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SELF ASSESSMENT OF PORTUGAL

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This document has been prepared by Portugal, which is solely responsible for its content.

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PEER REVIEW 2021 PORTUGAL SELF-ASSESSMENT

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LIST OF ABBREVIATIONS

AC – Cooperation Agent (*Agente da Cooperação*)
AfDB - African Development Bank
BDCOOP – Cooperation Database (*Base de Dados da Cooperação*)
COVAX - COVID-19 Vaccines Global Access
CIC – Interministerial Cooperation Commission (*Comissão Interministerial para a Cooperação*)
CPC – Portuguese Cooperation Centre (*Centro Português de Cooperação*)
CSO - Civil Society Organizations
DAC – Development Assistance Committee
EFAP – EU/IMF Financial Assistance Programme
ENAC – National Climate Adaption Strategy (*Estratégia Nacional de Adaptação às Alterações Climáticas*)
EU – European Union
GAA - Evaluation and Audit Office (*Gabinete de Avaliação e Auditoria*)
GERFIP – Public administration financial management system (*Gestão de Recursos Financeiros em modo Partilhado*)
GNI – Gross National Income
IFI – International Financial Organizations
INA – National Institute for Public Administration (*Instituto Nacional de Administração*)
LDC –Least Developed Countries
LNOB – Leave No One Behind
MFA – Ministry of Foreign Affairs
NGDO – Non-Governmental Development Organisation
NVR – National Voluntary Review
ODA – Official Development Assistance
OECD -Organisation for Economic Cooperation and Development
PALOP –African Countries with Portuguese as an Official Language (*Países Africanos de Língua Oficial Portuguesa*)
PDNA - Post Disaster Needs Assessment
PEC –Strategic Cooperation Programme (*Programa Estratégico de Cooperação*)
PPA – Programmes, Projects and Actions
QUAR - Evaluation and Accountability Frameworks (*Quadro de Avaliação e Responsabilização*)
RBM&E – Results Based Management and Evaluation
ROM - results oriented monitoring
SDG – Sustainable Development Goals
SIDS - Small Island Developing Countries
SPCIC - Permanent Secretariat of the Interministerial Cooperation Commission (*Secretariado Permanente da Comissão Interministerial para a Cooperação*)
SRHR – Sexual and Reproductive Health and Rights
UNFCCC – United Nations Framework Convention on Climate Change

A. RECENT CHANGES IN THE CONTEXT OF PORTUGAL'S DEVELOPMENT CO-OPERATION

Portuguese Development Cooperation has steadily evolved since the peer-review conducted by the Development Assistance Committee (DAC) in November 2015, addressing a number of challenges within the existing institutional set-up, in view of enhancing its overall capacity at both policy and implementation levels, in a policy sector highly valued by Portuguese citizens¹.

This meant capitalizing on a combination of existing and/or new mechanisms and procedures (governing, technical and financial model) – to enhance policy dialogue and strategic partnerships (including with peer European and international organizations, the private sector, the Portuguese development finance institution – SOFID, and Civil Society); bolster efficiency in operations – as well as on broadening financing sources and modalities.

Against this background, in early 2016, the Secretary of State for Foreign Affairs and Cooperation issued a set of new guidelines for development cooperation, drawing on the Strategic Concept 2014-2020 (the national policy on development cooperation, humanitarian and emergency assistance and development education) that clearly sets development cooperation as a key vector of Portuguese foreign policy.

These guidelines have been developed on the basis of: i) critical elements for success in the global context (e.g. shifting from donor-recipient to partnerships based on common interests; strategic partnerships; environment, human security and gender as drivers of sustainable development); ii) country-specific circumstances, based on partner countries governments' national strategies (geographic and thematic priorities); iii) financial strategies and ODA concentration among public entities; and iv) the 2015 peer review's recommendations.

Practical measures undertaken ranged from i) reinforcing the Ministry of Foreign Affairs' political steering and coordination; ii) enhancing field presence, including in new geographies iii) new approaches to financing for development (effective use of ODA to leverage other funding sources; establishment of dedicated teams at Camões – Institute for Cooperation and Language (Camões, I.P.) for delegated cooperation, *blending* and private sector engagement, deepening cooperation with SOFID); iv) effective planning (mutualizing development cooperation funding on the basis of ODA targets and increasing Camões, I.P.'s capacity to support line ministries); or iv) removing administrative bottlenecks through a new legal framework for development cooperation.

As a result, the “new generation” Strategic Cooperation Programmes (*Programas Estratégicos de Cooperação* – PEC) are more focused, both in terms of geography and sectors of concentration, with better structured and larger-scale interventions to ensure enhanced development impact. Projects are tailored to partner countries needs and fully aligned with their national development strategies. PEC's financial envelopes are predictable, designed for 5-year

¹ In 2020, 71% of Portuguese citizens agreed that tackling poverty reduction around the world should be a priority of the national government, 2nd highest among EU Member-states. Also 82% agreed that tackling poverty in partner countries should be one of the main priorities of the EU and 99% said it was important for the EU to partner with other countries to reduce poverty around the world, the highest among all EU Member-states. Special Eurobarometer 512, “EU citizens and development cooperation” (November - December 2020), April 2021.

implementation periods and measure performance against the SDG, taking into consideration interventions by other development partners in the field, in view of complementarity.

Portugal took part in the July 2017 National Voluntary Review (NVR) of the High-level Political Forum on Sustainable Development, as one of the first European countries to submit its report. The ambition then, as today, illustrates well Portugal's commitment to sustainable development, human rights and multilateralism. Under the joint coordination of the Ministries of Foreign Affairs (MFA) and Planning², the 2030 Agenda has been integrated into national strategies, around five key areas, "people, prosperity, planet, peace and partnership". These strategies focused on six priority SDG: SDG 4 – Quality Education | SDG 5 – Gender Equality | SDG 9 – Industry, Innovation and Infrastructure | SDG 10 – Reduced Inequalities | SDG 13 – Climate Action | SDG 14 – Life below Water. The report provides an overview of our development cooperation in the various goals, with a particular focus on SDG 17 | Partnerships for the Goals, highlighting the above-mentioned new guidelines for Portuguese Cooperation.

From a global development perspective, Portugal has always voiced the need for special attention to fragile and conflict-affected or protracted crisis contexts; Least Developed Countries (LDC); and Small Island Developing States (SIDS), particularly in Africa. More recently, it has also highlighted the importance of partnerships with middle-income countries/development in transition pushing forward discussions in OECD and Ibero-American organization to the European Union (EU), also considering the severe economic and social impact of COVID-19.

A number of whole-of-government initiatives and legal acts has been adopted since the submission of the NVR, to improve the implementation of the SDG, both in its internal as well as external dimensions. The latter adds on a decade-long environment and climate action ambition, but it also introduces new approaches on, among others, education, global health, sexual and reproductive health and rights (SRHR), citizenship, youth, oceans, circular economy, security and development, human trafficking, equality and non-discrimination.

On the business model front, in 2018, the Government, through the MFA, rolled-out a number of legal acts to render the Portuguese Cooperation system more agile, in particular Camões, I.P.. While directly accountable for 7% of Portuguese ODA, the agency continues to play a central role in policy setting and coordination in the development and humanitarian areas; international representation and reporting; as well as financing, managing and implementing several projects and programmes.

Camões, I.P. went through changes, in management and senior positions, following the respective end of term of mandates or rotation to other functions abroad, including President and Vice president's positions, both in 2020. Also, the Planning and Management Directorate went through changes in middle management staff, including in the legal and human resources departments.

Despite challenging, the transition ran smoothly in view of key and ambitious milestones in 2021, including the Presidency of the Council of the EU, an EU Pillar assessment, the peer-review and the drafting of and public consultation on a new Strategy for Development Cooperation and Humanitarian Action 2021-2030.

² While domestic implementation remains under inter-ministerial coordination, development cooperation (external dimension) is overseen by the Interministerial Cooperation Commission, led by the Secretary of State for Foreign Affairs and Cooperation. In its role to report national financial outflows for development cooperation, Camões, I.P. works in tandem with the National Statistics Institute (INE), as the reference source on SDG monitoring.

In addition, the COVID-19 pandemic has called for resourcefulness and innovation to ensure cooperation activities continuity, putting development agencies and partners alike to a stress test, particularly at field level, while additional resources had to be mobilised and projects tailored to the new reality. This has only been possible thanks to a flexible, yet effective, approach to interministerial coordination involving different implementing partners (e.g. health, internal affairs/security, defence and Camões, I.P.).

Civil society organizations also stepped up efforts and played an important role in this regard. For instance, this has allowed for a quick set-up and rollout of a Health Plan to support bilaterally priority partner countries (the Portuguese-speaking African Countries and Timor-Leste) in their efforts to combat the pandemic. This Plan has translated in both material aid and capacity building, as well as, more recently, in the support to these countries' vaccination process, in a complementary approach to Portugal's participation in the EU vaccine sharing mechanism and in COVAX (vaccines pillar of the Access to COVID-19 Tools (ACT) Accelerator).

In light of the new development strategy, consultations on the new Public Policy for Development Cooperation, led by the Secretary of State and Camões I.P.'s board, kicked off among the Portuguese Development Cooperation stakeholders. This involved the Interministerial Cooperation Commission (CIC) and the Portuguese Development Cooperation Forum (Non-Governmental Development Organizations and other civil society organizations, academia, foundations, local authorities and private sector).

Lessons learnt and good practices will surely be capitalised as the COVID-19 context pushed for enhanced "real time" political coordination, including at multilateral level, for the mobilization of additional resources, as well as efficient and speedy delivery to mitigate the social and economic impacts in partner countries, as well as for the post-pandemic recovery needs.

The main deliverables of the Portuguese Presidency of the Council of the EU will also influence and contribute to the thinking and action of national development cooperation and humanitarian action, notably in areas such as human development, development in transition, inclusivity, green and digital transitions, among others.

In conclusion, several outcomes, enshrined in the guidelines established by the government in 2016, have contributed and translated into further alignment with the global agenda, enhancing strategic partnerships, including at multilateral level, greater focus on the mobilization and diversification of new funding sources, and establishing streamlined legal and institutional frameworks.

Despite the positive and encouraging assessment, long-term and sustainable structural efforts (policy, institutional arrangements, financing for sustainable development and management systems) remain essential to enhance the Portuguese development architecture to deliver more and better ODA. The new Strategy for Development Cooperation and Humanitarian Action 2021-2030 will contribute towards these goals.

B.1 GOOD AND INNOVATIVE PRACTICES

ISSUE 1: ADAPTABLE AND FLEXIBLE OPERATIONS, COVERING PILLAR “PARTNER COUNTRY ENGAGEMENT” AND FOUNDATION “POLICY”

Reason for selection

Portuguese Cooperation’s intervention focuses mainly on Portuguese-speaking African Countries (PALOP) and Timor-Leste, based on the understanding that a shared language is an asset for sustainable development, in training and qualification, science and research, business and innovation, mobility and job creation. This longstanding relation is also anchored in similar legal and administrative frameworks, facilitating peer learning and a mutual-trust environment for technical and political dialogue.

This focus has proven instrumental to tackle major challenges, with the necessary degree of predictability, adaptability and flexibility, required in rapidly changing environments.

Furthermore, the current global COVID-19 pandemic has demonstrated the extent to which development cooperation policies and implementation modalities must factor-in the need for constant adjustments, in permanent dialogue with partner countries to cater for their priorities and needs.

Analysis of underlying aspects critical for success

At policy and strategic level, Portugal aligns intervention approaches with partner countries’ development strategies, coupled with a deep understanding of local realities and sector-specific policies. This is possible thanks to continuous political and policy dialogue, also between peer public institutions and professionals. Field presence by both Portuguese Cooperation Centres in partner countries and dedicated project teams, ensures effective interaction with authorities, local entities and communities. This has proven key to balancing predictability and flexibility, when most needed.

Coordination efforts are promoted among stakeholders and partners, including the EU but also among instruments, aid typology and implementing partners. Bilateral Programmes, Projects, and Actions (PPA) are formulated to respond to PEC, all of which stem from structured negotiation processes involving both countries’ authorities (peer line ministries work together on specific needs, areas of intervention, implementation calendars, implementing capacities, financial envelopes and results metrics).

PPA are jointly identified, formulated and negotiated and then approved on the basis of Project Documents. In some cases, formulation is initiated and led by partner countries’ authorities, under participatory and inclusive processes. Performance and progress are monitored in close dialogue with partner country institutions, in view of early adjustments and/or (re)definition of guidelines for strategic decision-making.

Besides Public Administration bodies at central and local level, Civil Society, Non-Governmental Development Organizations (NGDO) are key partners in the design, implementation but also oversight of Development Cooperation, Development Education and Humanitarian and Emergency Action, with a profound knowledge and experience of local contexts and

communities. Mobilization of NGDO is an essential asset in operations, given their capacity to mobilize communities and citizens, with the necessary independence and autonomy. They are also key players in mainstreaming participatory approaches, promoting ownership, while keeping complementarity with public actors' strategies. They bring analytics, knowledge and innovation in the strengthening of local capacities, bridging the gap between local challenges and global policies. Partnerships with NGDO are results-oriented, based on dialogue, with a view to enabling conditions to maximize flexibility of funding instruments, adaptability to circumstances in the field. Grants rules include specific clauses, allowing the adoption of tailored and flexible approaches regarding project implementation in unexpected situations.

Regarding humanitarian action, new instruments to support NGDO's activities have been recently established, providing a flexible institutional and regulatory framework. They have been designed in tandem with the Portuguese Platform of NGDO and other key stakeholders, favouring humanitarian interventions tailored to country-specific contexts and needs, including the following instruments:

- Humanitarian budgetary line;
- Emergency rapid response instrument;
- Co-financing Mechanism to Support the Recovery and Reconstruction of Regions Affected by Cyclones Idai and Kenneth in Mozambique.

Development cooperation's role in the current pandemic was vital not merely in terms of global solidarity but also to highlight the role of global public goods, including health. In light of such rapid changes and volatility, calling for urgent and comprehensive responses, Portugal has been able to uphold and enhance its capacity to coordinate and implement flexible operations. Business continuity has been possible through structured Business Continuity Plans. These provided general guidance, including on: do-no-harm principles; dialogue with stakeholders, authorities and development partners; team management rules, including on safety and protection; logistics and assets' management; finance and contract management; communications and documental management; decision-making and communication channels; partner coordination; activities' planning; contacts and rapid approval systems.

In the response to the COVID-19 global health crisis, Portugal was able to rollout an immediate response plan, based on the following:

- Refocussing the PEC, including projects' interventions and budget allocations;
- Anticipating earmarked and non-earmarked multilateral contributions and sector budget bilateral contributions;
- Extending deadlines and adjusting criteria in calls for Portuguese Cooperation Projects;
- Aligning and co-implementing measures with EU and Member-States, under Team Europe Initiatives, deploying immediate support to some of its main partner countries;
- Implementing Debt Relief measures;
- Strengthening NGDO work with the launch of a call for proposals to support projects exclusively to combat the effects of the pandemic;
- Cooperating with NGDO in mitigating the effects of the health crisis in the framework of the projects funded.

Portugal was able to set up a COVID-19 Health Response Action Plan aiming the Portuguese-speaking African Countries and Timor-Leste, by June 2020, less than 4 months after the COVID-19 outbreak. The initial EUR 3 million budget nearly doubled, by June 2021, to over EUR 5 million in its implementation. The Action Plan aims to contribute to the mitigation of the effects of the pandemic in a three-layered approach: provision of resources; training and research; vaccines' access and distribution.

Plans or options for future work to build on this strength

Portugal is committed to maintain and enhance the adaptability and flexibility of its interventions. However, there is room for improvement, namely:

- Map rules and procedures that may collide with the need for greater flexibility and adaptability, avoiding time-consuming checks and verifications that may hamper swift interventions;
- Deepen the alignment with partner countries policy cycles, including the challenges related to the Agenda 2030, management of COVID-19 impacts and recovery, addressing poverty, human development, institutional capacity and climate change;
- Learn and adopt methodologies linking humanitarian action, development and recovery frameworks;
- Progressively incorporate, where relevant, the humanitarian-development-peace nexus in the programming, implementation and evaluation activities;
- In the aftermath of COVID-19, adapt working methodologies and tools to digitalization, to improve strategical coordination among stakeholders and partners, including NGDO, mainstreaming a multi-stakeholder culture and clarifying the division of tasks will also remain a priority.

ISSUE 2: STRATEGIC PARTNERSHIPS, COVERING PILLAR “INCLUSIVE DEVELOPMENT PARTNERSHIPS” AND FOUNDATIONS “POLICY” AND “FINANCING FOR SUSTAINABLE DEVELOPMENT”

Reason for selection

The partnership approach has been core value of the Portuguese Development Cooperation all along the way. However, this has witnessed a new impetus since 2016, following release of the new guidelines by the MFA, among others, on the need to work with a broader set of development actors, in different geographies beyond the Portuguese-speaking African Countries and Timor-Leste, factoring-in a mix of cooperation instruments. The EU has played an increasingly prominent role both policy and financial wise which is expected to increase in years to come, in light of the new programming and budgetary cycle, and Team Europe approaches.

Alongside the more regular relation with its six priority partner countries, Portugal soon accelerated outreach in the dialogue with other partners, from lower to upper middle-income economies/countries. It also increased triangular cooperation, participation in EU delegated cooperation engagement with SOFID, International Financial Institutions (IFI), notably the EIB and the African Development Bank (AfDB), as well as with other bilateral and multilateral agencies. Portugal also advanced with analytical work on the engagement of private sector in development's efforts.

Given the diversity of actors that operate within the framework of development cooperation, development education, and humanitarian action, Camões, I.P. has promoted, within the scope of its co-financing mechanisms and coordination structures, partnerships that aimed to boost resources and the quality of its interventions, including with Civil Society Organizations (CSO) and NGDO.

This has resulted in a growing and continuous interest by development partners to engage with Portugal in different geographies, also enlarging the scope of areas of intervention.

Analysis of underlying aspects critical for success

Since 2016, Portugal has been establishing partnerships agreements with countries in Africa (Egypt and Morocco), Latin America (Argentina, Brazil, Chile, Uruguay, El Salvador, Colombia and Peru) and Middle East (Israel), with a view to implement joint development cooperation activities, mostly in Sub-Saharan African countries, in sectors of common interest and/or where available expertise is complementary.

These partnerships are implemented through structured dialogue, institutional linkages, joint programming, and triangular cooperation as a means to enhance efforts to address global development challenges and to achieve improved development results. Through triangular cooperation, Portugal is building on complementary strengths and experience from other partners, leading to innovative solutions. Portugal and OECD/DAC have hosted international conferences on this cooperation modality with a view to promote best practices and peer learning.

The Ibero-American space is also rich in the diversity of players, with 22 countries paving the way for better, multi-dimensional and multi-actor regional cooperation. It is based on flexible and horizontal partnership principles, South-South and Triangular Cooperation, allowing for innovative interventions on social inclusion and governance; education, science and technology; gender equity; culture for sustainable development; environment; entrepreneurship or digital transformation. In this group, Portugal brings several line ministries to work jointly with their peers in areas such as culture or global citizenship for sustainable development.

In the case of the joint work at EU level, Portugal has entered into several delegation arrangements to implement, under indirect management (delegated cooperation), an important portfolio of projects in partner countries (mainly the Portuguese-speaking African Countries and Timor-Leste). It has also promoted and supported the design and rollout of EU-financed projects, managed by Portuguese partner entities from civil society, allowing for interventions in “new geographies”, such as Colombia and the Gambia. From 2015 to 2020, the amount of funds delegated in Camões, I.P. reached EUR 116.5 million in areas as diverse as the rule of law, e-government, creative economy, health, education and technical education and vocational training (TVET), climate change, food and nutritional security and resilience, rural development, maritime security, among others. This has been an opportunity to leverage limited national ODA, to enhance results and impact, in areas where Portugal brings added-value while complementing its bilateral portfolios (almost all EU-funded projects require co-financing, either from Camões, I.P. or national implementing partners).

Partnerships with IFI include, among others, the AfDB, resulting in an innovative Lusophone Compact in 2018. Specifically designed to blend public and private resources, it aims to accelerate private sector growth in the Portuguese-speaking African Countries, namely infrastructure development. It offers a triple set of instruments: financing (guarantees), technical assistance and public reforms. Each partner brings its added value to this strategic partnership:

- AfDB, technical and financial;
- Portugal, State guarantees, financing through the *Sociedade para o Financiamento do Desenvolvimento* - Society for Development Financing (SOFID), technical assistance and the link to the Portuguese private sector as a potential player;
- Portuguese-speaking African Countries, private sector reforms, and peer learning among private sector players.

Bilaterally, the *Fundo Empresarial da Cooperação Portuguesa* - Business Fund for Portuguese Cooperation (FECOP), in partnership with Mozambican institutions and local banks, supports micro, small and medium-sized businesses in relevant economic sectors, sharing operations' risk.

Bilateral interventions also seek the most suitable partnerships to implement the various operations. Ranging from institutional partners both in Portugal and in partner countries, NGDO, CSO and foundations as well as other bilateral and multilateral agencies.

In line with the recently approved DAC Recommendation on Enabling Civil Society in Development Cooperation and Humanitarian Assistance, with which we were fully engaged from the very beginning of the discussions, the Portuguese Cooperation acknowledges civil society actors as independent development and humanitarian actors in their own right. In full respect for the principles contained in the aforementioned Recommendation, as well as in recognition of the CSO and NGDO roles in particular, the partnership with the sector has been deepened.

Funding mechanisms to support NGDO's own initiatives were reinforced between 2015 and 2020. Funding instruments have been diversified and a joint review of the different partnership agreements with the Portuguese NGDO Platform has taken place.

On strategic dialogue, the Portuguese Development Cooperation Forum (consultative role of the Portuguese Cooperation system) is a key structure to inform planning, design, formulation and monitoring of the national cooperation policy. It brings around the table representatives from confederations, federations, platforms or associations of public and private entities in the fields of higher education, research, NGDO, foundations, business, trade unions and local government. The aim is to promote greater knowledge, visibility and advocacy for development, allowing for networking among members and the national development cooperation agency. It is also a forum to encourage the diversification of partnerships and to discuss access to international support.

Alongside with higher allocations for co-financing lines for development cooperation and development education projects, there has been a diversification of support instruments, namely new tenders for Humanitarian Action projects, Conference/Studies, the Mozambique

Fund for Reconstruction after Cyclones Idai and Kenneth; and the creation of a Rapid Response Instrument along with the COVID-19 dedicated line. From two co-financing lines in 2015, the

current number of tenders has risen to seven. In 2020, budgets for the Co-financing Lines for cooperation and development education projects under the responsibility of NGOs increased by 10%, while the Humanitarian Action Line by 5%. Also noteworthy is the new Programme Contract signed with the Portuguese NGO Platform.

NGO projects represent tens of millions of euros, leveraging additional resources and helping to maintain proximity and support the most poor and vulnerable populations.

ISSUE 3: STRONG BILATERAL ENGAGEMENT, COVERING PILLAR “PARTNER COUNTRY ENGAGEMENT” AND FOUNDATIONS “POLICY” AND “INSTITUTIONAL ARRANGEMENTS”

Reason for selection

Portugal bases its development cooperation in key principles that include geographic and sectorial concentration, along with coherence and coordination, ownership and partnership. One of its three fundamental purposes is to value its development cooperation partners, seeking to adopt a unified strategic approach in the priority countries and sectors without differentiating between State and non-State actors, public and private sectors and profit or non-profit-entities.

Portugal believes that giving geographic and sector priority to larger and structural programmes, according to the strategic priorities defined with each partner country, enhances the effectiveness and impact of the national cooperation investment. Furthermore, the long-lasting relation and the particular links between Portugal and these countries facilitate a mutual-trust environment, political dialogue and a strong and stable bilateral engagement.

Analysis of underlying aspects critical for success

Portuguese development cooperation has been moving towards a more concentrated approach, considering the need to promote development effectiveness, in a world of increasing needs and limited resources.

Geographically, Portuguese-speaking African countries and Timor-Leste remain priority countries, being consistently on Portugal’s Top 10 ODA Recipients, allowing for the development of firmly established cooperation relationships, the accumulation of knowledge and experience as well as institutional contacts amongst partner institutions, which promote adaptation, leadership and ownership. By promoting geographical concentration, Portugal is also promoting the specialisation of its cooperation, with clear gains for all. More recently, in line with political guidelines, there is an effort to gradually widen the geographical focus of Portuguese Cooperation. This has happened in Latin America, West Africa and the Horn of Africa, mainly possible thanks to partnerships with the EU.

Portuguese priority partner countries have pursued varied development paths. To some extent, some still have different vulnerabilities. Some remain fragile, due to economic, environmental, security or political dimensions (Guinea-Bissau, Angola or Mozambique). Some are SIDS (Cabo Verde, Guinea-Bissau, São Tomé and Príncipe and Timor-Leste), while others are LDC, (Guinea-Bissau, Angola, Mozambique, São Tomé and Príncipe and Timor-Leste).

Despite working with countries that need differentiated approaches and, often, additional support, Portugal has not only been able to adapt its operations and introduce more flexibility, as referred to in 2.1, but it has also been able to maintain its operations in all these countries, therefore contributing to the stability and predictability of its support.

Indeed, Portugal is proud that it maintains its commitment towards partner countries, notwithstanding the circumstances, and strives to make a difference in these countries through its bilateral, delegated or triangular cooperation.

Portugal has adopted a differentiated approach to each partner country, in line with the PEC, negotiated with national authorities, with a mix of aid modalities, including PPA, general and sector budget support, scholarships (in Portuguese and in partner countries higher education institutions) and institutional peer-to-peer technical assistance. It should be noted the new approach to bilateral cooperation PPA, with the establishment of two results-oriented cooperation instruments based on a programme-based framework.

For instance, in Mozambique bilateral aid modalities range from sector budget support, State and subnational governments' capacity-building support, intervention clusters, co-financing schemes for local and international civil society organisations, funds devoted to private sector or funds for humanitarian assistance and relief. In the humanitarian field, Portuguese Cooperation, in partnership with Mozambican official authorities and other key stakeholders, has developed financing mechanisms to support NGDO projects. These instruments resulted from the combination of private and public sector funds, and priority actions have been identified in an inclusive and participatory manner.

Moreover, Portugal also upholds sectorial concertation, with its operations based on the partner countries' priorities and needs, on the one hand, and on the Portuguese institutions' level of capacity and experience, on the other, understandably adapted to the context of each partner country. As such, Portugal invests in two priority lines: (i) governance, rule of law and human rights; and (ii) human development and global public goods, whilst taking into account crosscutting issues. There is a clear concentration in human development, established as a priority for the Portuguese Presidency of the EU Council, with Education and Health as frontrunners, accounting for an investment of USD 63.3 million and USD 12.1 million, respectively, in 2019.

A clear emphasis on the motto "leave no one behind (LNOB)", with operations involving, whenever possible, vulnerable population groups, as referred to in 2.4.

In short, at policy level, strong bilateral engagement results from strengthening the alignment between the new generation of PEC and partner countries' policy cycles. Furthermore, strategically and considering our development cooperation policy, Portugal aligns its interventions with the PEC, while, at operational level it strives to use tailored-mixed aid typologies, instruments and implementer partners.

Plans or options for future work to build on this strength

Portugal will continue to reinforce alignment, mutual-trust environment and political dialogue, and a whole-of-government approach. Further efforts could be introduced, with a view to:

- Consolidate the involvement of different kind of partners (State, subnational governments, civil society and private sector) and mixing instruments in a complementary manner;
- Adjust working methodologies and tools to partners, stakeholders and contexts, in a framework of digitalization, where pandemic and post-pandemic will remain a high priority;
- Continue to strengthen the sectoral concentration, in order to allow for further specialisation gains;
- The existence of geographical priorities should not hinder Portugal from being able to contribute positively to the development of other geographical partner clusters, especially if they can benefit from institutional cooperation interventions that have proved to work in the current priority countries that have similar characteristics;
- As with other strengths, intensifying peer learning based on monitoring and evaluation focused on results, impact and change, mutual accountability and transparency is also crucial;
- Gradually balancing the share of Portuguese bilateral ODA will also remain a priority.

ISSUE 4: WORKING IN COUNTRIES MOST IN NEED, COVERING PILLAR “GLOBAL AND DOMESTIC EFFORTS” AND “PARTNER COUNTRY ENGAGEMENT”, AND FOUNDATIONS “POLICY” AND “FINANCING FOR SUSTAINABLE DEVELOPMENT”

Reason for selection

Portugal’s bilateral ODA is mostly directed to SIDS, LDCs and fragile States.

The six Portuguese Cooperation priority partner countries are fragile States and/or affected in some degree by issues related to institutional fragility, climate vulnerability and/or conflict. According to the OECD’s Multidimensional Fragility Framework, three of these countries are considered fragile contexts (Angola, Mozambique and Guinea-Bissau). In addition, São Tomé and Príncipe and Timor-Leste are members of the g7+.

Five are LDCs (Mozambique, Guinea-Bissau, Angola, São Tomé and Príncipe and Timor-Leste) and three are also SIDS (Guinea Bissau, São Tomé and Príncipe and Timor-Leste). Cabo Verde is the fourth SIDS among Portugal’s main partners

In 2019, LDCs received 63.4% of Portugal’s gross bilateral ODA (USD 112.6 million). From 2015 to 2019, 77%, on average, of Portuguese Bilateral ODA (gross disbursements), was allocated to Countries Most in Need.

Analysis of underlying aspects critical for success

Portuguese Development Cooperation upholds its commitment to countries most in need by concentrating its ODA in LDCs, SIDS and Fragile States, channelling 0.15% - 0.20% of ODA/GNI to these countries.

There is also a clear policy vision for eradicating poverty and addressing fragility as a prominent role of Portugal's Development Cooperation and a pragmatic and flexible approach to working in fragile States. As a DAC member adherent to the Committee's Recommendation on the Humanitarian, Development and Peace nexus and in line with the development effectiveness principles, Portugal is making efforts to implement the Recommendations' principles in its partner countries.

The sector group "Social Infrastructure & Services" (education, health, population, reproductive health, water and sanitation, government and civil society, other infrastructures and social services), concentrated on average 78% of bilateral ODA in the 2015-2019 period. The need to refocus on Human Development has gained momentum with the pandemic situation and Portugal has prioritized actions in this area during its Presidency of the Council of the EU.

Concessional finance is mostly channelled in the form of grants, or concessional credit lines/loans, in response to partner countries' needs in terms of infrastructure building and rehabilitation. In line with the recommendations of the 2015 DAC Peer Review, Portugal has not only reversed the decline in its ODA to LDCs, but it has also kept its grant share of ODA to these countries, under severe budgetary constraints, as well as a high level of concessionality of loans to LDCs. This complies with the 1978 DAC recommendations on terms and conditions of lending to LDCs. Diversifying implementation modalities has also played a role, namely through delegated and triangular cooperation, with a view to complement and maximize bilateral impact in partner countries.

Portugal is committed to the principle of "leaving no one behind" (LNOB), entailing the notions of inclusion, universality, equity and sustainability. Through its development cooperation, Portugal aims to eradicate poverty, promote the respect of human rights, democracy, the rule of law and social, health, education, economic and political inclusion of all, with the participation of NGDO community in areas where it is difficult for the public sector to operate alone.

Portuguese Development Cooperation takes on a prominent role in supporting main partner countries in this area. Its intervention, through several instruments, seeks to contribute to:

- Promotion of human rights, with a special emphasis on women, children, the elderly and people with disabilities;
- Promotion of more inclusive education systems addressing children with special needs;
- Poverty and inequality reduction, through integrated programmes and projects to fight poverty;
- Capacity building of national authorities as well as civil society organizations and citizens, facilitating processes of positive change;
- Support to authorities in the creation and improvement of social protection systems that increase the protection of populations against social risks.

To increase impact, where possible, priority is given to villages and communities outside main cities or urban areas, with limited access and where support is often scarce. Portugal has started designing projects that allow for innovative implementation, including support to secluded populations. For instance, a teacher's training initiative in Timor-Leste includes a pilot b-learning project that may be replicated elsewhere. Moreover, operations on education and health focus on children, youth and mothers.

The “Small Projects Fund” also supports local civil society groups that, due to their small size, are usually overlooked by development partners. For instance, in 2020, in Colombia, the FPP contributed to the promotion of the rights of children and youth. Implemented in the “*Norte de Santander*” region, in the border with Venezuela, it targets the specific needs of children and young people at risk of recruitment by armed groups. Other interventions aim to support children affected by the action of armed groups (physically and psychologically), promoting their training in cultural activities – with an emphasis on communication and literature processes – contributing to their long-term dignity.

In these interventions, Portugal addresses crosscutting issues such as gender equality, children's rights and other vulnerable groups. In the fight against poverty, direct support to institutions that provide aid to vulnerable groups stands out. This is a long-term approach, particularly important in contexts of fragility, ensuring predictability and forging ownership and sustainability (a difficult task in fragile and/or post-conflict contexts). Direct beneficiaries include orphaned children and youth at risk, people with disabilities, elderly and female heads of households, among others. Indirect beneficiaries include the respective families and communities in general. In addition, the funding also aims to build CSOs' capacity and human resources.

In institutional capacity building interventions, the beneficiaries are leaders and public agencies' civil servants, and civil society organizations. Institutional capacity-building projects are a key area of intervention of the Portuguese Development Cooperation. Interventions foster coordination between different national strategies and policy executing agencies. For example, linking social protection strategies with employment, education or professional training strategies, reinforcing the assumption that the promotion of labour market integration and adequate income measures, as well as access to quality social services, can make a fundamental contribution to social inclusion, underpinning the principle of LNOB.

Portugal has also been exploring ways to support the development of the blue economy in partner countries whose economies are heavily reliant on ocean-based sectors, such as fisheries or tourism, for income and jobs, while addressing their specific vulnerabilities. As part of the cooperation with SIDS, Portugal supported the OECD Sustainable Ocean for All Report and has been an active advocate of SIDS specific needs in the UN and other fora.

Plans or options for future work to build on this strength

In spite of severe budgetary constraints, Portugal remains firmly committed to maintaining countries most in need as the main recipients of Portuguese ODA and to strive to, progressively, uphold international commitments.

Portugal sees the need to equip itself with better tools, instruments and partnerships to mainstream LNOB in development co-operation and deliver measurable results for vulnerable people and groups.

There are still many challenges in integrating specific LNOB indicators throughout development cooperation activities, especially to measure outcomes and impact in the medium and long term.

The new Strategy for Development Cooperation and Humanitarian Action 2021-2030, will certainly keep countries most in need as a priority and will include options for future work in this area, building on Portugal's focus and expertise in working with these countries.

ISSUE 5: ENVIRONMENT AS A GLOBAL PUBLIC GOOD, COVERING PILLARS “GLOBAL AND DOMESTIC EFFORTS” AND “PARTNER COUNTRY ENGAGEMENT”, AND FOUNDATIONS “POLICY” AND “FINANCING FOR SUSTAINABLE DEVELOPMENT”

Reason for selection

Portugal has set for itself ambitious goals on environment and climate change, positioning itself in the forefront of carbon neutrality commitments under the United Nations Framework Convention on Climate Change (UNFCCC).

It ranks fifth on environmental performance in the Committee for Development Index (CDI 2020), its best indicator, and the only one ranking in the top 10.

The importance of preserving and ensuring the conservation of natural resources, protecting biodiversity, combating desertification and climate change are well embedded in the national narrative on poverty eradication, with ample national consensus. Following DAC/OECD policy guidelines regarding the mainstreaming of environment and climate change into cooperation for development, Portugal has been strengthening and refining its action in this regard.

This ambition has translated into a solid mix of public policies, legal and regulatory frameworks and whole-of-government coordination mechanisms, which will hopefully enable further effective action also in development cooperation.

Analysis of underlying aspects critical for success

While much of the above-mentioned ambition is still to translate into Portugal's development cooperation, with ODA investment on environment and climate change still below OECD/DAC's average, some important steps have been taken in the last decade and specifically since the 2015 peer review. From policy setting to advocacy, including in sector policies; from coordination mechanisms, to a drive for innovation in bilateral action and a domestic dedicated fund.

On policy setting, there is a solid framework interlinking a National Climate Adaption Strategy (ENAAC)³, with government options. For instance, the Major Options Plan 2021-2023⁴ illustrates well the extent to which government's vision and resolve are anchored in the understanding that environment is a Global Public Good, with a potential to spill over on the new Strategy for Development Cooperation and Humanitarian Action 2021-2030, for which further resources will need to be mobilized. Sector strategies have also witnessed an accrued integration of environmental concerns. For example, in the new strategy for the seas; in the Ministry of Education policy and programmes; in Camões, I.P.'s scholarship granting schemes, where the Rio Markers are applied; or in the Ministry of Defence new guidelines on environment and climate change, among others.

³ Council of Ministers Resolutions 56/2015 on the National Climate Adaptation Strategy, and 53/2020 (extension till 2025).

⁴ Law 75C/2020.

Clear coordination mechanisms have been set-up for the implementation of ENAAC, in its development cooperation dimension. A permanent intergovernmental and institutional collaboration between Camões, I.P. and the Ministry of Environment and Climate Action is in place, ensuring alignment at both technical and political levels. Environment and climate related projects submitted by partner countries' authorities, to the financial support of the Portuguese Environment Fund (see more below), require a mandatory prior opinion and appraisal by Camões, I.P., on quality, relevance and adequacy.

Portugal has also been a strong advocate of the Paris Agreement, including on fully realizing technology development and transfer for both mitigation and adaptation to climate change as well as on building capacity in partner countries, with a view to support them in meeting their own targets and commitments. This ambition was reflected in the NVR, submitted to the UN in 2017, in the understanding that the responses to mitigation and adaptation policies should be mainstreamed in order to promote the proper planning and development of a resilient, competitive and low-carbon economy.

This has recently gained momentum in the setting of priorities for the 2021 Portuguese Presidency of the Council of the EU. Under the motto, "Time to act: for a fair, green and digital recovery", in the intersection with development cooperation portfolio, Portugal has specifically elected the impact of climate change in humanitarian action, with a focus on resilience in fragility contexts. The approach was to strengthen synergies between the Sendai Framework, the Paris Agreement and the 2030 Agenda.

In this context, the EU green transition has bear fruit with the organization of a High-Level EU-Africa Green Investment Forum (joint initiative between the EU Presidency and the European Investment Bank). The event brought together European and African specialists and political representatives to debate and further enhance partnerships between the two continents, in a shared commitment to achieve the global climate goals and SDG. The forum was preceded by a 30-day long EU-Africa dialogue on green transition and investment, totalling 26 "Green Talks" held in African and EU capitals. The objective of this initiative was to showcase how sustainable business models hold the potential to be competitive, create jobs and income in an inclusive development path for both continents.

While still underfinanced, gradual steps are being taken in bilateral practice and operations with a view to balance out environment and/or climate-related concerns, with other crosscutting priorities. This is being achieved through the PEC with the Portuguese-speaking African Countries and Timor-Leste, bilateral, delegated projects and civil society budget lines (from food security and nutrition, rural development to water and sewage management, among others).

For the most part, environment projects supported by the Portuguese Development Cooperation have a strong technical assistance component, with a particular focus on the development of national and institutional capacities. This explains why in general, projects do not require an Environmental Impact Assessment. However, in all cases, Portugal applies the necessary environmental appraisal criteria and, where applicable, Environmental Assessment follows the local regulations of partner countries, namely action plans or strategies and related public consultations.

Over the past years, Portuguese Cooperation has been working to improve, step-by-step, the composition and quality of environment and climate finance and ensuring that partner countries' capacity is effectively improved. From the financing perspective, the Portuguese Environment Fund, with a development cooperation dedicated window (EUR 10 million for the Portuguese-speaking African Countries and Timor-Leste for the period 2017-2020, replenished with an additional EUR 20 million from 2021 to 2030, as announced in the 2020 Climate Summit). The Fund itself is financed through innovative schemes, such as environment and climate smart taxes and/or carbon pricing. Decree-Law 42-A/ 2016 of 12th of August, establishing the fund, mandates the Secretariat-General of the Ministry for Environment and Climate Action as its managing authority. The Fund supports projects in partner countries focused on environment and climate change as an additional financing ODA resource, although still on a smaller scale, when compared with its overall resources.

Plans or options for future work to build on this strength

Environment and climate change have had limited expression regarding total ODA values, since the strategic priorities of the Portuguese Development Cooperation essentially lie in areas such as Education, Health, Security and Justice, but with ample room for environment and climate mainstreaming, as recognized by our partner countries.

This would be particularly relevant in the following domains:

- Improve the application of Rio Markers, including its full range usage in education projects;
- Secure and reinforce technical specialized staff within Camões, I.P. (thematic oriented with specific academic and professional background);
- Specific training for general and operations' staff on mainstreaming environment and project "greening";
- Mainstreaming environment and climate change into education programmes and projects;
- Ensure participation in the DAC/ENVIRONET peer learning initiative.

B.2 CHALLENGES AND OPPORTUNITIES

ISSUE 6: MEETING ODA COMMITMENTS, COVERING PILLAR “GLOBAL AND DOMESTIC EFFORTS” AND FOUNDATIONS “POLICY”, “INSTITUTIONAL ARRANGEMENTS” AND “FINANCING FOR SUSTAINABLE DEVELOPMENT”

Reason for selection

The evolution of Portuguese ODA over time calls for a deeper analysis to inform long term planning and political and policy commitments, at a moment when ODA and development cooperation systems are expected to deliver with a reinforced sense of commitment.

The current exam represents a good opportunity to seize in the preparation of the new Strategy for Development Cooperation and Humanitarian Action 2021-2030, in the vein of other DAC/OECD member-States.

Analysis of underlying factors constraining greater progress

The volume of Portuguese ODA in recent years has been affected by the budgetary policy and reduced public spending.

Portugal’s ODA is also influenced by Angola’s debt repayment period (starting in 2009), and by the decrease in concessional loans from partner countries, as they are in the final disbursement phase, as well as by reimbursements, which contributed to the negative variation since 2015.

In the period 2015-2019, ODA/GNI ranged between 0.16% and 0.18%. The decrease recorded in 2019 (0.17%) does not reflect a drop in ODA volume, but rather echoes the continued economic growth after the effects of the Economic Adjustment Programme for Portugal, that translates into a higher GNI.

Given the current ODA volume, meeting the internationally agreed target of 0.7% ODA/GNI is and will be particularly challenging for Portugal, confirming the need to increase efforts to mobilize additional resources to finance development.

However, despite the adverse economic situation, Portugal remains committed to the effort to fulfill the international commitments (including those set at the EU level to collectively achieve a 0.7% ODA/GNI ratio by 2030). The slight recovery in aid volumes in 2019, and the expected increase in ODA volume in 2020, point towards this direction.

Last DAC’s peer review recommendation on the increase of ODA (*Portugal should establish time-bound, intermediate targets for meeting its international aid volume commitments as its economy recovers*) is still to be implemented. Even though the political leadership responsible for ODA commitments is actively working towards this goal, there was not until now enough financial space that would allow for the establishment of a formal timetable with a view to increase ODA levels. Indeed, the Portuguese economy has not yet revealed sufficiently robust and long-lasting growth indicators to support greater investment in development cooperation.

Plans or options for future work to enable improvement

This issue is part of the Portuguese Government's agenda, recognizing the strategic relevance to achieve ODA's goals and honour Portugal's international commitments.

In this regard, the MFA is pursuing a pragmatic, "small-but steady-steps" approach in the dialogue with the Ministry of Finance, with a view to meeting the expected targets, in as far as the economic recovery allows for.

The current drafting of a new Strategy for Development Cooperation and Humanitarian Action 2021-2030 will be challenging in this regard (time-bound financial ambition), particularly if upgraded to a fully-fledged State policy, overseen closely by Parliament.

In the context of the Sustainable Agenda for Development 2030, Portugal has voiced the fact that it values the work undertaken in Total Official Support for Sustainable Development (TOSSD) also supporting this agenda within the EU context. This is a relevant statistical measure to capture the full spectrum of officially supported resources for sustainable development. Portugal strongly supports this initiative since measuring a donor's effort beyond ODA provides a clearer picture of the national's commitment with the SDG.

ISSUE 7: FIT-FOR-PURPOSE DEVELOPMENT AGENCY, COVERING PILLAR "INCLUSIVE DEVELOPMENT PARTNERSHIPS" AND ALL FOUNDATIONS

Reasons for selection

The Portuguese Cooperation system is composed of different line ministries, requiring the coordination of public sector entities reporting on ODA (central government and local authorities), as well as civil society, academia, foundations and private sector actors.

The model governing the system assigns a particularly complex role to the development cooperation agency (Camões, I.P.), responsible for both policy and implementation. Furthermore, according to the established legal framework, the Institute also coordinates and oversees line ministries development activities. On the business model front, in 2018, the government, on an initiative by the Ministry of Foreign Affairs, rolled-out a number of legal acts to render the Portuguese Cooperation system more agile, in particular Camões, I.P., which implementation is ongoing.

Analysis of underlying factors constraining greater progress

In terms of development cooperation, Camões, I.P., was entrusted with a threefold mandate i.e. Development Cooperation, Humanitarian and Emergency Action and Development Education. In this context, it is expected to deliver on the following:

- Policy initiative and steering to ensure alignment in implementation and reporting;
- National representation and participation in multilateral and European fora;
- Lead on negotiations of strategic cooperation programmes with partner countries;
- Financing and co-financing of projects by line ministries and civil society (mainly grants);
- Directly managing bilateral projects, technical assistances (national budget) and scholarships;
- Managing external funds (EU delegated cooperation);

- Implementing grants, on behalf of third parties;
- Outreach to diversify portfolios, geographies, sources of finance and partnerships (delegated cooperation, triangular cooperation, private sector engagement);
- Providing for direct and sector budget support;
- Financing and monitoring voluntary contributions to international organizations;
- Statistical reporting.

Camões, I.P.'s governance arrangements, top leadership (board of directors) and support units (planning and management, including finance and contracts, documentation and communication and evaluation and audit) are shared among the three core activity areas, i.e. development cooperation, language and culture promotion abroad.

The 2018 “legal package” acknowledges Camões, I.P. complex role, categorising it among the “special regime - public institutes” (governing board responsibilities reinforced in the management of European and international funding sources) and endowing it with Portuguese Cooperation Centres (CPC – *Centro Português de Cooperação*), or local offices in the Portuguese-speaking African Countries and Timor-Leste, serving Portuguese Cooperation entities. This is laid down in Decree-law 48/2018 (Legal Order 7194/2018 further details the CPC's location and level of administrative autonomy, while roles, tasks, governance and local staff arrangements are defined under Decree-law 49/2018).

Camões, I.P. headquarters (HQ) have also been subject to restructuring, with two new Directorates established under the Development Cooperation's mandate, i.e. Bilateral Cooperation and Multilateral and European Cooperation, the latter pursuing its role also under a matrix structure to allow for the creation of projects' teams (Decree 215/2018).

Cooperation Agents' legal regime has been streamlined to introduce the possibility to mobilize these agents to both field and HQ; externalize recruitment procedures to specialized human resources companies; clarify roles, categories and tasks; and to align remunerations in the field to minimum international standards (Decree-law 49/2018 and Legal Order 6986/2018).

The positive impact of the abovementioned legal and institutional framework is gradually materializing. Nevertheless, it requires both further efforts and time.

For instance, the effective delegation of authority to CPCs with a view to simplify and bring decision-making processes closer to partner countries' stakeholders and development partners requires additional resources and is not fully implemented yet. For CPCs to function effectively, as full-fledged country offices, clear sub delegation of powers (contracts and finances) from HQ, with segregated roles and tasks, are required. CPC's current working budgets are still not enough to cover increasing needs, besides local payrolls and office operating costs. Furthermore, CPC have limited human resources, which would bring extra challenges to implement a full a sub-delegation of powers.

The creation of two Directorates for Development Cooperation, although an important step forward, was also accompanied by an increase of tasks, which also became more complex, including in the current COVID-19 context and response. This added significant pressure on HQ's services, while the permanent human resource base remained essentially the same in both quantity and quality, to levels before the entry into-force of the new organizational chart. Furthermore, the mandate of the support office in charge of Evaluation and Audit (GAA –

Gabinete de Avaliação e Auditoria) has widened building upon its expertise and competences to cater the other core areas of the Institute.

At HQ's level, while legally benefiting from a matrix system, to ensure a streamlined management of project teams, the hierarchical decision-making still applies. Therefore, more human resources would not alone solve the constraints bearing in mind the number of intermediate-level managers. This is more challenging in the case of the Multilateral and European Cooperation Directorate mainly due to the complexity of procedures.

The new legal framework for Cooperation Agents (AC – *Agente de Cooperação*) is still being put to the test. Recruitment through specialized companies (human resources consultancies) takes administrative burden away from central services but there is still lack of experience in the “head-hunting” national market for development cooperation profiles. Nevertheless, even if not as quickly as expected, lessons are being learned for the benefit of Camões, I.P..

Secondly, even though ACs can now be recruited for HQ, limited resources from the national budget to support bilateral projects do not allow to take full advantage of this potential. ACs are mostly recruited to HQ when EU delegated cooperation projects allow for. However, ACs are not yet granted sufficient autonomy to perform some of the assigned tasks, thus requiring supervision. Knowledge retention is still limited and needs to be improved when projects end and ACs leave.

It should be positively noted that prior to the EU Pillar re-assessment's rollout in 2020, Camões, I.P. developed and enforced a robust framework for operational implementation, including on grant awards and public procurement, supported by a full-fledged Project Management Manual. The Pillar re-assessment exercise, still on-going, has triggered the development of an action plan to strengthen internal control, accounting systems and external audit. Previous recommendations issued by the external financial controller, the Portuguese Court of Auditors and the European Commission are being monitored by the external financial controller.

Plans or options for future work to enable improvement

The agency will continue to implement ongoing measures, and introduce, where necessary, new ones, to ensure that its business model is capable to adapt to current and future challenges and its overall fit for purpose to deliver on its mission.

In this regard, the ongoing EU pillar assessment exercise has the potential to boost the agency's internal capacity and make it fitter-for-purpose in terms of leadership, coordination and oversight of the development policy and national partners. In the meantime, a number of intermediate measures are being put in place with a view to enable improvement:

- Investment in an integrated system to manage the entire development cooperation activity (full project cycle) to reduce bureaucracy and improve efficiency;
- Project Management Manual on-line version;
- New Intranet as the main communication and learning instrument and structured repository to implement a knowledge management system;
- New Documental system, to improve workflows and render them more efficient, contributing to the dematerialising of processes;
- Integrated management of assets;

- Legal and financial training in best practices in development cooperation (including through secondments to peer organizations and working periods in the field);
- Effective delegation of powers to CPC, including on contracts and finances;
- Framework contract with Human Resources head hunting company for 3-year periods.

ISSUE 8: HUMAN CAPACITY, COVERING PILLAR “INCLUSIVE DEVELOPMENT PARTNERSHIPS” AND ALL FOUNDATIONS.

Reason for selection

Camões, I.P.’s staff working in development cooperation has increased, notably since 2020. While this reflects changes in the Institute’s organisational structure since the entry into force of the 2018 “legal package”, mainly to reinforce capacity on development cooperation, the vision to increase efficiency still requires further enhancements, including at human resource level.

Limited work/life balance options, career prospects and training opportunities may explain the high levels of staff mobility from Camões I.P. to other line ministries, which could hinder knowledge and institutional memory retention. It should be noted, however, that staff mobility is a horizontal trend in the Portuguese public administration in general.

Analysis of underlying factors constraining greater progress

Ensuring adequate staff capacity remains a challenge in public sector. Camões I.P.’s recruitment model is bound to the same rules and payroll policies in place for civil servants. The Institute, like other Portuguese public institutions, is unable to recruit new civil servants.

Besides, development cooperation is a policy sector that requires a high degree of specialization, particularly in the case of Camões, I.P., expected to deliver on both policy and implementation. The Institute’s capacity to recruit highly qualified professionals and to keep up with high standards among current staff, ensuring that it is well equipped and staffed to deliver on priorities, remains quite limited.

Training is a major challenge, at both entry level and continuing learning. Over the last few years, training offers were made available through a general menu for civil servants (catalogue by the National Institute for Public Administration - INA), with little or no options on development cooperation. It should be positively noted, however, that specific programmes on development cooperation have been recently reintroduced in the menu (summer 2021), including general (full-fledged programme) and in-depth courses for specific areas like project finance or procurement.

Beyond the classic training on project cycle management, log frame or theory of change, staff needs to keep pace with specialised thematic areas such as gender equality, climate and environment (project greening and Rio markers), private sector and blending, but also on evaluation, results-based monitoring, auditing, accrual financial systems, statistical reporting, policy dialogue, etc.

Resources will be of essence to retain highly qualified staff, knowledge and institutional memory and improve quality of aid delivered by the Portuguese Development Cooperation.

Plans of options for future work to enable improvement

Camões, I.P. needs to develop and monitor strategies to reinforce stability in human resources. This can be addressed with the human resources strategic planning in development co-operation, streamlining workers' profiles, both for recruitment and training, in order to develop the appropriate skills and capabilities needed in the organization. In order to do so, Camões, I.P. must increase its training budget, as well as link it to retention plans, which will be achieved by the implementation of a competency-based management model, within the remit of Portuguese legislation.

Camões I.P.'s capacity also relies on staff recruited under the ACs legislation, in particular to support projects whether at headquarters or field level. However, roles and responsibilities need further simplification with a view to ensure greater autonomy from civil servants, whose tasks should of a more strategic and oversight nature.

Secondment of Camões, I.P. staff to international or peer organizations should be increased, and field experience should be fostered among staff, not only from the two development cooperation directorates but also from contracts and finance, planning and statistics and evaluation departments.

On training, Camões, I.P. should increase budget lines and improve the search for specialized partners in order to procure tailor made courses, in a mutualized effort between the Institute and line ministries, whose circumstances and challenges are identical. Further collaboration between Camões, I.P., line ministries and INA will be required to maximise in-house knowledge and experience for a wider audience.

Field experience of development workers (planning, operations, contracts and finance, monitoring and evaluation, etc.), including in international organizations and development agencies, is a key factor to improve quality of ODA and development effectiveness, but it is also an effective way to attract qualified professionals.

ISSUE 9: RESULTS-BASED MANAGEMENT, MONITORING AND EVALUATION, COVERING PILLARS “GLOBAL AND DOMESTIC EFFORTS” AND “PARTNER COUNTRY ENGAGEMENT AND FOUNDATIONS “POLICY”, “INSTITUTIONAL ARRANGEMENTS” AND “MANAGEMENT SYSTEMS”

Reason for selection

This challenge, and area of opportunity, has consistently been highlighted under the previous Peer Reviews (2010 and 2015) and thus registers the need for further improvement. A results-based and evaluation culture plays an essential role in development cooperation.

Analysis of underlying factors constraining greater progress

Results based management, monitoring and evaluation (RBM&E), anchored in project cycle management and logical frameworks, are understood as key to quality and impact. While the Portuguese Development Cooperation system works on the basis of these methodologies for a long time now, systematic RBM&E and measuring remains a challenge, particularly in the digital age.

Challenges lie mainly on the translation of well-established methodologies in operational and standardized systems that allow for efficient use of time and resources for the entire organization (HQ and field offices and project teams), based on reliable and accurate data sets.

The increase in sophistication in terms of rules and procedures, compliance and reporting further adds to the work burden of professionals, which are expected to perform multiple but also highly specialized tasks. The lack of experience in the development of systems dedicated to the development cooperation activity also raises some concerns, namely on integrity and security (vulnerability to external attacks) and dependency of external IT developers (maintenance).

Regarding Evaluation, the underlying factors hindering greater progress include: certain misperception of Evaluation's nature and added value, has an impact throughout the whole cooperation system, i.e., line ministries and partner countries.

Evaluative thinking in decision-making and management practices is still not fully imbedded, as back and forth progresses during the last five years demonstrate, confirming the importance of strengthening the Evaluation function.

Plans or options for future work to enable improvement

Camões, I.P. is developing an integrated support system, with the ambition to serve as a single interface, connected to our ODA data base (*Sistema de Informação Integrado da Cooperação Portuguesa*) and public administration financial management system (GERFIP). This should cover the entire project cycle management and provide for full-fledged RBM&E, as follows:

- Greater efficiency, effectiveness and impact;
- Security and data reliability;
- Compliance and streamlined procedures;
- Accountability for open and transparent communication;
- Reduction of transaction costs;
- Inclusivity and global access;
- Knowledge management;
- Effective reporting, monitoring and evaluation for results and learning.

In the absence of a standard RBM&E system for the entire activity, Camões, I.P. is currently testing different options under three specific projects. This is being done in a participatory way, involving other projects, to allow for the identification of patterns in all areas of intervention. The end goal is to learn from this exercise to inform the future integrated support system, as one of its major components. This has already improved working methods, such as quality data aggregation and dissemination among partners on a regular basis.

Portugal would benefit from best practices and benchmarking from our peer agencies, including quality terms of reference and technical specifications; costing; legal and contract safeguards, and training.

Theory of change has already been used in project design by Camões, I.P.. However, this did not yet become mainstream practice nor there is sufficient experience to share this approach with other line ministries. Training and peer exchange on theory of change would be of added-value

to programme and project design, including on how to link it to overall planning of public entities.

Camões, I.P.'s Project Management Manual needs to be updated in order to include a dedicated section to RBM&E. The manual requires regular update, based on lessons learned with actual operations at all levels, including RBM&E. The manual should be made available to the entire Portuguese Development Cooperation and joint training should be promoted.

Programme and project's RBM&E should allow for a direct link to public entities' Evaluation and Accountability Frameworks (QUAR, as established under Law 66-B/2007) and annual activity plans, as foreseen under the number 2 of article 1, of Decree-law 183/96.

Development cooperation would also benefit from a standard appraisal mechanism to ensure project's quality standards (relevance, Intervention logic, ownership, cross cutting issues, efficiency, sustainability, risk assessment, compliance), and mainstreaming of RB&M principles. This appraisal mechanism could involve line-ministries according to areas of expertise. It would also serve as an effective community of practice and technical coordination mechanism.

The draft 2021-2023 Evaluation Plan, submitted by Camões, I.P. Audit and Evaluation Office (GAA) to the Board of Directors takes into consideration the previous Peer Reviews and international standards. It outlines a theory of change aiming a stronger and resilient Evaluation function based on the following axes towards:

- Stronger independency and autonomy, namely selection and access to data, as well as a unified budget under GAA's responsibility, instead of current dispersion in project's budget, and safeguarded from the flexible budgetary management of the organization;
- Recruitment and training of a team of junior evaluators, exclusively dedicated to evaluation, assuming roles in the design, commission, management and development of evaluations. The staff will be part of the International Programme for Development Evaluation Training (IPDET 2021) cohort as part of the remit of the development plan for the Unit's upgrading;
- Partnerships establishment in order to create scale and maximize impact: Camões, I.P. joined the Global Evaluation Initiative, promoted by the International Evaluation Group (IEG - World Bank) and United Nations Development Programme (UNDP); is partnering with CLEAR Brazil and Portuguese-speaking African Countries in order to strengthen Evaluation Capacity Development in partner countries; joined the task-force that will deliver the DAC/OECD Evaluation criteria translation to Portuguese; is networking with other Evaluation Units (SEO Belgium Peer Review);
- Stronger engagement of line ministries and project managers – On the one hand, GAA intends to design future evaluations aiming greater connection with line ministries and projects, especially those designed, implemented and funded without Camões, I.P.'s intervention. On the other hand, Evaluation function should engage and reach out other evaluation stakeholders, such as the Parliament, CSO's, Academia;
- Developing knowledge pieces based on research and evaluation findings, whether in the form of synthesis or technical notes;

- Build on good practices and examples within Camões, I.P., namely the experience gathered on the evaluations processes carried out.
- Pushing forward evaluative talks, firstly with the Board of Directors and then cascade to middle management, project managers and officials, in order to raise awareness on Evaluation's usefulness and increase compliance with the principles and tools defined in existing strategic documents;
- Reviewing and discussing the Evaluation Policy, in line with the new Strategy for Development Cooperation and Humanitarian Action 2021-2030, promoting wide knowledge and sharing of the document.

ISSUE 10: KNOWLEDGE MANAGEMENT AND PUBLIC COMMUNICATION, COVERING PILLARS “GLOBAL AND DOMESTIC EFFORTS” AND “INCLUSIVE DEVELOPMENT PARTNERSHIPS”, AND FOUNDATIONS “POLICY” AND “MANAGEMENT SYSTEMS”

Reason for selection

The 2015 Peer Review has indicated both the need to establish strong knowledge management mechanisms under a fragmented cooperation system, and communication policies for the sake of transparency, accountability and visibility of the Portuguese Development Cooperation.

While, undoubtedly, evaluation is the primary source for a robust knowledge management system, and could well feature under the RBM&E focus area (2.9.), we have opted to link it to public communication as it holds the potential to, through a systematic and evidence-based approach, make it more effective and open towards partner countries, development partners and taxpayers.

Analysis of underlying factors constraining greater progress

Camões, I.P. is the national entity responsible for coordinating and supervising development cooperation activities. At the same time, it also fulfils its mandate as Portugal's Language and Cultural Institute, two core activity areas with specific requirements in terms of both knowledge management and public communication.

On public communication, the lack of a communication policy for the Institute hampers specialization and the mainstreaming of international best practices into development cooperation's activity as well as the adherence of the entire Portuguese Cooperation System to a common brand.

In the absence of knowledge sharing networks and communities of practice, cemented by a common communication strategy, it is difficult to capture the diversity and quality interventions by Portuguese public and civil society actors. This impacts on public opinion interest to know more or to get involved, but it also prevents academia, research and think tanks from developing thinking to improve better quality development cooperation.

Without a formal knowledge management system, it is difficult to retain and disseminate strategic thinking and information among the Portuguese development actors and overall

society. Neither is this accompanied by a tailored training strategy, further inhibiting a learning culture in the organization.

For instance, departments responsible for national representation in multilateral debates face challenges in mainstreaming political and policy guidelines into field operations. The latter, on the other hand, find it difficult to retrofit national positions that translate their concrete experience, at times based on language barriers (technical versus political or diplomatic).

Knowledge management would clearly profit from a better use of evaluation information, to feed on programme and project design and decision-making across its development system as currently, evaluation findings and lessons are not disseminated systematically.

Sources of knowledge on development cooperation remain fragmented as actors keep working in silos. The complexity of the Portuguese system however could easily turn into an asset, given the sheer diversity of actors and documental sources. It holds a true potential to improve the quality of ODA, the knowledge base for research and development as well as for effective communication.

Plans or options for future work to enable improvement

At technical level, a repository of knowledge is being developed around a number of “tool boxes” on sector strategies, intervention areas, development thematic, project management, ROM (results-oriented monitoring), evaluation and partnerships. This should offer a space for sharing training and learning resources. Although still in draft form, this already identifies basic principles on knowledge management, a step-by-step approach to building a future system, a set of indicators (on knowledge creation, storage, dissemination and effective use) and benchmarks.

The goal is to anchor these tools in the future Camões, I.P. Intranet (currently under development), thus combining technology and updated contents. This is expected to serve as a collaborative platform among staff, from which learning can be exported to development cooperation partners, in a collaborative system.

Communication on development cooperation could improve significantly with a more user-friendly national ODA database. This would also require more publicity for public attention and visual aids to facilitate search.

A double communication and visibility branding strategy for Camões, I.P. could improve public communication and alignment with international best practices on communicating development cooperation. This should include a single operations manual and training.

The line supporting conferences, seminars and studies should be reinforced to also include theme specific support, with a view to feed the knowledge management system;

Camões, I.P. could further enhance its publications policy with a view to foster networking and partnerships on development cooperation knowledge creation and position itself as a trusted storage reference centre.

Resources will be required to allow for Camões, I.P. communication and documentation department to further specialize and dedicate teams to development cooperation.

Building alternative communication tools has been key over the last few years, in an ever-changing media environment and limited resources. Thus, a strong investment has been made to deliver accessible messages to a broader audience, mainly through Camões, I.P.'s website and social networks, in an ever-evolving media environment and limited resources, requiring greater sophistication. Learning from peer agencies' experience with social media would be of interest.

C. COMPLEMENTARY INFORMATION AND PREVIOUS PEER REVIEW-RECOMMENDATIONS

1.1 - Building on its strong political commitment to policy coherence for development, Portugal should invest more in analysing and monitoring how its policies in key areas are affecting developing countries and take action to address policy inconsistencies.	
Reviewed country comments; implemented	
<p>Implemented:</p> <ul style="list-style-type: none"> Enhanced dialogue through the Inter-Ministerial Commission for Cooperation (CIC) and PCSD focal points' network (FPN): the CIC (at political level) and its Permanent Secretariat (SPCIC, Camões, I.P.- led) are convened on a regular basis, in view of improved coordination, transparency and knowledge sharing across policy sector and operations. CIC holds a mandate to mainstream PCSD issues, under Council of Minister's Resolution 82/2010. Furthermore, meetings have been convened strategically around two main development clusters (energy/environment and justice/security/migrations). The regular functioning of CIC has thus been a step forward in advancing PCSD's agenda in Portugal as it provides for a systematic political and technical forum, from which recommendations are issued to all sector operators, including on how to address PCSD. SPCIC meetings have the objective, among others, to prepare the strategic cooperation programmes (PEC) with partner countries (Guinea-Bissau, São Tomé and Príncipe, Mozambique) in coordination with all sectoral ministries, strengthening policy coherence in the implementation of development cooperation. <u>Coerência.pt</u> – a stronger, fairer and more sustainable cornerstone for development 2016-2018: Camões, I.P. financially supported this NGO-led project. The main objective is to raise awareness, develop critical knowledge on global interdependencies and strengthen the value of PCSD as the basis for sustainable development. The project has produced and shared publicly more than a dozen papers on PCSD, covering a wide range of public policies, namely climate change, trade and finance, development and security, citizenship, migrations, agriculture and fishing, transports and food safety and security. The project has also allowed for the promotion of seminars on this subject, the creation of a special direct line for PCSD issues, and the dissemination of a Guide to Citizen's Action. For instance, a <u>study on Migration</u> vis-a-vis PCSD, illustrates Portugal's example in the integration of immigrants. Participation in the Global Knowledge Partnership on Migration and Development: Portugal has been actively engaged on the KNOMAD Initiative. KNOMAD has produced a set of indicators - 48 for countries of origin and 62 for countries of destination - to analyse national policies and institutional mechanisms in different sectors related to migration, and identify appropriate measures to maximize the positive impact of migration. The draft version of the report gives a very positive note to Portuguese migration policies regarding their impact on development. The report concluded that, e.g., migration related policies figure prominently in Portugal's institutional and regulatory frameworks; these policies are particularly strong in areas such as migrants and their 	<p>Strengthen knowledge on policy implications and application of a PCSD perspective in national policies, at technical and political levels. Identify where incoherence exists, and more efforts are needed to maximise the benefits of our sectorial policies in development.</p> <p>Dissemination of knowledge on PCSD raises awareness of</p>

<p>families' rights; parity of immigrants with native Portuguese including access to education and healthcare open to all migrants, including those in an irregular situation.</p>	<p>this issue among policy makers, officials, civil society and academia and lead to better informed decision making.</p>
<p>1.2 - When Portugal develops its approach to private sector development, it should ensure this has a positive development impact and respects the DAC recommendations on aid untying.</p>	
<p style="text-align: center;">Reviewed country comments; implemented</p>	
<p>Implemented: While no formal strategy has been developed, Portugal is pursuing a coherent approach on private sector development, at various levels, among which:</p> <ul style="list-style-type: none"> • Portugal follows closely the international debates and new trends on private finance models for development, aware of the changing international landscape and the need to evolve and adapt to the new aid's architecture, recognizing that ODA is a limited public resource and that the implementation of Agenda 2030 requires the mobilization of additional resources and innovative partnerships. • Political guidance has been issued on the need to ensure closer and effective work with International Financial Institutions (IFI), to leverage private sector support. In 2017, this resulted in higher contributions to these institutions. The appointment of the Secretary of State for Foreign Affairs and Cooperation as alternate Governor in two multilateral banks (AfDB and IDB) is meant to complement the role of the Ministry of Finance in these organizations, further improving decision-making and policy setting, when development cooperation issues are at stake. • Private sector development in partner countries is foreseen in the new PEC (São Tomé and Príncipe and Guinea-Bissau): these define private sector development as a priority area of intervention. In Mozambique, specific instruments are on-going (FECOP and InvestimoZ) to foster private sector engagement. • Since August 2020, 7 projects from private enterprises have been guaranteed under FECOP's framework. COVID-19 outbreak and the lasting difficult economic situation in Mozambique prevents a more robust use of this instrument. Nonetheless, FECOP has pursued a dynamic and inclusive dialogue with local partners regarding both management and strategic action, as well as a communication campaign seeking outreach for this support mechanism. 	<p>Promote private sector development in developing countries</p> <p>Mobilise additional resources to developing countries</p> <p>Actively encourage job creation and local economy diversification</p>

<ul style="list-style-type: none"> • Scholarship policy: Camões, I.P. has established partnerships with Portuguese companies in Mozambique with the aim to increase the number of scholarships, address brain-drain concerns, encouraging the return of scholarship holders to their countries of origin and guaranteeing job opportunities upon return. Building on this experience, the Institute is launching a new scholarship programme involving Portuguese companies. • Business environment: Portugal has been actively supporting partner countries in creating legislative and regulatory frameworks that are conducive to private sector development, by supporting projects and technical assistance on good governance and institutional capacity building. • Strengthening financially and institutionally SOFID has been a priority in the context of the approach to new financing models: a new SOFID capital increase took place in 2018. In addition, the Government granted a state guarantee to SOFID up to the limit of EUR 15 million for 2021, to cover liabilities contracted with European multilateral and development financial institutions. Furthermore, SOFID's Strategic Plan 2017-2020 foresaw an ambitious agenda, to ensure added-value and impact on the sustainable development of partner countries, while respecting DAC recommendations. • Partnerships with private sector: in the humanitarian field, Portuguese Cooperation, in partnership with Mozambican official authorities and other key stakeholders, has developed financing mechanisms to support NGDO projects. These instruments result from the combination of private and public sector funds. Priority actions have been identified in an inclusive and participatory approach. • A study on the mobilization of private sector into development efforts has been concluded in partnership with the OECD. 	<p>Progressive transition from informal to formal economy</p> <p>Contribution to increase tax revenues in developing countries</p> <p>Portuguese DFI with a renewed capacity both institutionally and financially</p> <p>FECOP – promote private sector access to capital in a country where capital is scarce and costly</p> <p>Better alignment IFI financing policies with development priorities</p>
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2.1 - Following its Strategic Concept 2014 – 2020, Portugal should establish a realistic medium-term operational plan that identifies a manageable set of priorities for its programme in line with its funding and expertise capacity. It should also develop appropriate guidance for implementing this plan.

Reviewed country comments; implemented

Implemented:

Portugal has not adopted an operational plan for the Portuguese Strategic Cooperation Concept 2014 -2020 implementation: however, operational guidelines have been enforced in order to increase the effectiveness and impact of the Portuguese cooperation's intervention, namely on:

- Coherence and coordination: existing coordination mechanisms, such as the CIC and SPCIC convening regularly, providing for the main coordination forum to identify and align priorities to respond to the Strategic Concept's programmatic lines. This forum is held on a systematic basis, both at its political and technical levels, anticipating and adjusting realistically time-bound goals with funding and resource availability on an annual basis.
- New generation of PEC: these are negotiated with Portugal's partner countries, reflecting Portugal's commitment to rendering its interventions more operational and effective, there where it can provide a balanced combination between funding and the best of its expertise, in a time-bound standard framework;
- PEC with Timor-Leste, Angola and Guinea-Bissau have been finalized.
- PEC monitoring process: annual monitoring missions
- Geographic and sectorial concentration: better structured, larger-scale, results-oriented and more visible projects that are designed in line with partner countries priorities, as identified in the PEC. The Portuguese intervention is focused on the following sectors: Education; Governance/Institutional Capacity Building; Security; Health; Climate Change, Environment, Green Growth and Energy; Rural Development; Sea and Private Sector. Priority crosscutting issues are Gender Equality and environment.
- "Smart Aid" paradigm: Portugal is increasingly targeting ODA towards countries most in need and/or where it can produce a leverage effect, either by creating the necessary conditions and business environment for development (e.g. education or institutional capacity building) and by mobilising other financing sources for development.
- Adapting programmes and projects to international standards and practice: identification of related SDG, with targets, new logical frameworks with clear baselines, timelines and indicators for each programme and project, as well as systematic evaluation, local ownership and exit strategies. These are all good practices embedded in Camões, I.P.'s work.
- New partnerships: building on the spirit of the 2030 Agenda, innovative partnerships with other development actors are essential to promote impact and sustainable development. Portugal has signed 10 Memoranda of Understanding (MoU) on Triangular Cooperation since 2015 (in Africa, with Egypt and Morocco; in Latin America with Argentina, Brazil, Chile, Uruguay, El Salvador, Colombia and Peru; in the Middle East, with Israel. Other agreements on triangular cooperation are currently under negotiation.

A "whole of government approach" for Portuguese development cooperation Portuguese

Development Cooperation model aligned with 2030 Agenda and AAAA

Development Cooperation Programming process better aligned with international standards on monitoring & evaluation

Improvement of development predictability,

	<p>effectiveness and efficiency</p> <p>Partner country ownership</p> <p>Foster new partnerships</p> <p>Mobilize additional financial resources</p>
<p>2.2 - Portugal should fully integrate its bilateral concessional loans portfolio into its strategic planning and country programming processes in order to exploit synergies.</p>	
<p>Reviewed country comments; implemented</p>	
<p>Implemented:</p> <ul style="list-style-type: none"> • New PECs integrate bilateral concessional loans into the country programming process: this allows for the identification of synergies between concessional loans and grants. • Collaboration with line ministries: including the Ministry of Finance, in order to better ascertain synergies among Portuguese Cooperation interventions. • Portugal follows the international debates and new trends on private finance models for development. Aware of the changing international landscape and the need to evolve and adapt to a new aid architecture, Portugal is gradually operating a transformation in its financing model in order to reduce the concessional loan portfolio and to shift the focus on credit lines to alternative financing models to support private sector development in partner countries. • In recent years, the concessional loans/credit lines share of the ODA budget have decreased. This context, combined with the policy option of restricting the availability of new credit lines/concessional loans, allows for a positive evolution in the grant 	<p>Strategic Cooperation Programmes more comprehensive and overarching</p> <p>Gradual concessional loans portfolio reduction</p>

share of bilateral ODA and in the ODA tying status, through an increase in untied aid (since these instruments - credit lines and concessional loans - are tied by nature as they involve the acquisition of goods and services from the donor country).

Net Bilateral ODA by type of finance (%)

	2015	2016	2017	2018	2019
Grants	72%	88%	104%	104%	123%
Loans and other financing instruments	28%	12%	-4%	-4%	-23%
Bilateral Total	100%	100%	100%	100%	100%

Source: Camões I.P./ GPPE

Portuguese Funding Development Cooperation model better aligned with the international trends

2.3 - Camões I.P. should support programme staff throughout Portugal's public administration to integrate gender equality and the environment into all of Portugal's programmes.

Reviewed country comments; implemented

Implemented:

A number of concrete measures are in place, with effective results, among which:

- Portugal is closely following environmental issues and their integration into development cooperation: the decentralized model of the Portuguese Cooperation allows for a regular coordination mechanism between Camões, I.P. and the Ministry of Environment, as well as other relevant Ministries, civil society, professional associations and the private sector.
- Camões, I.P. follows closely international negotiations. This is particularly the case under the United Nations Framework Convention on Climate Change. The Institute is part of the technical work of the Interdepartmental Commissions and National Strategies in order to ensure policy coherence.
- Portugal has prioritized SDG 13 (Climate Action) and 14 (Protecting Marine Life) as strategic along with SDG 4 (Quality Education), 5 (Gender Equality), 9 (Industry, Innovation and Infrastructure) and 10 (Reducing inequalities).
- The new PECs also identify Energy and Environment as priority sectors of intervention: a cluster on energy and environment has been created under the SPCIC with the objective to promote a strategic approach and coordination to mainstream and raise awareness to Energy and Environment as priorities.
- The Environmental Fund, operational since January 2017, was set up under the responsibility of the Ministry of Environment and foresees a window of action for the additional financing of development cooperation projects in this area: all line ministries

Environment as a priority for Portuguese Cooperation

Better Coordination on Energy and environment interventions and National positions

Informed positions on

<p>development cooperation projects, including those from the Ministry of Environment, are subject to Camões’ binding opinion (clearance), prior to adoption.</p> <ul style="list-style-type: none"> • Regarding the reporting on the “Rio markers”, Portugal has been reporting in compliance with DAC Statistical Reporting Directives. • The guidelines on climate change mitigation and adaptation markers are already translated into Portuguese and publicly available in Camões, I.P.’s website, and can be found here.. Similar procedures have been undertaken for the biodiversity and desertification markers and they will also be available on the website as soon as the final revised version is validated by the Ministry of Environment (the translation has been prepared by Camões, I.P. and is in the review process by the respective national focal points in the Conventions). Camões, I.P. has already delivered training sessions together with the Ministry of Environment, the national focal points in the Conventions and in-house sessions to the project managers on the OECD/DAC Directives regarding the rules to use the Rio markers. • Gender equality and the empowerment of women and girls are high on Portugal’s agenda: In line with commitments contained in the 2030 Agenda, gender equality and women and girl’s empowerment, and their promotion in partner countries are policy priorities for Portugal’s Development Cooperation. As reported in the MTR, empowerment of women and girls is enshrined in the Strategic Concept of Portuguese Cooperation for 2014-2020. It is a crosscutting issue fully recognized in all PEC. As a result, a strategic partnership was established with the UNFPA for the implementation of specific projects that are gender responsive. • In the absence of a specific budget to work on gender matters, measures have been taken by Camões, I.P. to address this issue, namely through: <ul style="list-style-type: none"> ✓ Gender evaluation - Recognizing that Portuguese development cooperation needs to invest more in the integration of gender equality, Camões, I.P. has conducted a joint evaluation on the “Inclusion of Gender Equality in the Portuguese Development Cooperation in the period 2011-2015”; ✓ Participation on working groups, meetings/events and national monitoring process related to gender issues; ✓ Gender mainstreaming in projects co-financed by Camões, I.P.; ✓ The Gender Marker is being reported in compliance with DAC Statistical Reporting Directives; ✓ To raise awareness on gender issues and to promote it as a crosscutting issue as regards line ministries, namely under the Permanent Secretariat of the CIC (led by Camões, I.P.); ✓ Increased joint work with the Portuguese Commission on Citizenship and Gender Equality (CIG); ✓ PEC identify gender equality, women’s empowerment and the support to groups in vulnerable situations, as crosscutting issues in all areas of intervention, with a view to promoting equality between women and men, and combating gender discrimination; ✓ Endorsement of the global initiative Call for Action on protection from gender-based violence in emergencies. This provides for a coordinated approach on the prevention and response to gender-based-violence in crisis contexts. 	<p>commitment requirements to mainstream environment on cooperation policies</p> <p>Reinforcement of gender equality approach</p>
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- A new Strategy for Development Cooperation and Humanitarian Action 2021-2030 is currently being drafted. Its preparation is being carried out in a participatory and inclusive way, involving diverse stakeholders, including public organizations and CSO, and specifically entities exclusively dedicated to gender issues. The new strategy will be anchored on the various national and international commitments, as well as on the new EU Gender Equality Strategy and the EU Gender Action Plan (GAP III). In this framework, we aim to define a more structured approach in the field of gender, including a specific strategy on gender (or rather a road map for the implementation of concrete measures).
- In 2018, the “Inclusion of Gender Equality in the Portuguese Development Cooperation in the period 2011-2015” Evaluation was completed and its results were presented.

3.1 - Portugal should establish time-bound, intermediate targets for meeting its international aid volume commitments as its economy recovers. This plan should include a commitment to increase the grant share of its ODA budget.

Reviewed country comments; implemented

Implemented:

- Portugal remains committed to meeting its ODA targets. While the political leadership responsible for ODA commitments is actively working towards this goal, there was not until now enough financial space to allow for the establishment of a formal timetable with a view to increase ODA levels. Indeed, the Portuguese economy has not yet revealed sufficiently robust and long-lasting growth indicators to support greater investment in development cooperation. In this regard, the MFA is pursuing a pragmatic, small but steady-steps approach in the dialogue with the Ministry of Finance, that has resulted in 2016-2018, in a positive trend of Portuguese ODA. The decrease recorded in 2019 (0.17%) does not reflect a drop in ODA volume, but rather the national circumstances already verified in 2018, of limited economic growth, that translates into a higher GNI.

	2015	2016	2017	2018 *	2019
% ODA/GNI	0.16	0.17	0.18	0.18	0.17

(*) From 2019 (ODA 2018) the OECD/DAC defined the Grant Equivalent system as the main measure for ODA statistical calculation replacing the Cash Flow system.

Source: Camões, I.P. /GPPE

Comply with international ODA commitments

- Additionally, the grant share of ODA volume has increased.

Net Bilateral ODA by type of finance (%)

	2015	2016	2017	2018	2019
Grants	72%	88%	104%	104%	123%
Loans and other financing instruments	28%	12%	-4%	-4%	-23%
Bilateral Total	100%	100%	100%	100%	100%

Source: Camões I.P./ GPPE

- Portugal is closely following the ODA modernization process. Regarding Peace & Security, Portugal participated in the discussions taking place in the DAC throughout 2015 and beginning of 2016 and adopted the revised statistical directives in this matter from 2016 ODA report. Portugal also participated in the update of the *ODA Casebook on Conflict, Peace and Security Activities*.
- On in-donor refugee costs, Portugal fully adopted the revised statistical directives and the desegregated reporting, providing disaggregated statistics of costs broken down by Type of Expenditures and Category of Refugees using the voluntary new purpose codes and types of aid in the 2019 ODA reporting. Portugal also provided the DAC its detailed *Model for reporting on ODA in-donor refugee costs*.
- Regarding PSI, Portugal has started to report these instruments in 2019 (2018 flows), according to the “Reporting methods for private sector instruments” approved by the DAC Working Party on Development Finance Statistics on March 2019.

3.2 - Portugal should reverse the decline in its ODA to least developed countries and maintain its engagement with countries most in need in line with the 2014 High Level Meeting commitments. Portugal should also comply with the 1978 DAC recommendation on terms and conditions on lending to LDCs.

Reviewed country comments; implemented

Implemented:

- Portuguese net ODA allocated to LDCs is higher than the total DAC and the DAC-EU countries (percentage of donor’s total).

Compliance with 2014 HLM commitments to allocate aid to countries most in need

Table 31. Aid from DAC Countries to Least Developed Countries^a

Net disbursements

	2015			2016			2017			2018			2019		
	USD million	Per cent of donor's total	Per cent of donor's GNI	USD million	Per cent of donor's total	Per cent of donor's GNI	USD million	Per cent of donor's total	Per cent of donor's GNI	USD million	Per cent of donor's total	Per cent of donor's GNI	USD million	Per cent of donor's total	Per cent of donor's GNI
Portugal	90	29	0,05	100	29	0,05	123	32	0,06	129	33	0,06	125	33	0,05
TOTAL DAC	37 295	28	0,08	39 165	27	0,09	42 823	29	0,09	45 873	31	0,09	43 300	30	0,09
of which:															
DAC-EU countries	17 497	24	0,11	18 293	22	0,11	20 379	24	0,12	23 305	27	0,13	21 164	25	0,12

a) Including imputed multilateral flows, i.e. making allowance for contributions through multilateral organisations, calculated using the geographical distribution of multilateral disbursements for the year of reference.

Source: OECD/DAC

Compliance with 1978 DAC Recommend.

- In compliance with the 2014 HLM commitments, Portuguese development cooperation is strongly engaged with countries most in need: between 2015-2019, in average, 77% of Portuguese Bilateral ODA (gross disbursements) was allocated to Countries Most in Need.

Geographic distribution of Bilateral ODA (gross disbursements)

	2015		2016		2017		2018		2019	
	€uros	%	€uros	%	€uros	%	€uros	%	€uros	%
Countries Most in Need	134 254 966	78%	121 157 735	77%	117 369 930	79%	115 271 919	73%	126 892 967	80%
<i>of which</i>										
LDC	85 878 184	64%	82 535 051	68%	81 737 587	70%	90 699 096	79%	100 560 335	79%
OLIC	42 272	0%	61 596	0%	105 502	0%	43 213	0%	61 280	0%
LMIC	11 108 632	6%	6 691 917	4%	5 023 967	3%	2 844 090	2%	1 041 322	1%
UMIC	8 942 005	5%	12 817 184	7%	6 657 788	4%	7 743 431	4%	8 763 197	5%
Unallocated (regional)	18 658 596	11%	16 704 835	10%	18 605 036	11%	33 032 869	19%	21 981 842	13%
Total	172 964 199	100%	157 371 671	100%	147 656 721	100%	158 892 309	100%	158 679 328	100%

Source: Camões, I.P.

- Regarding the Terms and Conditions on Aid (1978 DAC Terms Recommendations), in 2015 the Grant Element of ODA Commitments was 93.7%, and 2016 95.2%, well above the reference value of 86%.
- Considering the Grant Element of Bilateral ODA to LDCs which can be benchmarked through 2 alternative norms: (i) Annually for all LDCs with a reference value of 90% - Portugal fully complies both in 2015-2018 period (92.0%, 92.2%, 94.4% and 93.9% respectively); (ii) 3 year-average for each LDC with a reference value of 86% - in the period 2014-2016 and in the period 2016-2018 Portugal did not comply.

Table 21. DAC Members' Compliance in 2015-2018 with the 1978 DAC Terms Recommendations

	ODA commitments ^a USD million				Grant element of ODA commitments ^a Norm: 86% ^b				Volume test: ODA commitments ^{a, b} as per cent of GNI				Grant element of bilateral ODA commitments ^a to LDCs (two alternative norms)					
									2015 Norm: 0,26%		2016 Norm: 0,26%		2017 Norm: 0,26%		2018 Norm: 0,25%		Annually for all LDCs Norm: 90%	
	2015	2016	2017	2018	2015	2016	2017	2018	2015	2016	2017	2018	2015	2016	2017	2018	2014-2016 ^c	2016-2018 ^c
Portugal	385	386	398	429	97,7	95,2	97,2	97,8	0,20	0,19	0,19	0,19	92,0	92,2	94,4	93,9	n	n
TOTAL DAC	152 909	158 595	166 163	165 581	94,4	94,2	93,8	91,8	0,35	0,35	0,35	0,33	96,9	97,0	96,2	95,5

a) Excluding debt reorganisation. Equities are treated as having 100% grant element, but are not treated as loans.

b) Countries whose ODA as a percentage of GNI is below the DAC average are not considered as having met the terms target. This provision disqualified Australia, Czech Republic, Greece, Hungary, Korea, Poland, Portugal, Slovak Republic, Slovenia, Spain and the United States in 2017.

c) c = compliance, n = non compliance.

Source: OECD/DAC

<http://www.oecd.org/dac/financing-sustainable-development/development-finance-data/statisticsonresourceflowstodevelopingcountries.htm>

- According to the new *Grant Equivalent* ODA methodology, it is foreseen to review the Terms and Conditions on Aid (1978 DAC Terms Recommendations) considering that only the grant component is accounted for.
- Portugal agrees with the proposal of revising it in the terms proposed by the Secretariat on the “table for transmission to the DAC” presented to the WP-STAT (document DCD/DAC/STAT (2020)30), since it is in line with the ODA definitions and the concessionality rules included in the reporting directives. Moreover, it draws the attention of the DAC to the need to encourage aid to LDCs, reversing the trend of decreasing support to these countries.

4.1 - Portugal should examine its business model to ensure that the entity charged with managing its complex system has a clear and appropriate mandate.

Reviewed country comments; implemented

Implemented:

- Legislative package for development cooperation: a new legislation package has come into force in 2018 to allow for a more agile, effective and efficient development cooperation organization. This includes a decree-law restructuring Camões, I.P.; a new law and regulatory framework for cooperation contracts; a new regulation on devolution of operations to field structures, including the creation of Cooperation Centres with autonomy.

4.2 - Portugal should also examine whether this entity has adequate human and financial resources to respond to its mandate.	
Reviewed country comments; implemented	
<p>Implemented:</p> <ul style="list-style-type: none"> Portuguese embassies in the main partner countries (PALOP and Timor-Leste, but also Colombia and Senegal) have been strengthened with dedicated human resources in development cooperation; The team at the Permanent Representation of Portugal to the EU has been reinforced; New cooperation experts have been recruited to manage delegated cooperation projects, at HQ and field operations; In 2016 and 2017, Camões, I.P. development cooperation budget was reinforced; A new Project Management Manual has been developed and training for HQ and field staff provided; A new full-fledged training programme and offer on Development Cooperation, by the National Institute for Public Administration (INA), under the Ministry of Finance, has come into force in 2021. 	
4.3 - Portugal should ensure that its development cooperation is governed by human resources and financial rules and regulations with sufficient flexibility to deliver the programme efficiently.	
Reviewed country comments; implemented	
<i>Same as above</i>	
5.1 - Portugal should strengthen its guidance and the incentives for staff to use partner country systems in delivering their programmes.	
Reviewed country comments; implemented	
<p>Implemented:</p> <ul style="list-style-type: none"> Priority has been given to developing the necessary legal and regulatory environment of Portugal's partner countries for the effective use of country systems (most are LDC and/or fragile). This reflects Portugal's wider approach on the use of country systems beyond mere budget and treasury accounts, i.e. valuing also the proper use of national legal and regulatory frameworks, including national procurement systems. Furthermore, Portugal, through Camões, I.P. provides direct and/or sector budget support to both Cabo Verde and Mozambique. In this regard, its staff, both at HQ and field level, is well prepared and conversant on the latest guidelines on PFM and is therefore an active partner in the respective coordination mechanisms in both countries, working closely with other donor's representatives. The Institute's capacity to ensure country-led and country-owned interventions has been highlighted in different contexts, with decisions taken by partner countries' official entities and procedures put into practice through their own legal mechanisms. 	

5.2 - Portugal should move towards establishing programme-based framework agreements with selected CSO partners.	
Reviewed country comments; implemented	
<p>Implemented:</p> <ul style="list-style-type: none"> • Camões, I.P. has concluded strategic partnerships with NGOs, on the basis of shared objectives and specific added value. The same happens within Development Education, where the Institute concluded cooperation agreements with different CSOs. • A results-based framework programme has also been established with the Portuguese NGOs Platform, in the field of development cooperation, in order to foster complementarity and coordination, reinforcing the quality of interventions, and deepening the partnership relationship between the State and civil society. 	<p>Renewed partnership agreements</p> <p>Options to deepen existing support mechanisms for CSOs.</p>
5.3 - Portugal should establish shared context and risk analysis to guide the numerous public entities actors working in fragile states.	
Reviewed country comments; implemented	
<p>Implemented:</p> <ul style="list-style-type: none"> • Out of the six Portuguese priority partner countries, Timor-Leste, Guinea-Bissau, Angola and Mozambique are considered as fragile states. The PEC with Timor-Leste was signed in 2019 and the PEC with Guinea-Bissau at the end of 2020. • Context and risk analysis, as framed in 2016 OECD/DAC's Recommendation and stated during the specific 2021's assessment, needs further operationalization and translation into practice. 	<p>Minimize risk of public entities working in fragile states</p> <p>Establish a share context and risk analysis to guide public entities working in fragile states</p>

5.4 - In future allocations and programmes, Portugal should make every effort to meet the OECD recommendation and its Busan commitments to untying aid.

Reviewed country comments; implemented

Implemented:

- In compliance with the OECD recommendation and the Busan commitments to untying aid, Portugal has been gradually shifting credit line focus to new alternative financing models to support private sector development in partner countries. Therefore, only the commitments in force resulting from credit lines previously signed have been managed.
- These commitments involve projects selected by partner countries, according to their development priorities and whose execution is carried out by Portuguese as well as local companies, in a partnership approach and exchange of knowledge, representing business development, employment and income generation in developing countries.
- In recent years, the Portuguese ODA tying status of aid has been reversing its trend. The share of untied aid is increasing significantly, as shown in the table below. Portugal has been reporting on the tying status of aid in line with the reporting rules and guidance of the OECD/DAC.

Portuguese Bilateral ODA Tying Status (%) *

	2015	2016	2017	2018	2019
Untied	49,8%	59,5%	68,7%	76,1%	79,6%
Tied	50,2%	40,5%	31,3%	23,9%	20,4%
Total	100,0%	100,0%	100,0%	100,0%	100,0%

* ODA commitments excluding administrative costs and in-donor refugee costs, according to the Statistical Reporting Directives: "Tying status is reportable in respect of bilateral aid commitments, with the exception of administrative costs and costs of refugees in donor countries".

Source Camões, I.P. / GPPE

Improve consistency, transparency and comparability of reporting

6.1 - Portugal should ensure that all its country programmes have a clear set of expected outcome-orientated results and that staff regularly monitor progress towards achieving them.

Reviewed country comments; implemented

Implemented:

- The PEC signed both in 2016 (São Tomé and Príncipe) and in 2017 (Cabo Verde, Mozambique) integrate two annexes jointly agreed with the partner countries: one with a set of indicators by main intervention sector aiming at monitoring the expected results of the programme; the other oriented towards SDG.

Adopt a gradual results-based approach

<ul style="list-style-type: none"> • This methodology cascades down to project level, where indicators are aligned with the PEC and subject to progress monitoring. Projects are submitted to the appreciation of partner-country led steering committees, which issue recommendations for improvement. • Annual field missions to monitoring PECs progress are taking place to set the monitoring process as a regular practice. • In the framework of CPLP and through the contribution to its Special Fund, Camões, I.P. has been co-financing the strengthening of the National Statistical Systems Training Programme in PALOP and Timor-Leste. This Programme has been running since 2012 and has been a key contributor to the development of the priority statistical areas in the various National Statistical Systems of the CPLP. 	<p>Start a results monitoring process</p> <p>Statistical Capacity in the CPLP countries, as well as improving the quality of the official statistics of these partner countries</p> <p>National Statistical systems in partner countries adapted to the 2030 Agenda monitoring objectives.</p>
<p>6.2 - In order to achieve a more cohesive and co-ordinated programme, Portugal's development actors should share lessons on approaches and results with each other on a regular basis.</p>	
<p style="text-align: center;">Reviewed country comments; implemented</p>	
<p>Implemented:</p> <ul style="list-style-type: none"> • CIC and SPCIC take place on a regular basis and have become the main platform for information sharing. Specific working groups (geographic and thematic) have been set up and are responsible for drafting Portugal's input and negotiation files for the PEC. 	

<ul style="list-style-type: none"> • In the context of the CIC, evaluation results are shared among public partners in order to strengthen mutual knowledge and capture the main development outcomes and impacts of Portuguese financed projects and programmes. This further promotes informed decision-making processes and an evaluation culture. • Two strategic areas have been given particular attention, by setting up a Security/Justice/Defence and an Energy and Environment Cluster, gathering relevant line ministries; • Coordination in the field among projects financed by Portugal is already a common practice, with regular and operational meetings with cooperation attachés and project teams. This has also revealed the added value of mutualising resources and a systematic mechanism to avoid overlaps and inconsistencies. In this regard, a new form on technical guidance from HQ to project teams has been introduced which could cover from operational issues to substantive issues, including on gender and environmental standards. The assumption is also that these forms serve as a way for field operations to retrofit policy improvement; • Development Cooperation Forum: remains a forum to promote joint project development and partnerships among Portuguese cooperation actors and operators (state, local administration and civil society). • Knowledge sharing based on Evaluation results is still limited, as detailed in the Self-Assessment template (including on room for improvement). 	
6.3 - Portugal should adopt and put into practice the new evaluation policy as soon as possible.	
Reviewed country comments; implemented	
<p>Implemented:</p> <ul style="list-style-type: none"> • The evaluation policy was approved in July 2016 and is available in Camões, I.P. website: http://www.instituto-camoes.pt/images/cooperacao/politicaval1620b.pdf. • Although an Evaluation Policy 2016-2020 was approved in 2016, its effectiveness and enforcement were hindered by the underlying causes identified in the self-assessment report. A new Evaluation Policy must be drafted benefitting from the Peer Review learning and the new Strategy for Development Cooperation and Humanitarian Action 2021-2030. 	<p>Reinforcement of evaluation culture. Support to policy decision making based on evaluation evidence</p>

7.1 - Portugal should build on its new operational strategy for the humanitarian programme to ensure that future responses are predictable, leverage Portugal's comparative advantage, and are in line with humanitarian principles.	
Reviewed country comments; implemented	
Implemented: <ul style="list-style-type: none"> The humanitarian aid strategy provided an opportunity to promote collaborative work among key stakeholders. In this context, information sharing became systematic and frequent. For this reason, it was possible for different institutions to work together in the provision of humanitarian aid. The deepening of partnerships in this area remains relevant and necessary. To this end, an evaluation of the strategy is being prepared in order to deepen partnerships with the different line ministries and public services that intervene in the humanitarian field, in light of the International Humanitarian Law and good international practices, namely the Good Humanitarian Donorship (GHD) and the European Consensus in Humanitarian Aid. The adoption of a humanitarian budget line to support NGOs projects and the launch of the Emergency Response Instrument, aimed to support interventions in humanitarian emergency crisis, also contributed for an improved engagement with the different stakeholders. 	<p>Strengthening institutional cooperation.</p> <p>Closer institutional coordination; Definition of mechanisms to support political priorities.</p>
7.2 - Portugal should set out guidelines for the use of military and civil defence assets in its humanitarian response, in line with international agreements.	
Reviewed country comments; implemented	
<ul style="list-style-type: none"> <i>See response above</i> 	<p>Strengthening the civil-military approach in humanitarian operations</p>

D. CONTACT INFORMATION

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E. ANNEXES

The following documents are written in Portuguese, unless otherwise stated

MOST RECENT DEVELOPMENT COOPERATION STRATEGY

- [Strategic concept for Portuguese development cooperation 2014-2020](#) (in English)

STRATEGIC COOPERATION PROGRAMMES

- [Angola 2018-2022](#)
- [Cabo Verde 2016-2020](#)
- [Guiné-Bissau 2021-2025](#)
- [Mozambique 2017-2021](#)
- [São Tome e Príncipe 2016-2020](#)
- [Timor-Leste 2019-2023](#)

ORGANIZATIONAL CHARTS

- [Ministry of Foreign Affairs, Organic Structure](#)
- [Camões, I.P. organizational chart](#)
- [SOFID organizational chart](#)

CAMÕES I.P. RESOURCES

MANAGEMENT

- [Ethics Code](#)
- [Regulation of the Ethics Commission](#)
- [Risk Management Plan 2021-2023](#)

MOST RECENT ANNUAL REPORT

- [Camões, I.P. Activities and self-Evaluation report 2019](#)

MOST RECENT ANNUAL PLAN

- [Camões, I.P. Plan of Activities 2020](#)

MOST RECENT INFORMATION ON HUMAN RESOURCES

- [Camões, I.P. Social Balance 2019](#)

GENERAL AND SECTOR LEGISLATION

- [XXII Government Programme 2019-2023](#)
- [Law 75-C/2020, Major Planning Options 2021-2023](#)
- [Council of Ministers Resolution 98/2020, Portugal's Strategy 2030](#)
- [Council of Ministers Resolution 82/2010, on Policy Coherence](#)
- [Regulation 173/2013, Statutes of the Interministerial Cooperation Commission](#)
- [National Strategy for Development Education 2018-2022](#) (in English)
- [Council of Ministers' Resolution 65/2015, Operational Strategy on Humanitarian and Emergency Assistance \(2015\)](#)
- [Council of Ministers Resolution 33/2019, Women, Peace and Security](#)
- [Council of Ministers' Resolution 61/2018, Strategy Equality and Non-Discrimination](#)
- [Council of Ministers' Resolution 114-A/2018, National Plan for Youth](#)
- [Council of Ministers' Resolution 53/2018, Global Health](#)

- Council of Ministers' Resolution 56/2015, Framework for Climate Policy, National Programme for Climate Change and the National Strategy of Adaptation
- Council of Ministers Resolution 53/2018, National Plan on Energy and Climate 2030
- Council of Ministers' Resolution 190-A/2017, Action Plan for the Circular Economy
- Council of Ministers' Resolution 55/2018, Strategy Conservation Nature and Biodiversity
- Council of Ministers' Resolution 130/2019, Action Programme on Climate Change
- Decree Law 42-A/2016, establishes Environmental Fund
- National Strategy for Environmental Education
- Council of Ministers' Resolution 68/2021, National Strategy for the Sea
- Directive 149/2020, National Defence Environmental mainstreaming
- Council of Ministers Resolution 12-B/2015, Strategic Plan Migrations
- Council of Ministers Resolution 141/2020, Global Compact Migrations
- Council of Ministers' Resolution 80/2018, IV Action Plan Human Trafficking 2018-2021
- Council of Ministers' Resolution 73/2009, National Strategy Development and Security
- Council of Ministers' Resolutions 20/2021, International Trade and Economy Plan 2030

NEW LEGAL FRAMEWORK FOR DEVELOPMENT COOPERATION 2018

- Decree Law 48/2018, Camões I.P, special regime institute and Portuguese Cooperation Centres (CPC).
- Decree Law 49/2018, local staff in CPC
- Deliberation 1093/2018, Camões, I.P. , new flexible units
- Legal Order 6986/2018, remuneration cooperation agents
- Legal Order 7194/2018, establishing 6 CPC
- Regulation 215/2018, changing the statutes of Camões, I.P.

IMPLEMENTATION OF THE 2016 RECOMMENDATION OF THE COUNCIL FOR DEVELOPMENT CO-OPERATION ACTORS ON MANAGING THE RISK OF CORRUPTION

Provision of the Recommendation	Progress made	Actual or expected impact
1: Code of conduct	<p>Although Camões, I.P. does not have a Code of Conduct, the organization has a Code of Ethics since 2013 (reviewed in 2021), applicable to all employees. The Code of Ethics is a piece within the larger risk management ecosystem, as Camões, I.P. has a Risk Management Plan, which includes the prevention of corruption and fraud risks, in accordance with national law and international recommendations. Moreover, cooperation agents in field operations are legally bound to certain behaviours and conduct rules, in accordance with Law n.º 49/2018, 21st June.</p>	No data available
2: Ethics or anti-corruption assistance or advisory services	<p>Camões, I.P. is part of the Portuguese Public Administration, therefore, the existing Ethical framework, applicable to all public organizations and civil servants, constitutes the primary source of guidance and advice (Ethics Charter Public Administration, the Employment Contract System in Public Functions, the Binding, Careers and Compensation Scheme for Employees Public Policies, the Administrative Procedure Code and the Disciplinary Statute of Employees who exercise Public Administration Functions). Moreover, Camões, I.P. has developed a risk management framework, contractual provisions for field staff, an Ethics Code and an Ethics Commission is regularly nominated to provide for ethical guidance.</p> <p>All existing internal documents (Risk Management Plan, Code of Ethics) are published in Camões, I.P. intranet and website.</p>	
3: Training and awareness raising	<p>Camões, I.P. has delivered basic training in anti-corruption topics to some of its staff, yet it has not covered all staff, namely locally recruited; it is also not providing training for partners or subcontractors.</p>	
4: Auditing and internal investigation	<p>Camões, I.P. has an internal audit unit, whose scope of action is limited to headquarters. As part of the Portuguese Public sector it is subject to supervisory audit entities in Portugal (Statutory Auditor, Court of Auditors, Diplomatic Inspection) and to the European Union entities (European Court of Auditors, OLAF).</p> <p>Internal audit in Camões, I.P. examines conformity of activities and management practices. The unit's work is framed around the most severe risks identified during risk assessment exercise, follow-up of</p>	

	<p>external audits, and the EU Pillar Assessment, as foreseen in the Audit Plan. This work is carried out by Camões, I.P. officials (GAA team).</p> <p>External audits are commissioned by Camões, I.P., taking into consideration international Audit standards, applied to both development cooperation programmes and projects.</p> <p>The Statutory Auditor, in accordance with paragraph 2, article 17 of Law no. 3/2004, of 15 January, is responsible for controlling regularity and good financial and patrimonial management of the Institute. These audits are performed under the ISA rules and other rules issued by the <i>Ordem dos Revisores Oficiais de Contas</i>. Additionally, the Statutory Auditor performs quarterly financial budget verifications under ISAE 3000.</p> <p>All cooperation projects are subject to regular financial audits by external and recognized audit firms, according to the above-mentioned standards.</p>	
<p>5: Active and systematic assessment and management of corruption risks</p>	<p>Camões, I.P. risk management framework and guidance are primarily applicable to headquarters activities. Nevertheless, the Project Management Manual establishes the overarching framework on risk management throughout the programme cycle; in addition to each project's contractual rules (referred documents attached).</p> <p>However, both Camões, I.P. Rules and Procedures Manual and the Project Management Manual establish the overarching framework on risk management throughout the entire programme cycle (from design to evaluation with a view to inform future programming), in addition to each project contractual rules. The Risk Management Plan focusses on different risks, including corruption. It mainly focusses headquarters units, although the last version (2021-2023) traced a risks overview applied to units in the field. The risks assessment was done through data collection based on a matrix and guidance; workshops and surveys, meetings were held to test the final result, including field key actors. Data and analysis have been prepared by the Audit team in consultation with all heads of units, project managers, at headquarters and field, Cooperation attaches, the Board of Directors and the Statutory Auditor.</p> <p>Furthermore, both Camões, I.P. Rules and Procedures Manual and the Project Management Manual provide for guidance and templates for risk analysis matrices, which are included in project's documents, identifying different types of risk.</p>	<p>No data available</p>
<p>6: Measures to prevent and detect</p>	<p>All contracts and grant contracts include such clauses, also applicable to subcontractors. These are standard anti-corruption clauses, not yet tailored to assessed levels of risk. Whenever possible, Camões, I.P. sets as a requirement the submission of criminal records. Moreover, potential partners</p>	

corruption enshrined in ODA contracts	and contractors are required to declare the inexistence of conflict of interests or other relevant issues. Within procurement rules, Camões, I.P. consults debarment list, such as EDES and Portal Base.Gov. This consultation is used as mandatory criteria before contracting, having as consequence the impossibility to contract with such partners.	
7: Reporting/whistle-blowing mechanism	Camões, I.P. website has a form, connected to the Ethics Commission mailbox, which allows for irregularities' report. Within the Risk Management Plan process, in 2021 the Audit Unit identified the need to further develop procedures and awareness related with fraud and irregularities report, whistleblowing protection and anti-corruption training, which will be pursued during 2021.	No data available
8: Sanctioning regime	All ODA contracts/agreements, bilateral or in cooperation with other partners, provide for the termination, suspension or reimbursement in this specific event. Since there are no reported cases to date, no need to adjust effectiveness, proportionality and dissuasion has arisen. Nonetheless, cooperation programmes and activities managed by Camões, I.P. always entail the right of response or rebuttal.	
9: Joint responses to corruption	Camões, I.P. engages in joint donor responses as a matter of policy, as is the case when cooperating with the EU.	
10: Take into consideration the risks posed by the environment of operation	The environment of operation is taken into consideration, namely in projects' risk analysis.	

**IMPLEMENTATION OF THE 2019 DAC RECOMMENDATION ON ENDING SEXUAL EXPLOITATION, ABUSE AND HARASSMENT IN
DEVELOPMENT COOPERATION AND HUMANITARIAN ASSISTANCE**

Pillar of the Recommendation	Progress made	Actual or anticipated impact
1: Develop policies and professional conduct standards and seek to foster organisational change and leadership on SEAH in the provision of international aid	<p>DAC's Recommendation on Sexual Exploitation, Abuse and Harassment is a crosscutting thematic to all Portuguese Cooperation involving all actors of the Development Cooperation and Humanitarian Action arena.</p> <p>Therefore, Camões, I.P. is working towards the development of a coordination mechanism on the implementation of this issue. In this regard, an operational document is being prepared that will define procedures and a road map to the implementation of the Recommendation. This will impact cooperation at an operational level as well as on its management instruments, implying, among others, the update of the Ethical Code of Conduct.</p>	No data available
2. Develop or support survivor-and victim-centred responses and support mechanisms	<p>Camões I.P. is also working on the translation of the Recommendation into Portuguese, so that all actors of Development Cooperation and Humanitarian Action arena take ownership and integrate it in all interventions, programmes and projects.</p>	
3. Establish organisational reporting and response systems and procedures for the prevention of SEAH	<p>Much of this work is dependent on the completion of the tool-kit that will accompany members in implementing the Recommendation, which Portugal has supported in the Reference Group meetings, so that we can better use this critical instrument.</p>	
4. Conduct training, raise awareness and communicate on SEAH prevention		

5. Ensure international coordination for SEAH prevention and response		
6. Develop mechanism for monitoring, evaluation, and reporting on SEAH prevention and response		

IMPLEMENTATION OF THE 2019 RECOMMENDATION OF THE HUMANITARIAN DEVELOPMENT PEACE NEXUS

Coordination

Joint risk-informed, gender-sensitive analysis of root causes and structural drivers of conflict

Camões, I.P. and public sector entities, that are part of the Portuguese Cooperation system (a decentralized model), rely mostly on information provided by their representatives in the field (in priority partner countries) or through field missions to assess country context. These include: i) the Portuguese Cooperation Centres (one in each PALOP and Timor-Leste), led by our Heads of Cooperation in the field and their Cooperation Advisers teams; ii) the Internal Affairs Liaison Officers; and iii) Military Attachés, all based at Embassies of Portugal in our partner countries (working under the supervision of Heads of Mission).

These actors and the diplomatic representatives meet regularly with counterparts (including foreign affairs, defence, interior, planning and other sectorial ministries) with a view to assess the national contexts. Portugal also take into account partner countries' national development strategies as a source of information to inform our country strategies (PEC). To the extent possible, Portugal relies on information from other development and humanitarian partners in the field, including EU Delegations and UN agencies.

In addition, Portuguese Heads of Mission, other diplomatic staff and representatives in the field (Heads of Cooperation, Internal Affairs Liaison Officers and Military Attachés) meet regularly with their peers from other development partners present in the field (EU and/or OECD member-states and multilaterals agencies) to exchange information and also to assess national and regional contexts.

Appropriate resourcing to empower leadership for cost-effective coordination across the humanitarian, development and peace architecture

At headquarters level, the Portuguese Cooperation has mechanisms in place to coordinate across the nexus. These include the CIC and SPCIC, as well as internal and external working groups (with relevant line ministries). The SPCIC have met on different occasions on a security and development nexus format to discuss projects, programmes and activities across these two pillars and in line with the national Security and Development Strategy.

At field level, coordination among different actors involved in HDP nexus (mentioned above) activities take place at Embassy level in partner countries.

As for coordination across the HDP nexus in the field led by national authorities or UN Resident Coordinators, it may occur when the need arises, particularly in the context of crises and emergency situations (e.g. the Ebola crisis in West Africa in 2014/2015 or the Idai and Kenneth cyclones in Mozambique in 2019), but usually not on a regular basis.

During the COVID-19 response, Portugal provided humanitarian assistance to partner countries within the EU Humanitarian Air Bridge initiative (Team Europe), namely to São Tomé and Príncipe, Guinea Bissau, Venezuela, Haiti and Lebanon (in 2020) and, more recently (July 2021) to Mozambique. In this framework, coordination between actors across the nexus both a HQ

and field level was central for the identification of needs of affected populations and coordination of the donation of materials.

Portugal has followed mostly a security and development approach in priority partner countries (mainly the Portuguese speaking African countries and Timor-Leste), to which humanitarian assistance has been added more recently. Most of these contexts have not experienced major humanitarian needs, with the exception of Mozambique as a result of Idai and Kenneth cyclones and the conflict situation in Cabo Delgado province. Mozambican authorities have been taking responsibility for a collective response jointly with the support of development partners.

Political engagement and other tools, instruments and approaches to prevent crises, resolve conflicts and build peace

The Strategic Concept for Portuguese Development Cooperation (2014-2020), currently under review, defines the nexus between Peace, Security and Development as one priority area of intervention. It recognizes the link between security and development as unquestionable, particularly in fragile contexts where an approach to the root causes of fragility and instability is key.

The National Strategy on Security and Development⁵ envisages increased coherence and coordination in fragile contexts, the identification of mechanisms and instruments that allow for more integrated planning and operations and enhancing dialogue, information sharing and the exchange of good practices (headquarters and field level) between relevant actors.

In addition, and as a means to promote a more integrated, coherent and coordinated approach across the triple nexus intervention areas (between State entities that are part of the Portuguese cooperation system and humanitarian actors), Portugal adopted a National Humanitarian Strategy in 2015. A National Coordination Unit is responsible for the implementation of the Humanitarian Strategy. It involves representatives from Camões, I.P, the Ministry of Defence, the Civil Protection Agency, the Health Ministry, including Medical Emergency teams and the Labour and Social Security Ministry.

At field level, political dialogue and mediation is ensured through Heads of Mission in priority partner countries, which also lead coordination among HDP nexus representatives in the field, at Embassy level.

Programming

Prevention, mediation and peacebuilding, investing in development whenever possible, while ensuring immediate humanitarian needs continue to be met

Aside from political dialogue and mediation efforts, when appropriate and relevant, undertaken by Heads of Mission in the field, Portugal also supports activities, projects and programmes with a view to strengthen local capacities in key areas of governance. Some of these include: i)

training programmes aimed at building capacity in local justice, security and defence institutions, which can be administered both locally and in Portugal (Police Academy, Institute for Higher Military Studies, Military and Air Force Naval Schools/Academies); ii) technical

⁵ Council of Ministers Resolution 73/2009

assistance programmes; iii) participation in EU, UN and NATO missions/operations; iii) participation in international peacekeeping missions aimed at restoring security conditions, providing civilian protection and safe delivery of humanitarian aid, protection of personnel, premises and equipment, promotion and protection of human rights, investigation and reporting on UNSC violations of international law, among others.

Bilateral Technical Cooperation Programmes (designed under Cooperation Agreements signed with partner countries), in the relevant areas, include mostly training and technical assistance to key national institutions aiming to strengthen their institutional and technical capacity with a view to help consolidate the rule of law, contributing to promote peace and State building.

Joint work and collaboration with other development partners is also undertaken, particularly in the context of delegated cooperation projects (involving co-financing with the EU).

Aside from more specific conflict and crisis prevention efforts, other activities and projects aiming to support productive sectors (agriculture and rural development, energy and others), with impact on job creation and economic opportunities (private sector development), are vital for achieving peace and security. Crisis and conflict prevention and peacebuilding should encompass more than political dialogue, mediation and other peace activities. They should also include activities aiming to strengthen the capacity of key national institutions (National Parliaments, Law Enforcement Agencies, Justice, Security and Defence) and activities that contribute to reduce social inequalities (social protection and inclusion, youth training and job creation) and to support local civil society organizations, especially those working on civic education, human rights, social inclusion. In sum, activities that help strengthen not only the resilience of State institutions, but also the resilience of communities.

Development cooperation projects, programmes and activities in social sectors (e.g. social protection and inclusion, education, health, vocational training, others) and in productive sectors (e.g. agriculture and rural development; energy; creative industries, others) aim to provide support to local communities with a view to increase job opportunities and income generation and strengthen the resilience of local communities. Through our support to key areas of governance (e.g. justice, security) Portugal supports capacity building as means for State institutions to provide better public services to citizens and communities, thus ensuring greater trust between the State and society. Support is provided to civil society organizations in priority partner countries, including the media and journalists, with a view to help strengthen citizens' rights, voices and representation.

Put people at the centre, tackling exclusion and promoting gender equality,

Since 2018 and in the context of financing instruments to support civil society initiatives, Camões, I.P. provides support to NGDO humanitarian interventions not only in priority partner countries (Angola and Mozambique) but also in other partner countries affected by natural hazards (Cuba – Hurricane Irma) and protracted crisis (Uganda). In view of the need for Portugal to provide immediate assistance in the context of humanitarian and emergency situations, a Rapid Response Instrument was created in 2019. This instrument was initially designed to mobilize support to the affected areas by the Idai and Kenneth cyclones in Mozambique. In 2021 it was used to mobilize support to displaced populations in the Cabo Delgado province as a result of the conflict in the north of the country.

In both cases, NGDO interventions (supported by these two instruments) were undertaken in partnership with local civil society partners, including religious groups, schools, associations and communities, including women's groups, which identified the immediate needs of affected populations as well as the threats or risks faced resulting from extreme natural events and conflict. These local civil society groups are also in regular contact with Cooperation Attachés based in Portuguese Embassies in partner countries and provide valuable information that is taken into account in needs assessments, project objectives and expected results.

In addition, country strategies (PEC with priority partner countries) take into account the correlation between humanitarian action, development cooperation and promotion of peace to ensure coordinated responses by the relevant actors and a closer look at the root causes of problems inherent to fragility and crisis, contribute to efforts to eradicate poverty and promote sustainable development. Promoting human rights and gender equality, in particular the fight against all forms of violence against women and girls and their empowerment, the fight against trafficking in human beings, and support for vulnerable groups and civil society remain central objectives to Portuguese cooperation interventions.

Do no harm and conflict sensitiveness

Humanitarian interventions always follow a do no harm and conflict-sensitive approach, ensuring that implementing partners are aware and follow the humanitarian principles and are committed to IHL. As most of Portuguese interventions are discussed and designed with local counterpart institutions and with the participation of communities involved and often in close articulation with EU Delegations in priority partner countries and other partners, this is a means to maximise positive impacts and avoid any possible negative impacts.

Joined-up programming and the risk environment

As interventions are designed based on country context information that comes mostly from cooperation and security experts in the field and also regular contacts with national authorities and EU Delegations in these countries, programming considers potential risks and is also adaptable to changing needs and realities.

National and local capacities strengthening

Portugal normally allocates funds to UN agencies that are present in priority partner countries (e.g. UNICEF, UNFPA, IOM). Camões, I.P. also has financing lines/instruments that support work undertaken by NGOs/CSOs, present in priority partner countries, with extensive knowledge of the country context and proven established links and coordination mechanisms with local communities and organisations. In addition, projects and programmes are discussed and designed jointly with counterpart institutions and involve the communities and institutions that will benefit from Portugal's interventions.

Learning and evidence

Camões, I.P. organizes a yearly-seminar with the participation of cooperation experts in the field (Heads of Cooperation and their staff teams) and Headquarters staff from different departments for a broad discussion on on-going field activity, challenges and context specific information (it includes all areas of intervention), as well as the entire Portuguese diplomatic community.

Camões, I.P. aims to involve, to the extent possible, cooperation field staff and colleagues from relevant line ministries in future INCAF Task Team Meetings so they become more familiar with the triple nexus approach. There will also be a follow up on work that needs to be done in internal and external working groups (field level and HQ) with a view to institutionalize the triple nexus approach.

Financing

Evidence-based humanitarian, development and peace financing strategies

In the case of Mozambique, following a Post Disaster Needs Assessment (PDNA), conducted jointly by the UN, EU and WB, in close collaboration with national authorities, in the context of the reconstruction and rehabilitation process resulting from Idai and Kenneth cyclones, Camões, I.P. established a funding mechanism that mobilized resources from different public and private entities. It aimed to supporting civil society interventions - in affected communities - in areas such as education, health and food security, that were identified as critical (by the Joint Needs Assessment) and to be complementary to the support provided by other country partners, with a view to support collective outcomes. This initiative represents a collective effort from different partners, which resulted from a joint needs assessment, to mobilize funding intended to support interventions undertaken mostly by NGDO/CSO in the country's affected communities. These are implementing partners that have a presence in the field and have extensive knowledge of local communities.

Predictable, flexible, multi-year financing

Most of priority partner countries are to some extent affected by fragility (e.g. weak institutional capacity, political instability, other fragility dimensions), yet - with the exception of Mozambique (Idai and Kenneth cyclones and the conflict in Cabo Delgado) and Guinea-Bissau (Ebola outbreak 2014/2015), these countries have not experienced major humanitarian needs. Therefore, interventions have followed mostly a development and security approach and peace/security sector interventions are normally co-financed (funds from Camões, I.P. and from the implementing line ministries). The expected results (or “collective outcomes”) are agreed upon by the relevant actors / financing institutions involved in collaboration with local authorities.

In the case of a crisis or emergency situation, all implementing partners (line ministries) meet at the CIC, to discuss the situation and agree on immediate action to be taken (including mobilization of funds). These situations often require field missions for better needs assessment at the local level and are closely coordinated and articulated with Heads of Mission (Embassies in partner countries) which are in regular contact with local authorities. This way Portugal ensures coordination across the nexus and mobilization of resources from different sources/implementing partners.

The National Humanitarian Strategy requires a flexible, comprehensive and integrated approach in our response to a crisis, linking emergency assistance, rehabilitation and development. Its implementation requires coordination among the different actors involved, including civil society organizations. In this context, financing instruments for rapid humanitarian and emergency response aim to provide affected communities with integrated and sustainable solutions, which take into account more immediate humanitarian needs and longer-term development interventions, in respect for humanitarian principles and IHL. The humanitarian

annual budget includes regular contributions to the UN Central Emergency Relief Fund (CERF), allowing the flexible and fast allocation of funds by OCHA to emergencies and humanitarian crises.

<p>IMPLEMENTATION OF THE 2019 RECOMMENDATION OF THE COUNCIL ON POLICY COHERENCE FOR SUSTAINABLE DEVELOPMENT</p>
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Vision and Leadership

Political Commitment and Leadership

Portugal has soon established the legal and institutional architecture to promote PCSD with sufficient political weight, involving all government and civil society. A legal framework for PCSD was adopted in 2010, through the Council of Ministers Resolution 82/2010, recognizing the need to establish formal coordination and monitoring mechanisms to ensure coherence between national policies, which, directly or indirectly, affect partner countries. It points to the strengthening of effective and systematic inter-ministerial dialogue, in decision-making, on matters with impact in partner countries.

In this regard, Portugal is currently consolidating the national PCSD governance system, to make it operational and with a dynamic of its own, to establish a realistic work programme based on identified priorities and indicators. The political commitment towards PCSD is therefore enshrined in the Strategic Concept for Portuguese Development Cooperation 2014-2020, adopted by the Council of Ministers in February 2014. The new Strategy for Development Cooperation and Humanitarian Action 2021-2030 will certainly provide for a new canvas, against which progress will be measured.

Within the OECD/DAC framework, Portugal acknowledges the Recommendation of the Council on Policy Coherence for Sustainable Development and, therefore, agreed to take steps to improve coherence at three levels: defining policy objectives and commitments; implementing mechanisms for coordination and systematic identification of inconsistencies; monitoring and analysing the impact that the various policies have on development.

Also, as a Member-State of the European Union, the promotion of PCSD for Portugal is both a legal obligation (Treaty of Lisbon, art. 208) and a political commitment, reaffirmed in several documents and declarations.

Strategic Long-term Vision

The 2030 Sustainable Development Agenda is high on the government's vision, as it has been integrated into national strategies, with a focus on five areas, "People, Prosperity, Planet, Peace and Partnership", reflecting both the internal and external dimension, instrumental to achieve

PCSD. This was patent in Portugal's first Voluntary National Review on the Implementation of the 2030 Agenda, presented to the United Nations, in New York, in July 2017.

The report provided an overview of Portuguese development cooperation action in the various goals, with a particular focus on SDG 17 | Partnerships for the Goals. On the latter, Portugal proposes to enhance PCSD. In order to achieve this, a National Plan for Policy Coherence for

Development, aligned with the national priorities for the SDG, is expected to intensify joint work with the various Ministries, the national parliament and national representations in third countries. The new Strategy for Development Cooperation and Humanitarian Action 2021-2030 will provide the basis for launching this work plan.

In the meantime, Portugal has mainstreamed policy coherence concerns in its “National Strategy 2030” (Council of Ministers Resolution 98/2020), clearly aligned with Agenda 2030, including in the chapter dedicated to circular economy, where it proposes the development of *scoreboards* to assess the sustainability dimension of policies used to design and implement the SDG. This has been further reinforced under the “Major Options Plan 2021-2023” (Law 75C/2020). While driven by an internal agenda (competitiveness and cohesion), the latter voices equally valued global concerns, by compromising to the following: People first (demographic balance, more inclusion, less inequalities); Digitalization, innovation and qualifications as drivers of development; Climate transition and sustainability.

Policy Integration

A number of policy areas can illustrate how policy integration is working in Portugal, whether through legal acts or concrete action in a number of policy sectors, including on trade and investment, environment and climate, tax and finance or migration but also on health, education, defence, oceans, and circular economy.

On linking environmental and climate change concerns, information can be found in Issue 5 of the Self-Assessment (page 18). An example, though, is the Council of Ministers Resolution 53/2018 (National Plan on Energy and Climate 2030), which sets a national perspective on the need not only to integrate but also to contribute to SDG 1, 3, 4, 8, 9, 11, 12, 14 and 15. Furthermore, Camões, I.P., in its role under SDG 17 or concerning targets under SDG 6, 13 and 14, works in close coordination with the Portuguese Environment Agency (APA) on adaptation interventions, while fostering projects implemented by NGDO on sustainable energy and water, resilience or green economy. This work is also achieved through the support to development education projects.

Council of Ministers Resolution 33/2019 adopted the III National Action Plan to implement the United Nations Security Council Resolution on Women, Peace and Security 2019-2022. It ensures the integration of women and gender equality at all levels, including in Portugal’s external action as well as the protection of human rights of women and girls, including against sexual violence.

On migration, Portugal has been one of the first countries to approve its National Implementation Plan of the UN Global Compact for Safe, Orderly and Regular Migration (GCM), through the Council of Ministers Resolution 141/2019. Also, the National Strategic Plan for Migrations 2015-2020 (Council of Ministers Resolution 12 B/2015) is a good example of policy integration as far as it tackles concerns on migrants integration and international mobility.

On trade and finance, the recent Council of Ministers Resolution 20/2021 (approves *Programa Internacionalizar*), while focused on the need to further expand global business opportunities for Portugal, it establishes a strong role to Camões, I.P. and SOFID, as key in development finance, particularly to enhance CPLP’s economic and trade dimension. To this end, this legal act proposes a coordination mechanism to bring line ministries, namely the Ministry of Agriculture in its work on food and nutrition resilience under the CPLP or the Ministry of Justice’s National

Institute for Industrial Property's work in the Lusophone space. For the most part, Portugal is active in mainstreaming human capacity in partner countries with a view to boosting international trade and investment. This can be illustrated by the Ministry of Finance's support, during the last decades, to partner countries in areas as varied as customs, public procurement, taxation, treasury, public debt, etc. Portugal also supports the PALOP and Timor-Leste in the management and supervision of their public finances, or projects aiming at the integration of endogenous production in value chains.

Policy interactions

Whole-of-Government Coordination

At the domestic level, the MFA, in collaboration with the Ministry of Planning and Infrastructures, are responsible for the overall coordination of the 2030 Agenda implementation, including to ensure the alignment of SDG both internally and externally, i.e. taking into consideration development cooperation.

On PCSD, Resolution 82/2010 recognizes the need to strengthen inter-ministerial dialogue in an effective and systematic way, through an inter-ministerial working group, CIC. This brings together all Ministries in order to address PCSD at political level, under the leadership of the Secretary of State for Foreign Affairs and Cooperation. CIC is an important forum for consultation and coordination of the different ministries and public administration bodies under their control, to promote the effectiveness and coherence of development cooperation policies. Decisions to avoid possible negative impacts on development, while political in nature, can be informed by the awareness efforts by Camões I.P., which is responsible for the technical arm of the CIC – SPCIC. The SPCIC has convened regularly, allowing for improved coordination, transparency and knowledge management across policy sectors and operations. This has meant a step forward in advancing PCSD's agenda as it provided a systematic political and technical forum. The SPCIC has also convened in specific formats dedicated, for instance, to the energy/environment and justice /security/migrations clusters.

Camões, I.P. also benefits from a consultative forum, the Portuguese Development Cooperation Forum, as it feeds from stakeholders' inputs to inform PCSD at government level. Also, in its role in implementing the 2030 Agenda in its external dimension, Camões, I.P. participates in the Inter-ministerial Committee for Foreign Policy, which is the entity responsible for the overall implementation of the 2030 Agenda, ensuring the promotion of PCSD beyond political cycles.

Furthermore, Council of Ministers Resolutions are circulated by all the ministries, giving the MFA the opportunity to analyse and give advice on the possible impacts of policies and legislative proposals in the development of partner countries. However, an ideal framework, would entail impact assessment mechanisms of all policies before the approval stages.

Dissemination of knowledge on PCSD raises awareness among policy makers, officials, civil society and academia. In this regard, the network of focal points for PCSD has been set up and it first met on June 18, 2015, at Camões, I.P. This network will also be instrumental to draft the national contribution to the EU's biennial report on this subject.

Coordination is also embedded in specific policies. For instance, on environment and climate, a permanent intergovernmental and institutional collaboration between Camões, I.P. and the Ministry of Environment and Climate Action is very active, ensuring alignment at both technical and political levels. On Women, Peace and Security, the national plan foresees ample intergovernmental coordination among foreign affairs and the national defence, including the implementation of measures to articulate with other policy sectors. Also, the implementation of the Global Compact on Migration is results-oriented and operational, with concrete measures and an established inter-ministerial coordination mechanism. The National Strategic Plan for Migrations foresees a mechanism to support the identification of synergies and incoherencies between policies, with a High Commission for Migrations (www.acm.gov.pt) representing the shared responsibility of the different Ministries in this area. The number of Ministries involved has been gradually increasing, and the trade-offs/synergies have been progressively aligned through the elaboration, application, monitoring and evaluation of the previous national plans. On trade and finance, implications in partner countries can benefit from the inter-ministerial working group on “Multilateral Financing Entities”, where the MFA and the Ministry of Finance bring GPEARI (the latter Planning, Strategy and International Relations Department), AICEP (Foreign Trade and Investment), and Camões, I.P. together to discuss and coordinate development cooperation.

Examples of whole-of-government coordination are the National Strategy for the Sea 2021-2030 (Council of Ministers Resolution 68/2021), and the National Strategy for Nature and Biodiversity Conservation 2030 (Council of Ministers Resolution 55/2018).

Subnational Engagement

The above-mentioned Development Cooperation Forum, led by Camões, I.P., is the institutional body for the involvement of civil society, academia, foundations, private sector, but also sub-national authorities in development, and is the space of inclusion where PCSD can be addressed.

The National Voluntary Report recognizes that local authorities play a significant role in implementing the 2030 Agenda within their territory, through a set of initiatives that, in respect of their local autonomy, undoubtedly contribute to the implementation process at the national level, as a result of proximity and concrete action.

Stakeholder Engagement

The Development Cooperation Forum offers a structured and institutional opportunity to promote coherence and complementarity of Portuguese cooperation, allowing reflection and dialogue between the State, local authorities and civil society. This forum should be convened on a regular basis, as foreseen in the respective statutes.

In the preparation of the Portuguese National Voluntary Report, a public consultation on the implementation of the 2030 Agenda at the national and local levels took place. This process was led by a group of non-governmental organizations, with the support of Camões, I.P. and the United Nations Regional Information Centre for Western Europe, with a view to collecting input on the operationalization, evaluation and monitoring of the Agenda, namely for the purpose of preparing periodic sectoral “shadow reports”. Between April and July 2016, eight workshops took place, in different parts of the country, with a significant geographical scope, engaging participants representing more than 130 organizations. Moreover, this process included an

online enquiry aimed at reaching out to a wider audience and provide an opportunity for every citizen to share views, individually or on behalf of an organization. Recommendations drawn from the consultation process were presented during a seminar that took place at the Portuguese Parliament on April 19th, 2017, contributing to the planning and implementation debates of the 2030 Agenda in Portugal.

The Global Compact Network Portugal is also a good example of multi stakeholder coordination, through the “SDG Alliance Portugal”, with the purpose of raising awareness, inform, implement, monitor and evaluate the contribution of the private sector and other civil society partners to the SDG at national level. It creates a sustainable basis for the development of partnerships, projects, programmes and actions within the framework of the 2030 Agenda, building bridges for dialogue and cooperation, as advocated by SDG 17.

Another example was the “National Strategy on Green Public Procurement 2020”: the Ministry of Environment, under the coordination APA adopted a strategy (Council of Ministries Resolution 38/2016) to ensure the greening of public procurement, anchored in the Portuguese National Commitment on Green Growth. Public sessions involving civil society were, resulting in the creation of specialized working groups that defined the criteria to deliver a regulatory framework for the public sector, as a whole. While the remittance of this strategy is national, in essence, it may potentially impact the interventions by line ministries active on development cooperation.

It is also worth mentioning that an important work is being done by the Portuguese NGDO Platform, through its "Aid Watch" working group, dedicated, among others, to issues of Policy Coherence for Sustainable Development.

Portugal also relies on the perspective of partner countries: there is a permanent and sustained basis for political and policy dialogue - of which the CPLP is an example - to identify any negative effects of our policies in those countries and try to overcome or mitigate them. A good example is the migratory policies of CPLP countries, discussed in this multilateral context.

Policy and Financing Impacts

Currently, there are no regulatory impact and sustainability assessments including on the impact in developing countries. As referred to above, many of the policy sectors and legislative acts do point to such best practices, although not yet operationalized.

The challenge ahead is to guarantee that the framework created for PCSD - involving all ministries – maintains and increases its working dynamics, and political and civil society engagement to advance PCSD in key areas, including in the implementation of this “last decade of action”. Priority areas for an envisaged work programme on PCSD should be identified, where efforts will be focused. Political commitment and the institutional mechanisms in Portugal are strong enough to trigger action, although further specialization of human resources is still needed.

Monitoring, Reporting and Evaluation

PCSD *per se* has not yet been subject to systematic monitoring and evaluation, although it featured the Voluntary National Report on the implementation of the SDG. The report resulted

from a structured dialogue led by the Portuguese MFA, at the Inter-ministerial Committee for External Policy, involving all line Ministries, Camões, I.P. and the National Statistics Institute (INE).

The Secretary of State for Foreign Affairs and Cooperation participates alongside the Minister for Foreign Affairs in the parliamentary hearings under the aegis of the Committee on Foreign Affairs and Portuguese Communities (CNECP), which also scrutinizes MFA's Budget for Development Cooperation. The Portuguese Cooperation and the Parliament maintain an important collaboration, namely on Population and Development, to discuss gender, eradication of violence against women, migration and development education, which could be worth extending to other areas to reinforce the PCSD perspective.

INE plays a crucial role in monitoring the attainment of SDG. It produces data essential for planning, monitoring and reviewing economic and social programmes and policies with an impact on development. It also ensures harmonization of international and European practice to stabilize global indicators (data is available in a single platform, "Sustainable Development Goals"). INE also supports its peer institutions in the PALOP and Timor-Leste, in developing their own national statistical systems, adjusted to the needs and objectives of SDG.

Under the Council of Ministers Resolution 82/2010, the focal points network should produce information and reports, including a biannual report on PCSD, and come forward with initiatives that promote PCSD in different areas. This has not yet been operationalized by Camões, I.P. but the new Strategy for Development Cooperation and Humanitarian Action 2021-2030 will be a good starting point to start with.

The challenge is to keep up with advocacy and awareness-raising levels across line-ministries, placing impact in partner countries as high as possible of decision-making. A results-based monitoring and evaluation system should become "normal practice".

Valuable examples and insights

Camões, I.P.'s longstanding support to an NGDO coalition's project "Coerência.pt", in its coordination role of PCSD, is of paramount importance in that it laid the basis for informed discussion on PCSD, providing critical knowledge and recommendations on the global interdependencies to consider when putting PCSD into practice as a driver of sustainable development.

This project brought together decision makers, ministerial experts/civil servants, networks of local agents, NGOs, students and the general public to discuss PCSD, with the objective of raising awareness and develop a critical understanding of global interdependencies, strengthening its role in sustainable development.

The project also included a set of activities and an abundance of well-documented studies/research/visual aids on PCSD, which may be found [here](#). These cover extensively development and security, climate change, food safety and security, trade and finance, and migration.