

Unclassified

English - Or. English

15 March 2022

**DEVELOPMENT CO-OPERATION DIRECTORATE  
DEVELOPMENT ASSISTANCE COMMITTEE**

**Peer Review**

**Review of the development co-operation policies and programmes of Portugal**

**A snapshot of Portugal's development co-operation**

9 February 2022

This snapshot of Portugal's development co-operation has been prepared as part of the 2022 DAC peer review of Portugal, complementing the [peer review report](#). It presents information on Portugal's policies, processes and systems, using the indicators presented in the analytical framework for peer reviews as a reference [[DCD/DAC\(2020\)69/FINAL](#)]. Additional information, particularly on Portugal's ODA allocations, is presented in [Portugal's Development Co-operation Profile](#).

The snapshot has been fact checked by Portugal and was shared with delegates for information in advance of the DAC meeting on the Portugal peer review on 9 February 2022. It is now issued as final and has been unclassified.

This document is only available for download from O.N.E. in PDF format.

Contacts:

Santhosh Persaud, +33 1 45 24 75 34, [Santhosh.Persaud@oecd.org](mailto:Santhosh.Persaud@oecd.org)

Anita King, +33 1 45 24 17 74, [Anita.King@oecd.org](mailto:Anita.King@oecd.org)

Matthias Leitner, +33 1 45 24 84 57, [Matthias.Leitner@oecd.org](mailto:Matthias.Leitner@oecd.org)

**JT03491343**

# A snapshot of Portugal's development co-operation system

## Policy

### Policy framework

1. The 2014-2020 Strategic Concept for Portuguese Development Co-operation provides the **general policy framework** for Portugal's development co-operation (Government of Portugal, 2014<sup>[1]</sup>). A new Strategy for Development Co-operation and Humanitarian Action 2021-30 is currently being developed. Guided by the fundamental objective of contributing to poverty eradication and sustainable development, the current Strategic Concept sets out the main priorities for Portuguese development co-operation actors. It acknowledges Portugal's commitment within the EU to gradually achieve the allocation of 0.7% of gross national income (GNI) as official development assistance (ODA). It also includes a commitment to development effectiveness and country ownership, and to policy coherence for development. There is no monitoring framework or reporting dedicated specifically to the Strategic Concept.

2. The Strategic Concept clearly defines Portugal's **geographic priorities** (Figure 1): five Portuguese-speaking countries in Africa (three of which are fragile states) as well as Timor-Leste. This focus reflects shared cultural-historical links as well as common linguistic, legal and administrative frameworks.

3. Portugal has two overarching **thematic priorities**: 1) governance, the rule of law and human rights; and 2) human development and global public goods. Within these, Portugal pursues eight broad areas of intervention (Figure 1). Gender equality, together with children's rights, are considered priority cross-cutting issues.

Figure 1. Portugal's policy priorities

Geographic Countries with shared historical links	Thematic	
	Governance, rule of law and human rights	Human development and global public goods
Angola Cabo Verde Guinea-Bissau Mozambique Sao Tome and Principe Timor-Leste	Institutional capacity building  Security and development	Education and science Health Environment, green growth and energy Rural development and the sea Social protection and inclusion Private sector

Source: Main priorities set out in the [2014-2020 Strategic Concept for Portuguese Development Co-operation](#) (Government of Portugal, 2014<sup>[1]</sup>).

4. The government submits its policy programme to Parliament for approval at the beginning of each four-year mandate. The current Grand Plan Options 2020-2023 (*Grandes Opções do Plano 2020-2023*) broadly confirms the Strategic Concept, but also expresses some appetite for expanding the geographic focus (such as into North and West Africa, Latin America and the Atlantic region) and investing in private sector partnerships (Government of Portugal, 2020<sup>[2]</sup>).

### **Guidance and basis for decision making**

5. In addition to general guidance provided in the Strategic Concept, Portugal has **specific guidance** documents for several priority areas, although many were adopted more than 10 years ago (including gender equality as a cross-cutting issue).<sup>1</sup> The National Strategy for Development Education 2018-2022 (*Estratégia Nacional de Educação para o Desenvolvimento 2018-2022*) is a more recent guidance document (Government of Portugal, 2018<sup>[3]</sup>). An Operational Action Strategy for Humanitarian Action (*Estratégia Operacional de Ação Humanitária e de Emergência*) was adopted in 2015 (Government of Portugal, 2015<sup>[4]</sup>). In addition, Council of Ministers' resolutions on other policy areas include direction for the role of development co-operation. To guide operational activities, Camões issued a new Project Management Manual in 2018 for staff working on development co-operation (in headquarters and the field). Portugal is currently updating the manual to make it available to other public entities.

6. **Country strategies**, referred to as Strategic Co-operation Programmes (PECs), exist for each of Portugal's priority partner countries, and are typically adopted for five-year periods. PECs set out the priority areas of development co-operation in each country, and the linkages with national development strategies and the Sustainable Development Goals (SDGs). PECs are intended to serve as whole-of-government strategies that cover the entirety of public development co-operation activities across a broad range of areas. Partner countries are closely involved in drafting the PECs, including through direct consultations between sectorial ministries, and co-sign them. In some cases, results frameworks accompany country strategies. A number of ministries conclude bilateral co-operation agreements with their peer institutions under the overall country strategy. PECs for Guinea-Bissau, São Tomé and Príncipe and Mozambique have recently been updated.

7. The Strategic Concept identifies Portugal's priority **multilateral partners** as the Community of Portuguese-Speaking Countries (CPLP), the European Union (EU), the OECD, the United Nations (UN), the Ibero-American Summit, international financial institutions, the African Union, the Southern African Development Community and the Economic Community of West African States.

8. With the exception of the 2010 Strategy on Multilateral Co-operation, Portugal does not have policies for its **partnership modalities**. Portugal aims to diversify partnerships – for example through triangular co-operation – and sources of financing, such as through engaging the private sector in development co-operation. The Internationalisation Programme 2030 (*Programa Internacionalizar 2030*) promotes the internationalisation of Portugal's economy and highlights the role of development co-operation in this process (Government of Portugal, 2021<sup>[5]</sup>).

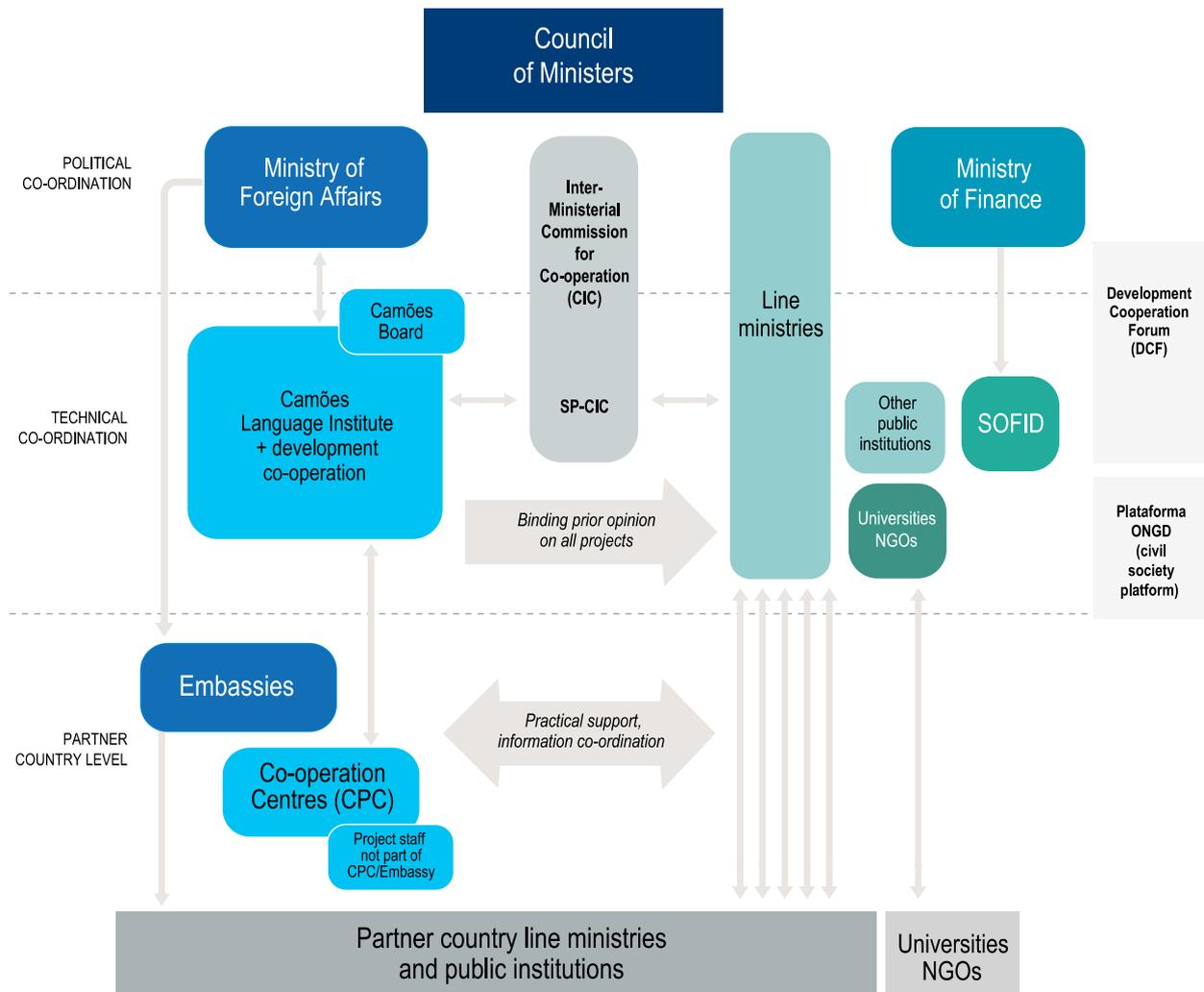
## **Institutional arrangements**

### **Leadership, responsibility, complementarity and accountability for whole-of-government development co-operation**

9. Portugal's development co-operation system brings together many ministries and public institutions under the co-ordination of Camões, I.P. (Camões).<sup>2</sup> Camões is Portugal's public institute for development co-operation and the promotion of Portuguese language and culture abroad, and is under the authority of the Ministry of Foreign Affairs.<sup>3</sup> It ensures the overall direction and co-ordination of

Portuguese development co-operation. Together with the Ministry of Foreign Affairs and the Ministry of Finance (Figure 2) it leads engagement with the EU and multilateral organisations, which comprise a large share of Portugal's ODA. It directly implements part of Portuguese ODA and is taking increasing responsibility for implementing delegated co-operation on behalf of the EU, currently being the only pillar-assessed<sup>4</sup> institution in Portugal (with a re-assessment planned for 2022).

Figure 2. Portugal's development co-operation system



Note: CIC: Interministerial Commission for Co-operation (*Comissão Interministerial para a Cooperação*); SOFID: Portuguese Development Finance Institution, *Sociedade para o Financiamento do Desenvolvimento, Instituição Financeira de Crédito, S.A.*; SP-CIC: CIC Permanent Secretariat (*Secretariado Permanente, CIC*).

10. **Line ministries** that are more substantially involved in development co-operation – and that often focus on institutional capacity building – include finance; education; science, technology and higher education; health; home affairs; defence; social affairs and labour; justice; and environment (Figure 3).

11. Portugal's **development finance institution** is SOFID (*Sociedade para o Financiamento do Desenvolvimento, Instituição Financeira de Crédito, S.A.*).<sup>5</sup> It is 80.5% owned by the Portuguese state and has a mandate to support development co-operation policies while promoting and mobilising private investment in developing and emerging countries. Investments must serve the objectives of Portuguese

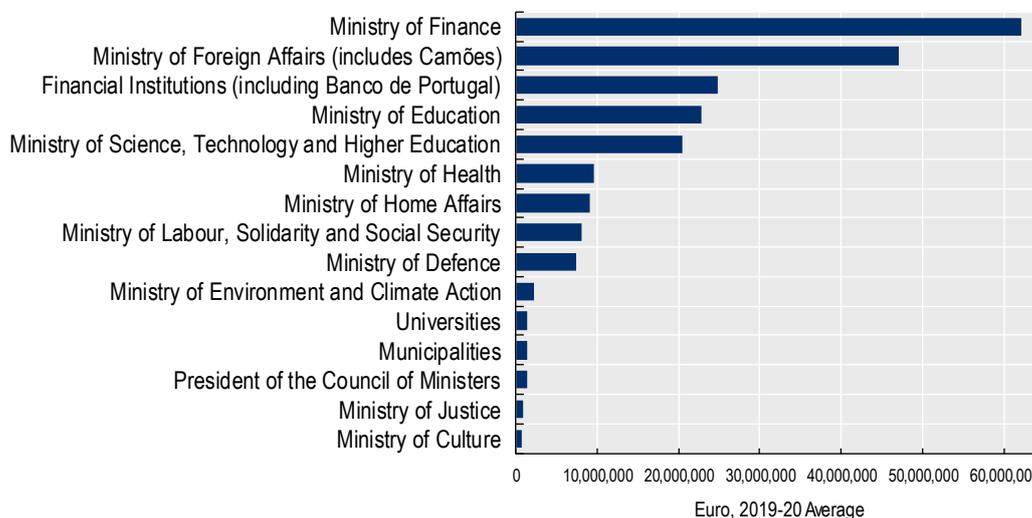
development co-operation policies. Camões participates in SOFID's Strategic Council, which is responsible for presenting opinions to the SOFID Board on sectoral and geographic priorities.

12. **Ministries co-ordinate** the overall approach to co-operation in the Interministerial Commission for Co-operation (*Comissão Interministerial para a Cooperação, CIC*).<sup>6</sup> At the working level, Camões co-ordinates sectoral approaches and interventions with focal points of CIC's Permanent Secretariat (SP-CIC), including in two working groups – on energy and environment, and security and defence. All public entities need to submit their co-operation projects to Camões for prior approval. A council at ministerial level and a focal point network at working level are tasked with ensuring policy coherence for development.<sup>7</sup>

13. In 2018, the government created **Camões-led co-operation centres** (*Centros Portugueses de Cooperação – CPCs*) in key partner countries. With a view to increasing decentralisation, the co-operation teams in the CPCs are responsible for co-ordinating Portuguese co-operation in partner countries. The ministries of defence and home affairs also have dedicated staff in partner countries. The CPCs lead dialogue with development partners and partner country authorities and oversee day-to-day project implementation. Authority to approve and adjust interventions and to approve larger disbursements lies solely with headquarters, based on proposals from staff in partner countries. Embassies and co-operation centres can approve projects from a Small Projects Fund.

14. **Oversight institutions** include the Court of Auditors (*Tribunal de Contas*),<sup>8</sup> which is the Supreme Audit Institution. It is currently conducting a follow-up audit of the findings and recommendations of a 2015 audit of Camões' management and control systems. The Parliamentary Commission for Foreign Affairs and Portuguese Communities (*Comissão de Negócios Estrangeiros e Comunidades Portuguesas*)<sup>9</sup> discusses Portuguese co-operation and adopts the strategic orientations set out in the Grand Plan Options proposed by the government.

**Figure 3. ODA contributions by Portugal's ministries and institutions**



Note: Other ministries/institutions providing less than EUR 500 000 per year in ODA (not included in the figure) are: Courts, Attorney General of the Republic and Superior Council of the Judiciary; Ministry of Economy and Digital Transition; Ministry of Agriculture; Ministry of Infrastructure and Housing; and Ministry of the Sea. 2020 amounts are preliminary. The instruments covered under "financial institutions" are: Bank of Portugal – Administrative costs, Technical Assistance and Cooperation Programmes with Central Banks and other official Institutions; and Caixa Geral de Depósitos – Credit lines and the donation of medical equipment.

Source: Based on data provided by Camões I.P.

### **Human resources, capabilities and skills**

15. The core of Portugal's **development co-operation staff** is concentrated in Camões, but there are staff with a focus on development co-operation in other institutions as well (Table 1). There is no development co-operation workforce plan for Camões and/or other ministerial staff. The majority of permanent staff in Camões have more than 15 years of experience in the Portuguese public service. Recruitments must be drawn from the existing pool of Portuguese public servants. Staff turnover in Camões is very high, with 25% or more personnel changing every year in 2018 and 2019, although the rate was lower in 2020.

**Table 1. Staff in Portugal's development co-operation system**

Number of staff (as of November 2021)

	Type of staff	Portugal	Partner countries and permanent missions to international organisations	
			From headquarters	Locally engaged
Camões, I.P., Ministry of Foreign Affairs	Development experts and co-operation attachés	114	9	..
	Co-operation agents	18	..	74
	Support staff (for both co-operation and language)*	40	..	..
Line ministries*	Diplomats	7	..	..
	Experts	158	..	..
SOFID		12	..	..
Total*		349	9	74
<b>Grand total*</b>				<b>432</b>

Note: \* Figures do not represent full-time equivalents, as some staff do not work exclusively on development co-operation.

Source: Camões, I.P., 2021

16. A commission<sup>10</sup> is responsible for overseeing implementation of the **2021 Ethics Code**; any transgressions can be communicated confidentially. The Ethics Code is shared with permanent staff, but not with co-operation agents or local staff. There is no dedicated plan for staff diversity, but the Ethics Code requires equal opportunities for all staff. Camões tracks gender equality, and has a significantly higher share of female staff (around 75% in general, and 80% of staff dedicated to development co-operation).

17. **Training** and learning events cover both policy and skills and Camões tracks staff participation. There is no systematic onboarding or training for staff being posted abroad or to fragile contexts.

18. Camões surveys and reports internally on **staff satisfaction** every year. While there is no longer an elected union representative, a staff council can be consulted on human resource issues and decisions. There are no representation mechanisms for staff in partner countries.

19. Portugal relies to a large extent on "**co-operation agents**" for project implementation (Table 1). These are not permanent staff, but recruited under Portuguese law<sup>11</sup> specifically for projects or to be part of CPC teams in Portuguese embassies. They must either be Portuguese or tax residents of Portugal. Contracts for co-operation agents in CPCs are limited to three years, renewable once, while co-operation agents in project teams may be recruited for the entire duration of projects, including extensions and project closure periods.

20. **Local staff in partner countries** are recruited for CPCs or projects under local private labour law.<sup>12</sup> They provide technical or administrative support. There are no specific career development schemes for local staff as they are recruited for limited periods. In projects co-financed by partner countries, nationals of partner countries can also perform managerial and other specialised functions.

### **Stakeholder consultation and participation**

21. The Strategic Concept recognises the role of different **stakeholders** in Portugal's development co-operation, highlighting especially state actors – including government and local authorities – multilateral partners, civil society organisations (CSOs), the private sector, research institutions as well as volunteers.

22. Portugal **consults with stakeholders** through a range of mechanisms. The Development Co-operation Forum brings together representatives of all local government, civil society, academia, research, foundations and the private sector. The forum meets once or twice a year, and following a hiatus in 2019 and 2020, resumed its activities in 2021. Portugal consults on and co-signs country strategies with partner country authorities and holds annual follow-up meetings, in addition to regular high-level government consultations with some partner countries. It also holds regular meetings with stakeholders in partner countries, consults and agrees on new interventions with partners and ensures monitoring of interventions through Strategic Monitoring Commissions (*CAE – Comissões de Acompanhamento Estratégico*). At headquarters, Camões leads regular dialogue with CSOs and consults them on policies and strategies. Camões also runs a regular stakeholder satisfaction survey.

23. Portugal publishes strategies and policies, evaluations, and general **information on its development co-operation**, interventions and management on the Camões website.<sup>13</sup> A separate ODA portal<sup>14</sup> provides basic information on projects and disbursements by all agencies, but Portugal does not publish more detailed information on project design or results. Other line ministries and public agencies publish some information on their development co-operation activities and agreements with partner countries.

24. The Portuguese Non-Governmental Development Organizations Platform (*Plataforma Portuguesa das Organizações Não-Governamentais de Desenvolvimento*)<sup>15</sup> is the **umbrella body for CSOs** active in development co-operation. A private sector platform also brings together stakeholders from unions, academia, non-government organisations and local authorities to promote private sector contributions to sustainable development.<sup>16</sup>

## **Financing for sustainable development**

### **Official development assistance**

25. In 2020, Portugal provided USD 385 million as ODA (preliminary figure), representing 0.17% of GNI. This was a decrease of 10.6% in real terms from 2019. Portugal does not have a **government plan to raise ODA** allocations to 0.7% of GNI by 2030, although this is being considered as it prepares its new Strategy for Development Co-operation and Humanitarian Action 2021-2030. Portugal's latest ODA statistics and approach to development finance are compiled and analysed in greater detail in its OECD Development Co-operation Profile (OECD, 2021<sup>[6]</sup>).

26. Portugal is not yet compliant with the **DAC Recommendation on untying ODA** (OECD, 2018<sup>[7]</sup>), but is continuously improving its performance by reducing tied loans. The share of untied ODA provided to countries covered by the Recommendation stood at 85.6% in 2019. Portugal is increasing its compliance with the Recommendation on the Terms and Conditions of Aid (OECD, 1978<sup>[8]</sup>), providing mostly grants (the grant element of ODA in 2019 was 99.5%).

27. Portugal’s **statistical reporting** to the OECD was ranked “Good” in 2020 – its submissions were complete and accurate, but timeliness should be improved (OECD, 2021<sup>[9]</sup>). Since 2019, Portugal has also reported its total official support for sustainable development (TOSSD).

**Approach to financing sustainable development**

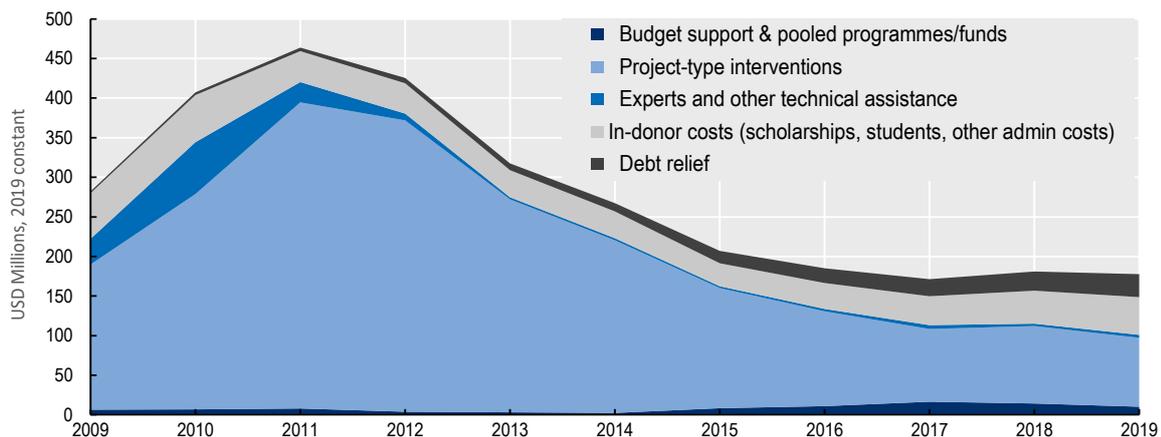
28. Portugal’s **bilateral allocations** strongly match its priorities. Priority partner countries receive two-thirds of bilateral ODA. Portugal allocates the highest share amongst DAC members of gross bilateral ODA to least developed countries (LDCs) (63.4%, resulting in 0.05% of ODA/GNI given the low ODA volume in 2019) as well as to fragile contexts. In 2019, 35 fragile contexts received ODA from Portugal, amounting to USD 90.1 million (OECD, 2020<sup>[10]</sup>).

29. The **thematic focus** of bilateral allocations is on human development, with education the most important sector. Health and governance are other important sectors. The shares of ODA targeting gender equality (34.9% of screened bilateral allocable ODA) and environment (12.2%) were well below DAC country averages in 2019 (gender equality: 41.6%; environment: 35.3%). In line with its co-operation model, Portugal channels the vast majority of its bilateral ODA through the public sector (83.3% in 2019).

30. In 2019, Portugal allocated 59.8% of total ODA as core **contributions to multilateral organisations**. This high multilateral share is in part the result of a significant decrease in bilateral funding over the past decade, notably the phasing out of tied concessional loans following the financial crisis. Contributions to EU institutions accounted for 76% of multilateral funding, and thus almost 45% of total ODA. Multilateral development banks are other significant recipients.

31. In terms of **types of funding**, country programmable aid was 51.4% of Portugal’s gross bilateral ODA in 2019 (excluding notably debt relief and in-donor student costs). Project funding constitutes the majority of Portugal’s interventions (Figure 4). Only a small share of allocations goes to budget support, basket and pooled fund contributions. Monitoring data from the Global Partnership for Effective Development Co-operation in 2018 showed that 27.7% of Portugal’s funding was recorded on national budgets, and 14.7% through national systems – these shares are well below those of other DAC members (OECD/UNDP, 2019<sup>[11]</sup>).

**Figure 4. Trends in the volume and composition of Portugal’s bilateral ODA**



Source: OECD Creditor Reporting System (OECD, 2021<sup>[12]</sup>).

32. Portugal provides almost **no core contributions to CSOs**. Citizens may elect to transfer 0.5% of their annual income tax to some CSOs, including development CSOs. Camões’ funding for civil society

partners is predominantly annual and project-based. A new modality allows Camões to organise calls for proposals for CSOs and public institutions.

### ***Incentivising additional development finance***

33. Portugal's development finance institution **SOFID provides mostly guarantees and loans**. SOFID is also responsible for managing InvestimoZ in Mozambique, and a EUR 12 million line of credit on behalf of the European Investment Bank (EIB) aimed at fostering investments in Portuguese-speaking countries. SOFID's sectoral focus is on energy, infrastructure, agribusiness, health and tourism. Its geographic focus is mainly Portuguese-speaking countries, but also includes other countries in Africa and Latin America. It is currently preparing its pillar assessment to implement EU programmes.

34. The Ministry of Finance and the newly created national promotional bank (*BPF - Banco Português de Fomento, S.A.*) **offer guarantees and credits**, including for exports. BPF is in the process of fully assuming responsibility for public guarantees to export credits, previously administered by a private institution, COSEC. Net amounts of export credits were negative in recent years (net reimbursements of less than USD 100 million, 2019 constant), with the exception of 2018 (net outflow of USD 233 million). Private flows at market terms towards developing countries are substantial, but vary considerably: from USD 383 million in 2015 to USD 3.2 billion in 2017 and USD -323 million in 2019 (reflecting loan repayments).

35. The "Lusophone Compact" is Portugal's most significant **private finance programme**, signed between Portugal, Portuguese-speaking countries in Africa and the African Development Bank (AfDB) in 2018. Backed by Portuguese government guarantees, the AfDB can lend to companies operating in Portuguese-speaking countries in Africa with the goal of accelerating inclusive and sustainable private sector growth.

36. Portugal has not specifically dedicated bilateral ODA to support the **mobilisation of domestic resources**. It is providing support for public financial management to its partner countries, amounting to USD 0.4 million in 2019. Portugal has also not specifically dedicated ODA to anti-corruption institutions. The next evaluation of Portugal under the OECD Working Group on Bribery<sup>17</sup> will take place in 2022.

37. Portugal is exploring the issuance of green bonds. The Social Security Financial Stabilisation Fund has not adopted specific **sustainability standards** or signed the Principles for Responsible Investment.<sup>18</sup> Portugal is currently developing its first National Plan on Business and Human Rights and there is a dedicated Portuguese global compact network.<sup>19</sup> The National Contact Point<sup>20</sup> under the OECD Guidelines for Multinational Enterprises will be peer reviewed in 2022.<sup>21</sup> It has not handled a case since 2004.

## Management systems

**Table 2. Portugal's management systems for development co-operation**

	Comment
<b>Systems are in place to assure the quality of development co-operation, including:</b>	
Quality assurance	<ul style="list-style-type: none"> <li>▲ Camões has defined processes, roles and responsibilities in process manuals, including specifically for development co-operation projects. SOFID applies internal rules and procedures on the appraisal of credit risk as well as on compliance. Furthermore, it asks clients to declare how a proposed project will contribute to the 17 SDGs.</li> <li>▲ Camões needs to provide prior approval to interventions proposed by other public entities.</li> <li>● Only Camões applies a standard appraisal mechanism to ensure project quality standards. Capacity constraints limit Camões' ability to monitor projects and apply quality standards during implementation.</li> </ul>
Mainstreaming cross-cutting issues	<ul style="list-style-type: none"> <li>▲ All projects and interventions are screened against DAC sector codes and Rio Markers at identification and formulation stages.</li> <li>● Portugal does not require detailed assessments on issues of particular relevance to the intervention, such as conflict, gender equality, human rights or environmental impact assessment. Environmental impact assessments are conducted if required by the partner country.</li> <li>● An evaluation of the mainstreaming of gender equality indicated challenges in terms of guidance, training and dedicated resources.</li> </ul>
<b>Adequate and relevant systems and processes to assess and adapt to risks including:</b>	
Strategic, reputational, programming, security	<ul style="list-style-type: none"> <li>▲ Camões does not have a risk management policy; it has a dedicated Risk Management Plan. The document seeks compliance with national, European and OECD/DAC guidance on the topic. SOFID operates under a "Risk Appetite Framework", has in place credit risk rules and uses a rating model for its clients.</li> <li>▲ Camões documents risks through static risk matrices, annually monitored by each unit with oversight by the Internal Audit team and the Risk Management Committee. The risk management plan is publicised on Camões' website and officially communicated to several supervisory bodies.</li> <li>▲ In 2020/21, Camões trained selected staff on risk management.</li> <li>● The latest plan (2021-2023) reflected, for the first time, on likely risks to activities being developed outside headquarters.</li> </ul>
Audit and oversight function	<ul style="list-style-type: none"> <li>▲ The Evaluation and Audit Unit in Camões is responsible for internal audits. There are no dedicated audit functions in embassies. Other internal oversight bodies are the Risk Management Commission and the Board of Camões. Irregularities can be reported to an Ethics Commission through an online form on Camões' website. Camões also has a statutory auditor. Projects are externally audited, and the Diplomatic Inspection and the Court of Audit provide further external oversight.</li> </ul>
Corruption	<ul style="list-style-type: none"> <li>▲ Managing the risk of corruption is integrated into overall risk management, with a specific focus in the risk management plan. A financial management unit in Camões headquarters controls compliance in all procurement. Both Camões' Ethics Code and SOFID's Code of Conduct cover anti-corruption. SOFID has a specific policy on the publication of irregularities and publishes an annual report on the prevention of corruption.</li> <li>▲ In 2020/21, Camões trained staff specifically on the prevention of fraud, though has not yet trained local staff.</li> <li>● Procedures for reporting and whistle-blowing require improvement and further training is needed.</li> <li>▼ There is no overview or sharing of experience of how the risk of corruption is managed across the full range of Portugal's system.</li> </ul>

Sexual exploitation, abuse and harassment	<ul style="list-style-type: none"> <li>▲ Camões has a Code of Ethics and SOFID has guidance on the prevention of harassment.</li> <li>● Camões is preparing dedicated guidance on the DAC Recommendation on the Prevention of Sexual Exploitation, Abuse and Harassment.</li> </ul>
<b>Innovation and adaptation</b>	
The leadership and internal system promote a culture of experimentation and adaptability	<ul style="list-style-type: none"> <li>● The Strategic Concept mentions the importance of innovation for more effective co-operation in specific sectors and partnerships. It does not go into detail on how Portugal promotes innovation. There is no dedicated strategy, team or institutional mechanism focusing on innovation.</li> </ul>
Capabilities exist to introduce, encourage, measure and scale up innovation in development co-operation	<ul style="list-style-type: none"> <li>● Aside from multilateral core funding, partnerships are focused on project implementation, rather than programme or strategic partnerships where partners can pursue their own innovations with Portugal's support. Among Portugal's partnership and funding modalities, triangular co-operation can enable the transfer of innovative practices from pivotal countries to recipient countries.</li> </ul>
<b>Results, evaluation, knowledge management and learning</b>	
Managing for sustainable development results	<ul style="list-style-type: none"> <li>▲ In addition to regular project monitoring, Portugal reviews progress together with partner countries in project steering committees and annual progress reviews. Camões has a strategic objective to strengthen its results management. It is piloting a new project management system that would include results management.</li> <li>● Indicators of country portfolio frameworks track results to an output level, but not outcomes. Results frameworks exist for projects and country portfolios. A separate overview establishes the link between each country programme and the SDGs.</li> <li>● The 2018 GPEDC monitoring data show only half (49.5%) of the monitoring interventions use country-led results frameworks.</li> <li>▼ Training is needed on theory of change. Portugal does not publish reporting on the results of its co-operation.</li> </ul>
Evaluation	<ul style="list-style-type: none"> <li>▲ An Evaluation Policy (2016-2020) describes Portugal's intended approach to evaluations, and an evaluation plan sets out planned evaluations for the next three years, notably including evaluations of larger projects and country portfolios. The Evaluation and Audit Unit (GAA) in Camões is responsible for conducting and commissioning all evaluations. It also has the mandate to evaluate programmes by other public entities. It reports to the Board of Directors. All evaluations are published on <a href="#">Camões' website</a>. Findings of evaluations are presented to the board.</li> <li>● Management responses are adopted, though not systematically. The GAA requests responsible entities to indicate how they are following up on recommendations, generally one year after publication. The new evaluation plan seeks to address resourcing of the GAA, engagement of line ministries and learning from evaluations.</li> </ul>
Knowledge management and learning	<ul style="list-style-type: none"> <li>● To address gaps in knowledge management Camões has renewed its intranet and is developing "tool boxes" for staff on themes and approaches that enhance access to lessons and good practice. Camões is also piloting a new project management system that will facilitate access to information.</li> <li>▼ There are no structured exchanges on learning from Portugal's development co-operation beyond sharing of lessons through diplomatic cables.</li> </ul>
Partner country capacity	<ul style="list-style-type: none"> <li>▲ Through its national statistical agency, Statistics Portugal, and the organisation of Lusophone countries (CPLP) Portugal strengthens partner country monitoring and statistical capacity. See <a href="#">Portugal's 2020 Data for development profile</a>.</li> <li>▲ Portugal has occasionally conducted evaluations jointly with partner countries. As this has proven challenging, it engages in international partnerships that support strengthened partner country capacity in evaluations, and is considering direct support as well.</li> </ul>

Note: ▲ Green triangles denote good practice; ● orange circles indicate that progress is being made but more could be done; ▼ red triangles flag areas where progress is needed.

Source: The table was developed by the OECD Secretariat following the OECD DAC peer review of Portugal and also draws on Portugal's self-assessment.

# References

- Government of Portugal (2021), *Programa Internacionalizar 2030: Resolução do Conselho de Ministros n.º 20/2021* [Internationalisation Programme 2030: Resolution of the Council of Ministers no 20/2021], Government of Portugal, Lisbon, <https://data.dre.pt/eli/resolconsmin/20/2021/03/19/p/dre>. [5]
- Government of Portugal (2020), *Grandes Opções do Plano 2020-2023* [Grand Plan Options 2020-2023], Government of Portugal, Lisbon, <https://www.dgo.gov.pt/politicaorcamental/Paginas/GOP.aspx>. [2]
- Government of Portugal (2018), *Estratégia Nacional de Educação para o Desenvolvimento 2018-2022* [National Development Education Strategy 2018-2022], Government of Portugal, Lisbon, <https://data.dre.pt/eli/resolconsmin/94/2018/7/16/p/dre/pt/html>. [3]
- Government of Portugal (2015), *Estratégia Operacional de Ação Humanitária e de Emergência* [Operational Strategy for Humanitarian and Emergency Action], Government of Portugal, Lisbon, <https://dre.pt/dre/detalhe/resolucao-conselho-ministros/65-2015-70128396>. [4]
- Government of Portugal (2014), *Strategic Concept for Portuguese Development Cooperation*, Government of Portugal, Lisbon, [https://www.instituto-camoes.pt/images/cooperacao/concestratg\\_eng\\_v2.pdf](https://www.instituto-camoes.pt/images/cooperacao/concestratg_eng_v2.pdf). [1]
- OECD (2022), *OECD Development Co-operation Peer Reviews: Portugal 2022*, OECD Development Assistance Peer Reviews, OECD Publishing, Paris, <https://dx.doi.org/10.1787/550fb40e-en>. [13]
- OECD (2021), *Creditor Reporting System*, <https://stats.oecd.org/Index.aspx?DataSetCode=crs1> (accessed on 1 September 2021). [12]
- OECD (2021), *DAC Statistical Reporting Issues in 2020 on 2019 data*, DAC Working Party on Development Finance Statistics, [https://one.oecd.org/document/DCD/DAC/STAT\(2021\)18/en/pdf](https://one.oecd.org/document/DCD/DAC/STAT(2021)18/en/pdf). [9]
- OECD (2021), "Portugal", in *Development Co-operation Profiles*, OECD Publishing, Paris, <https://dx.doi.org/10.1787/12c61cf7-en>. [6]
- OECD (2020), *OECD States of Fragility*, <https://www3.compareyourcountry.org/states-of-fragility/overview/0/>. [10]
- OECD (2018), *OECD/LEGAL/5015 DAC Recommendation on Untying Official Development Assistance*, OECD, Paris, <https://legalinstruments.oecd.org/en/instruments/OECD-LEGAL-5015>. [7]

OECD (1978), *OECD/LEGAL/5006 Recommendation on Terms and Conditions of Aid*, OECD, Paris, <https://legalinstruments.oecd.org/en/instruments/OECD-LEGAL-5006>. [8]

OECD/UNDP (2019), *Making Development Co-operation More Effective: 2019 Progress Report*, OECD Publishing, <https://doi.org/10.1787/26f2638f-en>. [11]

Notes

<sup>1</sup> These include strategies on [Multilateral Co-operation](#) (2010); [Gender Equality](#) (2011); [Health](#) (2011); [Education](#) (2011); Security and Development (2009); and Capacity Development (2010).

<sup>2</sup> Portugal describes this as “decentralised”. For more information see <https://www.instituto-camoes.pt/en/>

<sup>3</sup> For more information see <https://portaldiplomatico.mne.gov.pt/>

<sup>4</sup> The European Commission requires institutions implementing European Union funds under indirect to undergo an assessment of their internal management systems under various pillars.

<sup>5</sup> For more information see <https://www.sofid.pt/>

<sup>6</sup> Governmental order no. 173/2013, of 7 May.

<sup>7</sup> Council of Ministers’ Resolution no. 82/2010. Available at <https://dre.pt/dre/en/decree-law/82-2010-309277>

<sup>8</sup> For more information see <https://www.tcontas.pt/pt-pt/Pages/homepage.aspx>

<sup>9</sup> For more information see <https://www.parlamento.pt/sites/COM/XIVLeg/2CNECP/Apresentacao/Paginas/default.aspx>

<sup>10</sup> For more information see <https://www.instituto-camoes.pt/en/institutional/about-us/transparency/ethics>

<sup>11</sup> For more information see <https://dre.pt/dre/en/decree-law/49-2018-115553662>

<sup>12</sup> Decree-Law nº 49/2018, 21 June 2018.

<sup>13</sup> At <https://www.instituto-camoes.pt/en/activity-camoes/what-we-do/co-operation>

<sup>14</sup> Available online under <http://coop.instituto-camoes.pt/bdcoopfrontend>

<sup>15</sup> For more information see <https://www.plataformaongd.pt/english>

<sup>16</sup> For more information see <https://www.ods.pt/bcsd/>

<sup>17</sup> More information available at <https://www.oecd.org/daf/anti-bribery/portugal-oecdanti-briberyconvention.htm>

<sup>18</sup> For details, see <https://www.unpri.org>

<sup>19</sup> More information available at <https://globalcompact.pt/index.php/pt/>

<sup>20</sup> More information available at <https://www.dgae.gov.pt/servicos/sustentabilidade-empresarial/ponto-de-contacto-nacional-para-as-diretrizes-da-ocde-para-as-empresas-multinacionais.aspx>

<sup>21</sup> More information available at <https://mneguidelines.oecd.org/ncppeerreviews.htm>