at international level, as well as to support improvements to the care supplied in the region in research concentration areas.

<p>countries to study in Portugal in terms of brain drain versus development gains. It should broaden its approach to education, linking it more closely to the objective of poverty reduction, building institutional capacity at all levels.</p>	<p>PALOPs for educational programmes in Portugal has been reduced. These have been replaced by internal scholarships, by the progressive concentration of aid in Timor-Leste and by an increase in masters and doctorate scholarships in order to reinforce partner countries' Universities. The evaluation concluded, moreover, that after returning to their country of origin, the scholarship beneficiaries improved notably their professional perspectives, since training in Portugal is highly considered. In this way, individual capacity building can be seen as contributing to organisational capacity building in the various countries (and may give rise to an improvement in the surrounding economic context, if these scholars become entrepreneurs), thus adding to the sustainability of the intervention as a whole.</p> <p>By Order n.º 21371/2009 of September 23rd⁷⁶, the Regulation for IPAD Scholarship Grants was adopted. Its implementation began in the academic year of 2009/2010. This tries to respond to partner countries' needs for capacity building, training and professional upgrading. The changes made can be summarised as follows: i) increased investment in grants for post-graduate studies by decreasing grants for bachelor degrees, except in countries where such an option is not viable; ii) introduction of mechanisms associating individual and institutional capacity building; iii) making systematically available scholarships for access to higher education in the countries of origin.</p> <p>In parallel, and together with institutional and corporate partners, mechanisms to facilitate the return of trainees to their countries of origin are being identified. An example of this is the creation of occupational scholarships given to scholars that return to their countries of origin to begin their professional life (internships, first employment programmes, etc.).</p> <p>In addition to the new rules for the allocation of scholarships, there is also now a requirement for candidates to return to their home countries for at least 3 years, avoiding situations, which have been seen in the past, where a student could follow high degree, master and even doctorate studies without ever returning to their home countries.</p> <p>In order to broaden the current approach to education, the Portuguese Language Fund was created in 2008. The Fund has the objective of promoting: i) the Portuguese language as an instrument of development and poverty reduction through education, by supporting the PALOPs' educational system; ii) the linguistic heritage which, for Portuguese speaking countries, is the starting point for the generalization of primary schooling; iii) the use of the Portuguese language in international organisations. The Fund started with a financial envelope of 30 M€, which may be reinforced according to its needs. It is intended to <i>support activities, programmes and projects that qualify for ODA, in Portuguese Co-operation's partner countries, with a view to promote the teaching and learning of the Portuguese language in foreign countries, as well as its certification, and also to support the development and capacity building in teaching and training systems in countries where the official language is Portuguese</i>⁷⁷.</p>
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⁷⁶ Available at: <http://dre.pt/pdf2sdip/2009/09/185000000/3867238677.pdf>

⁷⁷ Decree-Law nº248/2008, which created the Portuguese Language Fund, is available at: <http://dre.pt/pdf1sdip/2008/12/25200/0921009212.pdf>

Promoting Policy Coherence for development	
Recommendation	Progress Achieved
<p>Recommendation 9: Portugal is encouraged to endorse policy coherence for development at the highest political level and to clarify the role that the Council of Ministers for Co-operation might play to promote it across government ministries. This would provide a solid foundation for ensuring that the concerns of partner countries are taken into account in the formulation of development co-operation and other national policies.</p>	<p>Portugal has shown a growing concern for Policy Coherence for Development (PCD) and has been progressively including this issue in the formulation of its public policies. The inclusion of references to the MDGs in national strategic documents is a good example of this. Efforts have also been made to minimise the negative impacts of the various national policies on partner countries' development by promoting greater coherence among those policies.</p> <p>The Portuguese Government shares the engagement of the international community in pursuing the MDGs, considering PCD an important part of an effective and efficient structuring of Portuguese Co-operation, contributing to increase its impact. Resolution nº 196/2005, of December 22nd, of the Council of Ministers, which adopted the document "A Strategic Vision for Portuguese Co-operation," acknowledges that the pursuit of development objectives does not only depend on co-operation policies and activities, but also on the impact that decisions made in other political areas may have on developing countries.</p> <p>Efforts to promote PCD include key instruments of Portugal's external action in areas that are considered strategic, either from a political/diplomatic point of view or from a development co-operation point of view. The following are examples of this: the <i>National Strategy for Sustainable Development (ENDS)</i>⁷⁸, the <i>National Security and Development Strategy</i>, the <i>Immigrant Integration Plan</i>, the <i>National Equality, Citizenship, and Gender Plan</i> and the <i>National Action Plan for the Implementation of UN Security Council Resolution no. 1325 on Women, Peace, and Security</i>.</p> <p>During the Portuguese Presidency of the EU (2nd half of 2007), PCD was on the top of Portugal's agenda. At that time, the 1st Biennial Report on PCD was presented by the European Commission, covering the 12 priority areas selected by the EU⁷⁹. On the basis of this Report and under the Portuguese Presidency, the EU Council adopted in November 2007 Conclusions on PCD in those areas, as well as specific Conclusions in the areas of Security, Migration and Climate Change. Portugal has participated in the international debate on PCD at the EU and OECD/DAC level (<i>Informal EU PCD Network, OECD/DAC PCD Focal Points</i>), contributing i.a. to the elaboration of the two PCD Reports published by the EC in 2007 and 2009⁸⁰.</p> <p>The Joint Africa-EU Strategy and its first <i>Action Plan (2008-2010)</i>⁸¹, which was also adopted during the Portuguese Presidency of the EU at the II EU-Africa Summit held in Lisbon, in December 2007, also represent an important opportunity to reinforce policy coherence and improve the complementarity of the assistance provided by the European Commission and by Member States. Portugal played an active role in the negotiation and</p>

⁷⁸ Available at: <http://dre.pt/pdf1s/2007/08/15900/0540405478.pdf>

⁷⁹ The EU's PCD promotion and monitoring process has focused on 12 priority areas for the fulfilment of the MDGs: Trade, Environment, Climate Change, Security, Agriculture, Fisheries, Social dimensions of Globalisation, Employment and humane work, Migration, Research and Innovation, Information Society, Transport and Energy.

⁸⁰ Available at: http://ec.europa.eu/development/icenter/repository/SEC_PDF_2009_1137_F_ACTE_PCD_EN.pdf

⁸¹ This Plan defines eight key partnerships: **i)** Peace and Security; **ii)** Good Governance and Human Rights; **iii)** Trade and Regional Integration; **iv)** Millennium Development Goals; **v)** Energy; **vi)** Climate Change; **vii)** Migration, Mobility and Employment; **viii)** Science, Information Society and Space. Available at: https://infoeuropa.eu/ocid.pt/opac/?func=service&doc_library=CIE01&doc_number=000039706&line_number=0001&func_code=WEB-FULL&service_type=MEDIA

	<p>adoption of these two documents, as well as in some of the established partnerships, and, together with Germany, has co-chaired the Good Governance and Human Rights partnership, in close collaboration with the European Commission. It also co-chairs the Partnership Science, Information Society and Space, and is actively participating in the preparatory work for the III EU-Africa Summit, planned for November 2010.</p> <p>In July 2008, at the OECD Ministers' Council, a <i>Ministerial Declaration on Policy Coherence for Development</i>⁸² was adopted, where OECD members committed to pursue policy coherence with a view to meeting their internationally adopted development commitments.</p> <p>As a member of the OECD and of other International Organisations, Portugal remains committed to PCD, which has been included in the strategic goals of Portuguese Co-operation in the past years. In particular, priority was given to awareness raising and to the involvement of sectoral Ministries for the strategic areas through the CIC (Inter-ministerial Committee for Co-operation). The establishment of an Inter-ministerial team to work with the Development Co-operation Forum (created in 2008), which involves elements from the Central Administration and from Civil Society, is also planned and will further contribute to PCD..</p> <p>The CIC, as a forum for building consensus among the various sectoral Ministries, aims at a better coordination, coherence and complementarity in policies and practices among the various Ministries participating in Portuguese Co-operation. Thus, in defining policies that may have an impact on development, this is the space where the debate takes place. In the 1st half of 2009, the issue of policy coherence was specifically dealt with in one of these meetings.</p> <p>The Development Co-operation Forum is a “space” for coordination among public and private co-operation agents, going beyond the ministerial nature of the CIC as it involves private organisations, such as DNGOs, Foundations, and social responsibility corporations. Thus, in a manner that complements the CIC, this Forum allows for a debate on coherence between private and public policies concerning development.</p> <p>In order to reinforce the coherence and coordination of Security and Development policies, the <i>National Security and Development Strategy</i>⁸³ was adopted in July 2009, as mentioned above. This Strategy seeks to ensure greater responsibility and political accountability, as well as increased efficiency and coherence regarding the goals and results of the Portugal's engagement in fragile situations in co-operation partners.</p>
<p>Recommendation 10: Portugal is encouraged to further untie its aid and to ensure that disbursements via the new financial institution (SOFID) for private sector support will not be tied.</p>	<p>Since 2002, Portugal has been committed to the implementing of the DAC Recommendation on untying of aid to LDCs. In 2006 and 2007, untied aid accounted for nearly 85% of bilateral ODA, reaching a total of 160.7 M€ in 2007, with tied aid accounting for around 15%. 2008 was an atypical year, where untied aid had a decrease and tied aid went up. This was due to the issuance of credit lines to Cape Verde for building infrastructure (around 20 M€), as well as a credit line to Morocco amounting to almost 66 M€⁸⁴. As a way of upholding the DAC's Recommendation, Portugal joined the international consensus on eliminating the minimums for the untying in the activities it covers, and supported the extension of the Recommendation to aid to HIPC's that do not fall into the LDC group.</p>

⁸² Available at: [http://www.oilis.oecd.org/oilis/2008doc.nsf/LinkTo/NT000032CA/\\$FILE/JT03247171.PDF](http://www.oilis.oecd.org/oilis/2008doc.nsf/LinkTo/NT000032CA/$FILE/JT03247171.PDF)

⁸³ Available at: <http://dre.pt/pdf1sdip/2009/08/16500/0560305608.pdf>

⁸⁴ Source: OECD/DAC – CRS – Disbursements (includes Technical Co-operation)

	<p>With respect to <i>procurement</i> procedures, Portuguese Co-operation has sought to implement the DAC Recommendations for the untying of aid to LDCs, through transparent and open processes. Given the difficulties of full alignment with partners' national systems due to the fragility of many partners' institutions, there has been "partial alignment" with those systems. For the same reasons, Technical Co-operation is concentrated in supporting the capacity building in those systems.</p> <p>The SOFID⁸⁵ was created in October 2007 and started to operate nearly two months later. According to its Report and Accounts Statement for 2007, "the SOFID's mission is to contribute to sustained development in countries benefitting from Portuguese ODA, and provide to national companies (directly and indirectly, individually or in partnerships with local investors) financial support and specialised, supplementary consultancy, which may benefit their co-operation and internationalisation processes, whether in terms of direct investment, or by participating in economic activities in the recipient countries or promoting exports of goods and/or services to those regions, within the framework of projects that are part of or associated with ODA".</p>
<p>Recommendation 11: Portugal should consider developing its capacity to advocate within the EU on behalf of its partner countries.</p>	<p>Promoting international awareness of the most pressing needs of Fragile States benefiting from Portuguese aid is another priority for Portuguese Co-operation. To this end it has i.a. organised meetings between the Governments of these States and the donor community/international organisations, as well as fostered partnerships between them. In particular:</p> <ul style="list-style-type: none"> • Since 2005: Portugal's participation, as the facilitator for Guinea Bissau, in the OECD/DAC exercise initially aiming at identifying Principles for Good Engagement in Fragile States, based on a long-term support perspective and allowing a greater effectiveness in aid to institutional capacity building in these countries. • 2007: Portugal was host to the International Conference on the Drug Traffic in Guinea Bissau, jointly promoted by the Portuguese and Guinean Governments⁸⁶. It also supported the Government of Cape Verde for the establishment of a special partnership with the EU, with a view to forming a new strategic partnership based on a co-operation for common interests⁸⁷. • 2008-2009: In a partnership with the European Commission and in the context of the work being done for the definition of an EU Action Plan for responding to situations of fragility, Portugal coordinated the pilot exercise for Guinea Bissau. In Mozambique's Integrated Professional Education Reform Programme (PIREP), Portugal is the coordinator of the Secondary Education Group and participates in the Technical Education Group. <p>Portugal also played an active role in supporting Cape Verde's membership of the World Trade Organisation (WTO), the graduation of Cape Verde from the LDC Group, and in the whole process associated with the Special Partnership with the European Union, be it on the diplomatic front or by support through specialised technical assistance.</p>

⁸⁵ SOFID — Sociedade para o Financiamento do Desenvolvimento, Instituição Financeira de Crédito, S. A. [Development Finance Corporation, a Financial Credit Institution.] *Report no. 48/2008*, 1.2 — Mission and strategy. **Diário da República**, 2nd series — No. 244 — December 18th, 2008.

⁸⁶ This Conference included the presentation of a plan for preventing and fighting drug trafficking in Guinea Bissau and the collection of contributions for its implementation.

⁸⁷ This support was defined in the 2008-2011 PIC, where Portugal committed to helping consolidate the Special Partnership between Cape Verde and the European Union.

	<p>Portugal co-chaired the <i>Africa Partnership Forum</i> in representation of the non-G8 Group, with the goal of ensuring that African countries' positions were taken into consideration by the donor community at the different international <i>fora</i>. In this context, Portugal worked with a view to giving African issues greater visibility in the current international agenda in the light of the global economic crisis and the formulation of proposals to the G-20. In September 2009, the Forum's first special thematic session took place, dealing with the challenges of climate change for Africa; the final joint declaration was communicated to the United Nations, to the G-20 and other international processes.</p>
Aid Management and Implementation	
Recommendation	Progress Achieved
<p>Recommendation 12: As is called for in the aid effectiveness agenda, Portugal should adopt multi-year programming to increase aid predictability for partner countries and Portuguese implementing agents.</p>	<p>As indicated for Recommendation 1, Portugal has adopted new multi-annual strategic programmes for each partner country (PICs), in line with the time frame of partner countries' Poverty Reduction Strategy Papers, the PICs being the sole guiding document for co-operation with each partner. One of the goals of this multi-annual programming is to provide partners with information on the expected amounts for previously negotiated projects, so that such amounts may be included in their State Budgets. In 2008, an exercise was carried out to identify those projects, and the corresponding financial amounts, that could be included in the 2009 Mozambican Budget, with the intention of ensuring continuity in the following years. Similar procedures are underway for Cape Verde and Timor-Leste. In making this procedure possible, preparatory programming meetings between representatives of the Portuguese and partner Governments, as well as monitoring missions and mid-term evaluations of ongoing projects/programmes, were fundamental.</p>
<p>Recommendation 13: To increase aid effectiveness, IPAD should be given overall control of the bilateral aid budget. To reduce transaction costs, it should also have the authority to manage the annual carry forward of unspent funds.</p>	<p>Due to the rules governing the State budget execution and to the decentralised model that characterises Portuguese Co-operation, the implementation of this recommendation as a whole has been somewhat difficult.</p> <p>Although the present budgetary model of Portuguese Co-operation does not yet meet the multi-annual goal, IPAD is collaborating with the Ministry of Finance in the preparation of a new form of budgeting, which is still in a pilot phase, in view of the Portuguese Government's new plan for Programme-based State Budgeting (OE). This new form of budgeting began in 2008, but it is currently operating in parallel with the traditional budgeting. The objective of Programme-based Budgeting is to move away from the traditional Budget – which is focused on the resources used – and adopt a model focused on the socio-economic impacts or effects that the Government intends to achieve with a particular policy. In this context, the preparation of the State Budget, being a budget for the activities to be carried out each year, should provide information on the recent performance of each Programme, a practice which is internationally acknowledged as increasing the quality of public spending. This new methodology also implies the definition of more specific objectives and goals on a multi-annual basis, requiring the allocation of the respective financial resources for that period. Therefore, this exercise is expected to contribute to an innovative scheduling, planning and structuring of development co-operation, and it may prove to be an opportunity to eliminate some of the dispersion seen in the execution of the aid budget.</p> <p>IPAD has sought to assess balances and has requested from the relevant authorities the integration of these balances at the time of the closing of</p>

	<p>accounts. In this way, it has attempted to obtain assurance from the Ministry of Finance that the full IPAD budget will be made available in a timely manner at the beginning of each fiscal year. Authorisations to manage carried over balances of unspent funds remain entirely dependent on the Ministry of Finance.</p>
<p>Recommendation 14: The Portuguese authorities should delegate greater authority to the Embassies and strengthen them with additional human resources. They should experiment with sector-wide and programme-based approaches, as well as forms of delegated partnership, working jointly with other donors whenever possible.</p>	<p>Since the DAC Peer Review of 2006, co-operation's delegates to the Portuguese Embassies in partner countries have been reinforced with 10 experts in development matters: 4 in Mozambique; 4 in Timor-Leste; 1 in Sao Tome and Principe; and 1 in Cape Verde. This reinforcement allowed for an improvement of the work being carried out and of project monitoring by the Embassies in those countries; it also allowed for a better coordination of Portuguese Co-operation with other donors.</p> <p>Sector- and Programme-based approaches have been mostly used in Mozambique, where Portugal is part of the Education Sector Support Fund (FASE) and the Common Statistics Fund, as already mentioned.</p> <p>On coordination with other donors, Portuguese Co-operation has also developed relevant work, such as:</p> <p>Angola – Portugal/USA/Angola in the modernisation of the Courts' internal procedure for the management of various court sessions (through a pilot project for the adaptation of the <i>Habilus</i> computer procedure management programme, as well as the supply of equipment and training). This pilot project could be expanded to law areas, such as Civil, Family and Labour law. Portugal/World Bank/Angola for the creation of a Distance Learning Centre in the Agostinho Neto University within the World Bank's <i>Global Development Learning Network</i> (GDLN), which is to function as a hub for the Portuguese language network. The GDLN is a development training network based on Information and Communications Technologies (primarily video conferencing), which has more than 100 learning centres worldwide. It is organised into geographical and linguistic networks.</p> <p>Cape Verde – Partnership with EC/Portugal/Spain (which is also a Bi/Multi partnership) for the financing and implementation of the project <i>Strengthening the Capacity of Cape Verde to Manage Labour and Return Migration within the Framework of the Mobility Partnership established with the EU</i>, generally known as CAMPO (Migrant Support Centre in the Country of Origin), as well as "General Budget Support (GBS)."</p> <p>Guinea Bissau – Portuguese participation, together with other donors, in the implementation of the Operational Plan for Fighting Drug Trafficking and Organised Crime in Guinea Bissau, in a partnership with the UNODC (<i>United Nations Office for Drugs and Crime</i>); support for the EU's PESD/PCSD mission to provide technical assistance for Security Sector Reform; partnership with the UNFPA, allowing to start the implementation of the national programme for a regional network of Emergency Obstetric and Neonatal Care; and, through bilateral projects, support to UNESCO in their diagnostics on the initial training system for teachers, and to UNICEF in work to reinforce access to and the quality of basic schooling; the formal constitution of this partnership is being negotiated.</p> <p>Mozambique – "General Budget Support," "Education Sector Support Fund," "Common Statistics Fund"; in the context of the reinforcement of Democratic Governance, a partnership was established between Portugal/USA/Mozambique for Technical-Police Co-operation, dealing with the borders (training and equipment for land-based Border Guard); partnership with UNESCO in a project to rehabilitate the São Sebastião</p>

	<p>Fortress, on the island of Mozambique, and a partnership with the UNDP to create a Millennium Village in Lumbo – a project based on the principles of the <i>Millennium Villages Project</i> developed by Columbia University's Earth Institute, aiming to promote the sustainable socio-economic development of the community living in the Village of Lumbo, through an integrated multi-sectoral engagement in rural activities (food security and income), education and health. These projects, which were developed in a partnership with multilateral organisations, are both integrated into the geographical area of the Mozambique Island <i>Cluster</i>.</p> <p>Sao Tome and Principe – The COM/IPAD/UCCLA Partnership for Solid Waste Management in S. Tomé.</p> <p>Timor-Leste – Memorandum of Understanding signed in March 2008 between IPAD and AusAID (following up on a Joint Declaration signed between Portugal and Australia in August 2007), which stipulates that areas of mutual interest and perspectives for co-operation will be defined, and that regular meetings will be held between AusAID and IPAD; Memorandum of Understanding signed in March 2008 between Portugal and Spain, intending to promote joint action on economic and social development, poverty reduction, Democratic consolidation, Human Rights and the Rule of Law; support for the UNDP's "Justice System Fortification Programme"; an informal partnership with the Brazilian Co-operation regarding the training of teachers.</p> <p>Regarding delegated co-operation, after consultations with, and a favourable opinion from the Mozambican Authorities, the EC Delegation in Maputo has delegated responsibilities to Portugal as the strategic partner for the implementation of the Security Sector Support Programme in Mozambique (2010-2012), Portugal being responsible for its full management. The certification of IPAD, as the entity accredited to manage European Commission funds, contributed to this.</p> <p>Portugal is yet to establish and develop the principles for the delegation of its co-operation to other donors, but future guidelines for the "Division of Labour and Complementarity" in the light of the EU <i>Code of Conduct</i> are expected to define the modalities for this delegation of national co-operation.</p>
<p>Recommendation 15: IPAD should shift from an administrative to a more strategic and development-orientated culture. This means acquiring additional technical development expertise and expanding training activities to cover substantive development-related themes.</p>	<p>IPAD has promoted the participation in training activities for its entire staff. In 2007, 64 training activities took place, 15 of which were attended under a self-training system. A total of 53 workers participated in these training activities. In 2008, 63 IPAD employees attended training activities, 9 of which only participated in activities under the self-training system. 2,611.3 hours of occupational training were administered in 2008, 436.8 hours under the self-training system. It should also be pointed out that 2 collaborators attended a Directors&Leadership course in 2008 – The Public Management Training Programme (FORGEP).</p> <p>In the administered training, the participation of two IPAD collaborators in the annual Specialised Diploma in Co-operation for Development (DECODE), promoted by the National Administration Institute (INA), should be signaled out. Equally important are internal training activities, promoted by IPAD itself, which deal with key thematic areas, such as the Quality and Effectiveness of Aid or Evaluations. The training of staff from IPAD and other Ministries and from other co-operation actors in the mini-IPDET (<i>International Programme for Development Evaluation Training</i>), held in Lisbon, should also be mentioned.</p>

<p>Recommendation 16: Portugal should continue to strengthen its evaluation culture within the framework of Portuguese Co-operation, building on progress already achieved within IPAD's Evaluation Division as well as targeting line ministries.</p>	<p>The creation of a culture of evaluation, not only at IPAD but among all the participants in Portuguese Co-operation (Sectoral Ministries, local governments, civil society, the private sector, and other partners in Portugal and in delegations on the field), is considered one of the priority objectives for Portuguese aid. To meet this objective, IPAD has made a standard practice the diffusion of evaluation results (through their publication in IPAD's site and by holding workshops) and the diffusion of evaluation-related materials (concerning training activities or evaluation-related technical documentation), beyond the publication of the norms and directives themselves.</p> <p>IPAD is responsible for the evaluation of the whole of Portuguese Co-operation. Since the last DAC Peer Review, in 2006, IPAD Evaluation Unit (GAAI) has seen its authority and responsibilities expanded. In addition to making evaluations, it became responsible for a new area within the institution: internal auditing for the purpose of improving organisational performance, responding directly to the President of IPAD.</p> <p>The evaluation Programme has focused above all on the macro level, specifically on evaluations of countries and sectors, as was the case with the evaluations of the PICs for Angola and Mozambique; the scholarships policy (2006); the PICs of Timor-Leste and Sao Tome (2007); Co-operation with Cape Verde (finished in 2008); three interventions in the Guinea Bissau Education sector (2008); and the PALOPs' Statistics sector (2009). An evaluation is now being made of the PALOPs' Justice sector.</p> <p>The first steps are now being taken in the creation of a culture of evaluation in Portuguese Co-operation. In some Sectoral Ministries, the evaluation function has begun to be seen as part of the normal operating cycle. For instance, in 2009 the Ministry of Finance began a review process of one of its primary co-operation programmes with the PALOPs – the PICATFin – to readjust it. Also in 2009, the Ministry of Internal Affairs requested IPAD to carry out a joint evaluation of the Technical-Police Co-operation Programme in Cape Verde, to prepare for the next programming cycle.</p> <p>The evaluation's function does not end with the production and diffusion of evaluation reports. IPAD seeks to ensure that the conclusions and recommendations of the evaluations are followed up by the different actors of Portuguese Co-operation. The monitoring records (Fichas do Contraditório e de Seguimento), published in IPAD's Evaluation Office (GAAI) Annual Report, allow an assessment on how recommendations have been accepted and to what extent they have been taken on board, not only on the part of IPAD's services, but by other actors as well. As an example, certain changes to current PICs were made as a result of prior evaluations. The same happened with the scholarships' policy and Portuguese Co-operation's intervention in the Health sector in S. Tomé and Príncipe.</p> <p>In 2007 guidelines for the Evaluation Policy, as well as the <i>Evaluation Guide</i>⁸⁸, were concluded and are available at IPAD's website. With a view to providing users with a Portuguese version of evaluation reference documents, GAAI has given support for the translation into Portuguese of <i>Europeaid's Evaluation Methodology</i>⁸⁹, in 2008, as well as the translation of OECD/DAC reference documents.</p>
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⁸⁸ Available at: http://www.ipad.mne.gov.pt/images/stories/Avaliacao/guia_avaliacao_09.pdf

⁸⁹ Available at: http://ec.europa.eu/europeaid/evaluation/methodology/foreword_pt.htm

	<p>Since the last DAC Peer Review, <i>DAC Evaluation Quality Norms</i>⁹⁰ have been translated into Portuguese, and used in evaluation processes. Furthermore, <i>Norms for avoiding conflicts of interest within the evaluation process</i>⁹¹ and <i>Directives for the dissemination and assimilation of knowledge gained from evaluations</i>⁹² were also prepared and approved.</p> <p>Concerning joint evaluations with other donors, Portugal has participated in two of those: the General Budget Support (GBS) evaluation, within the OECD/DAC framework, and the 3Cs (coordination, coherence and complementarity) evaluation within the EU framework. However, involvement in these kind of evaluations requires the availability of resources (human and financial), which has limited our deeper involvement. On the other hand, joint evaluations make more sense when programming and implementation are also jointly carried out (as was the case for Budget Support to Mozambique). Portugal's involvement in joint evaluations has been also limited by the small number of partners (PALOPs and Timor-Leste) and by the working language (Portuguese).</p> <p>Portuguese Co-operation has been also involved in the development of evaluation capacity in partner countries. Portugal (Lisbon) hosted in 2007 a seminar on evaluation in the European Union⁹³ and in 2009 a mini-IPDET (<i>International Programme for Development Evaluation Training</i>)⁹⁴. These not only allowed the training of Portuguese evaluators, but also that of evaluators from our partner countries. In December 2007, a seminar was held in Guinea Bissau, for staff from local Ministries, on the project cycle, including an evaluation module.</p> <p>In view of commitments in the <i>Paris Declaration</i> and the AAA, Portugal attaches great importance to creating local evaluation capacity. In addition to training, Portugal has been involving local evaluators in the evaluation teams⁹⁵, and is currently seeking to carry out joint evaluations, with local authorities, of PICs ending in 2010. Invitations to carry out joint evaluation exercises of the PICs have already been sent out to Angola, Guinea Bissau and Timor-Leste.</p>
<p>Recommendation 17: The Portuguese authorities should facilitate constructive dialogue with civil society organisations, extending beyond the funding relationship, to allow for a sharing of experiences in areas of mutual interest.</p>	<p>The establishment of the Development Co-operation Forum, already mentioned in Recommendations 5 and 9, is a fundamental step towards a broader involvement of civil society in the development co-operation process. In the Forum's 1st meeting were present the Ministry of Foreign Affairs and representatives from Municipalities, Foundations, Universities, DNGOs, International Organisations with a representation in Portugal (International Labour Organisation and UNICEF) and Corporate and Union Associations.</p> <p>IPAD has sought also to reinforce dialogue and coordination with the Portuguese DNGO Platform, with a view to improving the quality of the partnership between the State and DNGOs. In addition to the granting a subvention, IPAD has organized regular meetings with the Platform with a view to coordinating activities and debating specific issues.</p> <p>The involvement of DNGOs in the definition of projects to be promoted by the State, through IPAD, represents another important step towards opening</p>

⁹⁰ Available at: http://www.ipad.mne.gov.pt/images/stories/Avaliacao/normas_CAD.pdf

⁹¹ Available at: http://www.ipad.mne.gov.pt/images/stories/Avaliacao/Normas_Conflito_Int.pdf

⁹² Available at: http://www.ipad.mne.gov.pt/images/stories/Avaliacao/Directrizes_Divulgacao_Assimilacao.pdf

⁹³ See: <http://www.ipad.mne.gov.pt/images/stories/Ficheiros/Aval/agendaseminario.pdf>

⁹⁴ See: <http://sites.google.com/site/miniipdetlisboa2009/>

⁹⁵ The evaluation ToRs make explicit the importance of having local consultants on the evaluation teams. Local partners have been put on evaluation teams for internal evaluations as well.

	<p>up Portuguese Co-operation to the contributions and added values offered by the experience of civil society organisations in the field.</p> <p>Aiming at achieving “Development Education” goals, IPAD established in 2005, for the first time, a co-financing process for DNGO projects on “Development Education”. In 2008, within this co-financing line for DNGO Development Education projects, 42 projects from 30 DNGOs were submitted to IPAD, with financing requests reaching 2,790,419.30€.</p> <p>In November 2009, the “National Development Education Strategy” (ENED) was approved, fulfilling the commitments taken on by Portugal in different international Development Education (DE) promotion processes, specifically within the activities of the Council of Europe, the European Union, and the Development Assistance Committee (DAC) of the OECD. DE aims to <i>promote global citizenship through learning processes and the promotion of awareness in the Portuguese society on development issues, within a context of growing interdependence and having as its aim activities oriented towards social change.</i>⁹⁶ This is a five-year strategy, during which efforts will be made to broaden DE-related activities in Portugal. One of the planned initiatives by the Ministry of Education is the progressive integration of development issues into school <i>curricula</i>. On the basis of ENED’s strategic choices, an Action Plan is now being elaborated to put into practice its principles, objectives, and measures, by means of a participatory process.</p>
<p>Recommendation 18: Language instruction is a necessary but not a sufficient condition for strengthening human and institutional capacities. The Portuguese authorities are encouraged to adopt a more strategic approach to the use of technical co-operation for capacity and institution building/strengthening, based on an assessment of needs in the sectors in which they are most active and working jointly with other donors to the extent feasible.</p>	<p>Portuguese Co-operation authorities are aware of the fact that the teaching of the Portuguese language should be part of a broader strategy of sustainable capacity building in partner countries, both at individual and at institutional levels. Therefore, efforts are being made to integrate the language teaching and support to Education into a broader framework for human resources capacity building (teaching in Portuguese <i>versus</i> the teaching of Portuguese), as a basis for the development of other sectors. A large part of this capacity building is being done through Technical Co-operation, mainly due to the common language and to the similarity of State administration systems. However, this Technical Co-operation is a <i>demand-driven</i> modality, i.e. it is either directly requested by the partners themselves, or identified a real need through, for example, the analysis of PRSPs.</p> <p>Bilateral co-operation in the Education sector has been reoriented towards the capacity building of the educational systems, including capacity building for management and monitoring of centralised and decentralised supervisory bodies - seeking to promote up-to-date concepts of “educational communities” with contextualised missions - the reinforcement of teachers’ pedagogical skills and the improvement of their didactic resources. It is in this context that certain projects in the education area have taken place:</p> <p>Angola – The Secondary Education Support Programme, “Saber Mais” [Know More], has a major focus on the training and reinforcement of pedagogical skills in the Angolan provinces where there is an obvious need for this. This involves sending in 200 teachers, in phases, representing a total amount of 10.5M€, co-financed in equal parts by the Portuguese and the Angolan Governments and jointly coordinated and managed by the two countries - thus promoting the ownership and sustainability of the results.</p> <p>Cape Verde – The “Secondary Education Development Support Programme (PADES)” promotes the use of the Portuguese language, contributing to the qualitative improvement of secondary education teaching</p>

⁹⁶ National Development Education Strategy, Available at:
<http://www.ipad.mne.gov.pt/images/stories/noticias/ened%20-%20despacho.pdf>

and learning. It also guarantees the teaching of Portuguese. With this Programme, at the request of the country's authorities, Portugal is trying to respond to the shortage of Cape Verdean teachers in secondary education by sending Portuguese teachers. This Programme involved 85 teachers, 3 of which are still there helping the reform of school curricula, as the number of qualified local teachers has increased notably. PADES was meantime adapted to the Higher Education, in support of the Cape Verde University, particularly for Master degrees in Mathematics, Information Systems and Agriculture and Natural resources, as well as for teachers' mobility.

Guinea Bissau – Ongoing projects in Guinea Bissau cover all education levels and work in an integrated manner towards educational system reform goals, as stipulated in the *Guinea Bissau Educational Sector Policy Charter* (2009). They pursue a vision of quality education, oriented towards four priorities: 1) professors' basic training system; 2) on-job professors' training system; 3) curricular reforms; 4) infant education and access to the teaching language. A specific reference should be made to the "Programme of Support to the Educational System of Guinea Bissau (PASEG)", now in its second phase, which promotes hands-on training of basic, secondary, and infant education teachers; the reinforcement of training in Pedagogy and pedagogical supervision in the last year of primary education teachers' basic training; the training of school management and administration teams, incorporating concepts of "school as a friend of the child" and dynamics of participation in the school space; technical/pedagogical assistance in curricular reforms and institutional capacity building of the Ministry of Education Services supervising the different levels of teaching. An evaluation of the Programme made in 2008 considered this "a highly relevant project (...), both because the majority of donors have withdrawn from the country, and because it constitutes a clear value added, in light of the common language and legal systems."

S. Tomé and Príncipe – With the approval of the project "Escola+" (School+), which began in the school year 2009/2010, the engagement of Portuguese Co-operation in secondary education in S. Tomé is set to become more structure-orientated and respond to the country's large needs in this area. The project aims to promote the teaching in Portuguese by reinforcing secondary education, acting on various levels: **i)** adaptation and diversification of school curricula; **ii)** making schoolbooks available and creating a resource and training centre; **iii)** reinforcing the technical qualifications of professors and improving their working conditions; **iv)** improving management and oversight capacities in the educational system, and improving school facilities. With this project, the intent is to improve local human resources, reinforcing their capacities, making them responsible for the implementation of the educational system and improving the conditions, resources and methods which are necessary for a better teaching-learning process. The implementation of this project is the responsibility of the Portuguese DNGO Marquês de Valle-Flôr Institute.

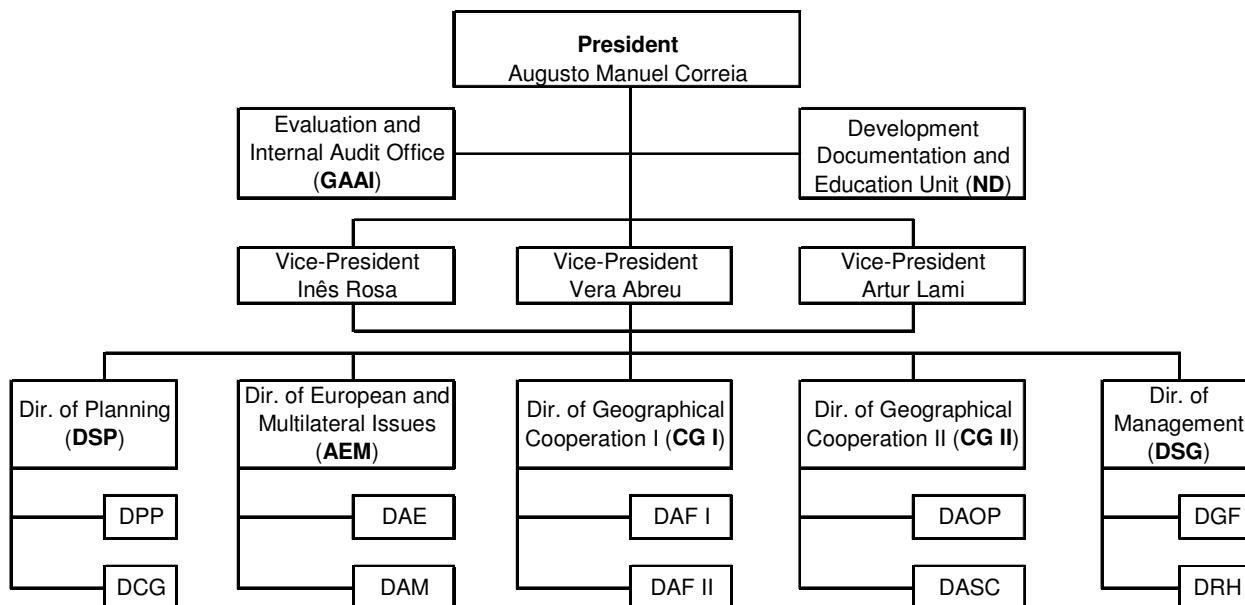
Timor-Leste – The "Portuguese Language Reintroduction Project" (the name of which was changed in September 2009, upon request by Timorese authorities, to the "Portuguese Language Consolidation Project") has significantly contributed to the consolidation of the language many areas. This goal is to contribute to the reconstruction of the Timorese educational system, promoting its sustainability and the spread of the Portuguese language as the country's official language, together with the Tetum language, among the population and in vital sectors of Timorese society, as the Public Administration. Support to education is also provided through the development of curricula for primary education, pre-secondary and secondary education, and support for adequate technical and scientific

	<p>training of future staff in the Public Administration and in private sectors. It also includes support to higher education teachers, in the Portuguese Language, as well as to technical capacity building of the Timor-Lorosa'e National University.</p> <p>The Technical Assistance programmes in the area of Finance (PICATFin – Integrated Public Finance Co-operation and Technical Assistance Programme) for PALOPs should also be indicated, alongside with the capacity building programmes in the Justice, Statistics, and Security sectors in Guinea Bissau or in Timor-Leste, and the education and professional training support programmes in a variety of areas. The training of local human resources is a constant goal of the technical co-operation promoted by Portuguese Co-operation, so that human resources can in the future be qualified to take on not only the exercise of functions, but also to administer new training themselves. In this domain, technical-police co-operation can be considered a success story, where the local human resources themselves teach now training programmes. Another intervention area is Justice, where the use of the Portuguese language aims to reinforce the technical capacities of the various Justice Ministries of partner countries. Lastly, support for the various Employment and Occupational Training Institutes in partner countries should also be pointed out.</p>
Humanitarian Aid	
Recommendation	Progress Achieved
<p>Recommendation 19: Given the vulnerability of its major partner countries to natural and conflict-related emergencies, Portugal should develop a policy for its humanitarian aid to guide its response to future situations. Such policy should ensure consistency with the endorsed “Good Practice of Humanitarian Donorship” and address the need for investments in disaster preparedness and mitigation.</p>	<p>In 2006, an Inter-institutional Action Plan was put together, defining the agreements to be signed with the different State actors in order to ensure the provision of Humanitarian Assistance in a coordinated and efficient manner. An Application Plan of the Principles and Good Practices of the Humanitarian Donor was also elaborated, as part of the GHD initiative.</p> <p>In EU context, during its Portuguese Presidency of the European Union, Portugal was responsible for the adoption of the European Consensus on Humanitarian Aid; this Consensus defines good practice in this domain in the light of the GHDs. Portugal has also participated regularly in the Humanitarian Assistance Committee.</p> <p>Support was provided to a Humanitarian Aid awareness project, promoted by the Portuguese DNGO Platform.</p> <p>At the multilateral level, Portugal has made continued contributions to the <i>Central Emergency Response Fund</i> (CERF) and has reinforced its contributions to the United Nations High Commissioner for Refugees (ACNUR).</p>
<p>Recommendation 20: Within a growing ODA budget, Portugal should also consider further increasing its allocations to humanitarian aid, including prevention and preparedness, emergency response and recovery and reconstruction in line with GHD and a needs-based approach. It</p>	<p>Portugal has reinforced the funds allocated to emergency humanitarian action.</p> <p>Monitoring of the GHDs is ensured by participation in relevant meetings held for that purpose.</p>

<p>should also ensure that staff with appropriate technical expertise and experience are assigned to the organisational unit responsible for humanitarian aid.</p>	
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Appendix 2: Organic Structure and Human Resources of IPAD

Organic Structure of IPAD



Human Resources of IPAD

Human Resources	No. of Employees	Notes
High level Directors	4	
Intermediate level Directors	16	5 Managers and 11 Heads of Division
High level Technicians	77	8 in internal mobility
Technical Coordinators	4	
Technical Assistants	35	
Computer Specialists	1	
Computer technicians	1	
Operating Assistants	14	
TOTAL	152	

Source: IPAD

Co-operation Experts Posted in Embassies*

Country	Experts N ^o
Cape Verde	1
Mozambique	4
S. Tome and Principe	1
Timor-Leste	4
TOTAL	10

* Does not include Counsellors and Co-operation attachés

Portugal also has a detachment of 2 experts at the European Union, one in Brussels and another in Guinea Bissau.

Appendix 3: Humanitarian Assistance

In 2003, the *Principles and Good Practice of Humanitarian Donorship*⁹⁷ were approved in Stockholm; they were further developed at the Ottawa meeting in 2004 and at the London meeting in 2005. At the EU level, action was taken to reaffirm the *Principles of International Humanitarian Law* (DIH)⁹⁸, specifically the principles of humanity, impartiality, neutrality, and non-discrimination.

In the absence of a specific strategic document on humanitarian intervention, the delivery of humanitarian assistance by Portuguese Co-operation was, as a rule, carried out on the basis of needs assessments made by the OCHA (*United Nations Office for the Coordination of Humanitarian Affairs*), as well as by other agencies and departments of the United Nations with relevant activity in the field, by the International Federation of the Red Cross, by Portuguese NGOs, or by Portugal's diplomatic missions to countries affected by humanitarian crises. On several occasions, it was provided through contributions to the *United Nations Consolidated Inter-Agency Appeals*.

An Inter-Institutional Action Plan is now being elaborated, defining agreements to be signed with the relevant public organisations, in order to ensure that humanitarian assistance is delivered in a coordinated and efficient manner. In compliance with the *Principles and Good Practices of Humanitarian Assistance*, as part of the *Good Humanitarian Donorship* (GHD) initiative this plan is the product of a joint work of IPAD with other public organisations, such as the National Firemen's and Civil Protection Service, the Ministry of Internal Administration, the National Medical Emergencies Institute, the Ministry of Health, and the National Civil Emergency Planning Council, which answers directly to the Prime Minister.

In the EU, Portugal was responsible, during its Presidency of the EU in 2007, for the negotiation and adoption of the European Consensus on Humanitarian Aid⁹⁹, aiming at reinforcing the complementarity of Humanitarian Assistance activities of the EU Member States and the EC, while responding to the effectiveness goals for EU external assistance as prescribed by the GHD. It is also important to point out that Portugal has ensured that it is always represented at the meetings of the Humanitarian Assistance Committee of the EU.

Humanitarian disaster situations are by their very nature unforeseeable, and the response depends basically on political decisions. In the annual agreements celebrated with Portugal's key partners (the PALOP and Timor-Leste), the humanitarian crises affecting these nations were taken into account, as well as the assistance provided by Portugal and by the International Community in that context. Regarding those

⁹⁷ These principles were approved by Germany, Australia, Belgium, Canada, the European Commission, Denmark, the United States of America, Finland, France, Ireland, Japan, Luxembourg, Norway, Holland, the United Kingdom, Sweden and Switzerland. Available at: <http://www.reliefweb.int/ghd/a%2023%20Principles%20EN-GHD19.10.04%20RED.doc>

⁹⁸ The DIH is a set of standards that, in time of war, protect individuals not participating in the hostilities. Its principal objective is to limit and avoid human suffering during periods of armed conflict. The standards established in the DIH treaties must be respected not only by government and their armed forces, but also by opposing armed groups and any other party to a conflict. The four 1949 Geneva Conventions and their two 1977 Additional Protocols are the principal instruments of humanitarian law.

⁹⁹ Available at: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2008:025:0001:0012:EN:PDF>

countries with which Portugal has no specific partnership agreement, we have sought to guarantee complementarity, and a relationship between humanitarian aid and development, with contributions to International Organisations' or beneficiary country Governments' development programmes properly framed through the celebration of memoranda of understanding.

Humanitarian Assistance granted by Portuguese Co-operation is channelled through International organisations and via the Governments of beneficiary countries, empowering their capacities and qualifications for activity in the field. The DNGOs are also key partners in the delivery of aid. Table 13 shows that between 2006 and 2008 Portugal provided a total of 7,004,608 € of ODA for Humanitarian Assistance. This support was granted taking into consideration the priorities defined by partner country Governments and also in international calls for action, specifically those made by the United Nations. Within **Material Aid Assistance and Services**, two operations stand out: the reinforcement of the contributions made to the United Nations High Commissioner for Refugees (UNHCR), amounting to 1 M€ in 2006, and support given to Mozambique for floods and hurricane Jokwé in 2008 (325,716 €). Regarding the **Coordination of Aid and Protection and Support Services** we should stress the contribution made to the CERF (*Central Emergency Response Fund*), as part of United Nations activities, at a value of 800,000 € between 2006 and 2008. As for **Reconstruction and Rehabilitation Assistance**, the contribution to this sector had its greatest expression in 2006 due to the support granted for relief operations after the 2004 Tsunami, which reached an amount as high as 3,481,548 € in that year.

Table 13. Sectoral Distribution of Humanitarian Assistance (2006-2008)

Sector	2006	2007	2008	Total
€				
Emergency Response				
Material relief assistance and services	1.437.766	28.458	364.982	1.831.206
Relief co-ordination; protection and support services	400.000	200.000	400.000	1.000.000
Total of Emergency Response	1.837.766	228.458	764.982	2.831.206
Reconstruction relief and rehabilitation				
Reconstruction relief and rehabilitation	3.836.159	273.936	63.307	4.173.402
Total of Reconstruction relief and rehabilitation	3.836.159	273.936	63.307	4.173.402
Total of Humanitarian Aid	5.673.925	502.394	828.289	7.004.608

Source: IPAD

Appendix 4: List of Acronyms

AAA	Accra Agenda for Action
ACP	Africa, Caribbean and Pacific
AMA	Administrative Modernisation Agency
ANU	Agostinho Neto University
APAD	Portuguese Development Support Agency
AusAID	Australian Agency for International Development
CERF	Central Emergency Response Fund
CIC	Interministerial Co-operation Commission
DAC	Development Assistance Committee
DBIS	Database Information System
DE	Development Education
DECODE	Specialised Diploma in Co-operation for Development
DNGO	Development Non-Governmental Organisation
EC	European Commission
EDF	European Development Fund
ENED	National Development Education Strategy
EU	European Union
FASE	Education Sector Support Fund
FCG	Calouste Gulbenkian Foundation
FORGEP	Public Management Training
GHD	Good Practice of Humanitarian Donorship
GOP	Major Planning Options
ICP	Portuguese Co-operation Institute
IHL	International Humanitarian Law
IMF	International Monetary Fund
INA	National Institute of Administration
IPAD	Portuguese Institute for Development Assistance
ISAF	International Security Assistance Force
MDG	Millennium Development Goals
MFA	Ministry of Foreign Affairs
NATO	North American Treaty Organization
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
ODA	Official Development Assistance
ODAmoz	Official Development Assistance to Mozambique
OE	State Budget
OECD	Organisation for Economic Co-operation and Development
PAF	Performance Assessment Framework
PALOP	Portuguese-Speaking African Countries
PCD	Policy Coherence for Development
PIC	Indicative Co-operation Programme
PICATFin	Integrated Public Finance Co-operation and Technical Assistance Programme
PIR	Regional Indicative Programme
PRACE	Central State Administration Restructuring Programme
PRSP	Poverty Reduction Strategy Paper
SENEC	Secretary of State for Foreign Affairs and Co-operation
SIDA	Swedish International Development Agency
SOFID	Development Finance Corporation
TC	Technical Co-operation
TL	Timor-Leste
UEM	Eduardo Mondlane University
UN	United Nations
UNHCR	High Commission of the United Nations for Refugees
UNIFIL	United Nations Interim Force in Lebanon
UNMIK	United Nations Interim Administration Mission in Kosovo
UNODC	United Nations Office for Drugs and Crime
WTO	World Trade Organization