



STRATEGIC CONCEPT FOR PORTUGUESE DEVELOPMENT COOPERATION



GOVERNO DE
PORTUGAL

I PREFACE

The development cooperation policy is a key component of Portuguese foreign policy, which has to be based on a broad consensus between different political forces and civil society actors.

Almost a decade on from the publication of the last strategic document, it had become necessary to update the theoretical thinking and political concepts behind development cooperation, as well as to ensure its effective implementation, through the drafting of a new document providing strategic guidance for Portuguese development cooperation.

During the drafting process of the Strategic Concept for Portuguese Development Cooperation, which began in March 2012, we sought the inputs of a large number of entities and individuals of recognised merit. Our aim was to gather different perspectives and contributions as part of a process as comprehensive and inclusive as possible.

In addition, I visited several countries and institutions to learn first-hand about our main international partners. During this period I also had the opportunity to visit projects and activities, which allowed me to assess the past, the present and envisage a future for Portuguese development cooperation.

We firmly believe that Portugal has to coordinate development cooperation with other foreign policy areas, such as economic diplomacy and external cultural action. We cannot, and must not, have several cooperation policies, which can lead to scattering of resources, decreasing effectiveness and even losing international relevance.

This is why we attach particular importance in the Strategic Concept to the sections on actors and instruments, emphasising the key role of Camões - Institute for Cooperation and Language as the entity responsible for directing, coordinating and supervising the Portuguese cooperation.

The overall coherence and effectiveness of Portuguese development cooperation is reinforced not only by the Strategic Concept in itself, but also by the passing of specific legislation, such as the approval of annual activity plans by the Inter-ministerial Commission for Cooperation and the regulation of the binding prior opinion of the Ministry of Foreign Affairs on development cooperation programmes.

These measures are a clear sign of the political significance that the government attaches to this area, as they are steps that have never been taken by previous governments.

This Concept is, therefore, the strategic guidance document of Portuguese development cooperation for the 2014-2020 period. It sets out bilateral and multilateral priorities in a pragmatic manner, based on a common cooperation policy that must be more instrumental and visible both to national interests and to the priorities of partner countries.

In this regard, we believe that the Concept should not be self-limiting; it must be able to adapt itself, in a flexible and dynamic way, to the changing priorities of partner countries, to the review of the Millennium Development Goals and to the development financing agenda.

Lastly, I would like to thank Camões - Institute for Cooperation and Language as well as the organisations and people who have worked in a dedicated and constructive manner on this document.



Luís de Campos Ferreira
Secretary of State for Foreign
Affairs and Cooperation

A handwritten signature in blue ink, likely of Luís de Campos Ferreira, written on a yellow background.

Strategic Concept for Portuguese Development Cooperation 2014-2020

Introduction	9
Chapter I - The context for Portuguese Development Cooperation	
1.1. Portuguese Development Cooperation in Foreign Policy	11
1.2. New challenges of the international development architecture	12
Chapter II -Objectives, Principles and Priorities of the Portuguese Development Cooperation	
2.1. Development Cooperation	14
2.1.1 Bilateral Cooperation	16
2.1.2. Multilateral Cooperation	24
2.2. Development Education	25
2.3. Humanitarian and Emergency Assistance	26
Chapter III Actors of the Portuguese Development Cooperation	
3.1. State Actors	27
3.1.1. Central Mechanism	27
3.1.2. Parliament	29
3.1.3. Central Administration	29
3.1.3.1. Sectorial Ministries	29
3.1.3.2. Universities, Polytechnic Institutes and Research Centres	30
3.1.4. Local Administration	30
3.2. Non-State Actors	30
3.2.1. Development NGOs and Foundations	31
3.2.2. Business Associations and Companies	31
3.2.3. Trade unions	32
3.2.4. Aid Volunteering	33
Chapter IV - Instruments of the Portuguese Development Cooperation	
4.1. Programming	34
4.2. Main Modalities and Instruments of Financing	35
4.3. Coordination Mechanisms	36
4.3.1. Inter-ministerial Commission for Cooperation (ICC)	36
4.3.2. Development Cooperation Forum (DCF)	36
4.4. Communication, Transparency and Decentralisation	37
4.5. Evaluation and Risk Management	37
Conclusion	43
Index of Figures	44
List of Acronyms	45

I INTRODUCTION

The development cooperation policy aims at eradicating poverty and achieving sustainable development in partner countries, within a context of respect for human rights, democracy and the rule of law.

The concept behind the Portuguese development cooperation policy pays attention to new opportunities and national and international challenges, as well as to international commitments. It should be aligned and useful to national interests and provide an effective and structured response to the goals and priorities of partner countries.

In other words, development cooperation must be understood as an investment rather than a cost, and as development promotion rather than aid. It shall complement and reinforce other foreign policy areas, such as economic diplomacy and external cultural action, with mutual benefits.

At national level, it is necessary to take into consideration the following new realities:

- The creation of Camões - Institute for Cooperation and (Camões, I.P.) , in the context of the Plan for Reduction and Improvement of Public Administration (PREMAC, the Portuguese acronym), aiming at improving the effectiveness of the development cooperation policy and incorporating a new vision of synergies between the Portuguese language and development cooperation;
- The current need to reduce public spending, within the framework of ongoing budgetary consolidation, which can ensure sustainable public finances and enable conditions for economic growth and financial stability.

We are witnessing profound changes at international level, with the urgency of interdependent global challenges, such as the access to global public goods, climate change, energy sustainability and food security, as well as the emergence of new global players with diverse interests and political-strategic influences. The growing dynamics of these interest groups, many of them active stakeholders in south-south cooperation, tends to generate new consensus and define new mechanisms - and these have increasing influence over the actions of governments, donor countries and development partners.

The starting point of the international debate on these issues are the commitments made in the Millennium Development Goals (MDGs) framework and, more recently, the European Union's Agenda for Change, the Global Partnership for Effective Development Cooperation and the New Deal for Engagement in Fragile States, adopted by the Development Assistance Committee (DAC) of the Organisation for Economic Cooperation and Development (OECD). There are several ongoing processes within the United Nations (UN), particularly the MDGs review and development financing, with results expected in late 2015. Portugal is playing an active role in these negotiations, both within the UN framework and in the preparatory work carried out by the OECD DAC and the European Union (EU).

The outcomes of these negotiations will certainly require some reflexion, adaptation and alignment of our development cooperation policy to the new commitments, as these will constitute a fundamental reference for our future actions, particularly regarding the implementation of the (still to be defined) new global development goals.

In this context, it is important to highlight the significant changes held by some of the Portuguese cooperation partner countries, which have achieved higher development levels and upgraded their partnerships, clearly reinforcing their leadership, ownership and shared responsibility. However, other countries remain in a situation of fragility.

In this context, it is important to highlight the significant changes held by some of the Portuguese cooperation partner countries, which have achieved higher development levels and upgraded their partnerships, clearly reinforcing their leadership, ownership and shared responsibility. However, other countries remain in a situation of fragility.

INTRODUÇÃO

The Strategic Concept for Portuguese Development Cooperation 2014-2020, hereinafter “Strategic Concept”, shall address three fundamental purposes that contribute to increased effectiveness, visibility and measurable impact in partner countries:

- To foster Camões, I.P. as a reference in managing the development cooperation policy, as well as in supervising, guiding and coordinating national partners;
- To hold up the partners of Portuguese development cooperation, seeking to adopt a unified strategic approach in the priority countries and sectors, and without a differentiation between state and non-state actors, public and private sectors and profit or non-profit-entities;
- To raise awareness and inform civil society and decision-makers about the relevance of development cooperation, by demonstrating the benefits and added value of this investment. Development cooperation must be thought of and carried out as a national investment and a global responsibility.

Therefore, it was decided to draft a Strategic Concept to objectively set out the main guidelines for Portuguese development cooperation in the coming years, with a more practical and operational focus, as shown in the sections on actors and instruments. It should be mentioned that the main principles and priorities established in the document entitled "A Strategic Vision for Portuguese Development Cooperation", approved by the Council of Minister's Resolution no. 196/2005, of 22nd December, remains in force namely on geographic priorities, as these continue to focus on Portuguese-speaking African countries (PALOP) and East Timor.

As regards the areas of intervention, investment will continue to be structured along two fundamental priority lines, namely: I. Governance, rule of law and human rights, and II. Human development and global public goods, introducing and/or reinforcing new areas of intervention with an emphasis on the environment, green growth and energy, the private sector, rural and development and sea. The option for these areas of intervention is based on new partner countries' priorities and on the engagement of new actors, as well as on the knowledge, experience and comparative advantages of Portuguese development cooperation.

This Strategic Concept takes on particular importance when considering the complex framework of challenges – and simultaneously, of new opportunities –, as a guiding instrument on priorities and for national actors regarding development cooperation

CHAPTER I

THE CONTEXT FOR PORTUGUESE DEVELOPMENT COOPERATION

Portuguese development cooperation in foreign policy

The Portuguese foreign policy is founded on three strategic pillars: European integration, transatlantic relations and the Lusophone area. These unique aspects mean that Portugal has a potential added value, which should be taken advantage of through an integrated external action at political, economic and cultural levels.

As a result of international economic and financial challenges, which also inevitably affect Portugal, foreign policy must contribute to promoting the country's image and become a major catalyst for economic and social development.

Concerning the Lusophone area, it is necessary to complement and mutually reinforce three main elements: economic diplomacy, external cultural action and development cooperation policy; the latter is considered as an important investment, both for the partner countries and for Portugal, since:

1. It strengthens the capacities of countries and institutions in vital areas for human development;
2. It promotes good governance, democracy and the consolidation of rule of law;
3. It brings dynamism to local economies and promotes economic growth, through the strengthening of the national entrepreneurial sector and attracting foreign direct investment that can contribute to increased international integration.

The specificity of Portuguese development cooperation stems from particular cultural and emotional links shared by Portuguese-speaking countries, as well as from similar historical, cultural, linguistic and legal backgrounds.

In this context, the Portuguese language - being a common heritage and a global language - has significant economic potential, as new poles of growth, resources and ideas think and speak in Portuguese.

Portuguese-speaking countries account for a community of 250 million people across four continents, with growing political and economic influence. This community represents around 4% of the global Gross Domestic Product (GDP).

Part of recognising the importance of culture for the construction of multicultural societies that are capable to develop and value their specific cultural features at an international level, is in the importance of promoting heritage and arts in all its forms.

Therefore, the development cooperation policy must also be perceived as a driver for partnerships and for the implementation of new projects, with the engagement of citizens and business around mutual benefits.

Portugal cannot be indifferent to the evolution of institutional settings and shall engage in a real time monitoring of changes, both in the EU's development policy and in the institutional frameworks of other EU member states that strategically support the engagement of new cooperation actors (as the private sector) and promote synergies with investment and trade.

Portuguese development cooperation must therefore demonstrate its adaptation capacity in a renewed global

I CHAPTER I –THE CONTEXT FOR PORTUGUESE DEVELOPMENT CO-OPERATION



© Nações Unidas

scenario and, whenever necessary, being able to reposition itself and take on an instrumental role in promoting the coherence, effectiveness and efficiency of its actions, This shall also be pursued by boosting various financing flows and sources for the benefit of sustainable development in partner countries.

1.2. New challenges of the international development architecture

The Portuguese development cooperation is part of increasingly complex and interconnected international and national contexts, which require a new strategy to address new challenges and opportunities.

On the one hand, the global financial crisis has highlighted the vulnerabilities of this interdependence, reflected in the general decrease of official development assistance and other flows, such as foreign direct investment and remittances.

Domestically, this situation poses a major challenge to meeting the target of allocating 0.70% of Gross National Income (GNI) to official development assistance by 2015, as endorsed collectively by the EU in Monterrey.

Therefore, it has become increasingly relevant to establish and consolidate new working methods and to pool efforts from several actors, within a collective endeavour to a sequenced and gradual convergence towards the established target.

Additionally, further efforts are needed to promote better coordination, synergies and complementarities between different Portuguese cooperation' actors, as well as to implement the commitments on aid effectiveness set out in the principles of the Paris Declaration (2005) and reinforced by the Accra Agenda for Action (2008) and by the Busan Declaration (2011), which Portugal has endorsed:

- Leadership and ownership by partner countries of their development processes;
- Reduced fragmentation and better coordination and complementarity between donors;
- Greater transparency and predictability of financing flows in the medium/long term;
- Results-oriented management;
- Strengthening of monitoring and evaluation mechanisms.

CHAPTER I –THE CONTEXT FOR PORTUGUESE DEVELOPMENT CO-OPERATION

A reinforced commitment on policy coherence for development - specifically on public policies that affect partner countries - supplements the above mentioned efforts, which are necessary to successfully achieve the objectives and outcomes pursued by the Portuguese development cooperation policy.

We find particularly relevant the sectorial policies on trade, finance, climate change, sea, food security, migrations and security, all of which are addressed by EU member states' commitments.

The Council of Ministers Resolution no. 82/2010, of 4 November, acknowledges the importance of development policies as an essential instrument for the promotion of Portuguese foreign policy's objectives and represents an effort to meet Portugal's commitments on this matter.

The assessment of these policies' external impacts will result on a useful diagnosis for taking effective measures in favour of economic growth, sustainable development and the eradication of global poverty; their repercussions are also evident for Portugal, including on the reduction of risks and threats.

In this context, the Portuguese development cooperation policy will evolve accordingly at bilateral and multilateral level, seeking to mobilise domestic resources and contributing for leveraging other external sources of financing.

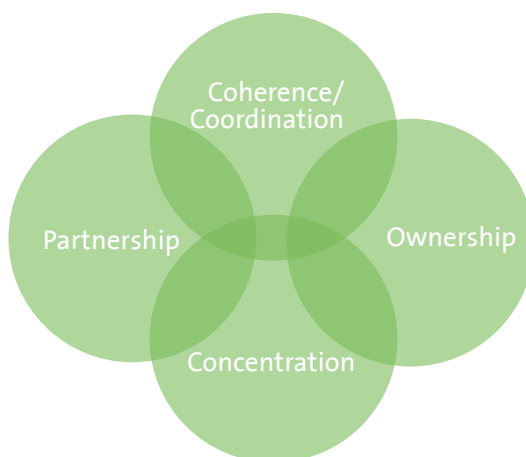
CHAPTER II

OBJECTIVES, PRINCIPLES AND PRIORITIES OF THE PORTUGUESE DEVELOPMENT COOPERATION

Objectives

Poverty eradication and sustainable development of partner countries

Principles



Geographic and Sectorial Priorities

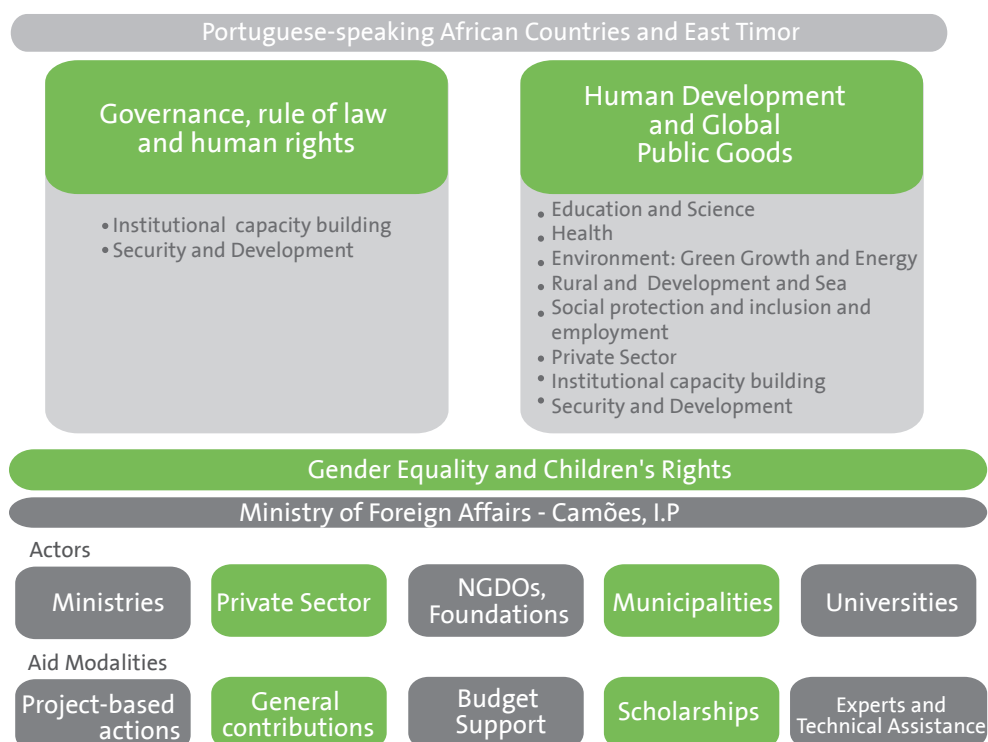


Figure 1 - Summary of Objectives, Principles and Priorities of the Portuguese Development Cooperation

CHAPTER II -OBJECTIVES, PRINCIPLES AND PRIORITIES OF THE PORTUGUESE DEVELOPMENT COOPERATION

The fundamental objective of the Portuguese development cooperation, in the framework of Portuguese foreign policy, is to contribute to poverty eradication and sustainable development, in a context of respect for human rights, democracy and the rule of law in partner countries. In this context, the following operational principles are adopted, in order to increase the effectiveness and impact of the Portuguese cooperation's investment:

Coherence/Coordination

To reinforce policy coherence for development and coordination, monitoring and dialogue between partners, as well as the complementarity of actions and partnerships.

Concentration

To give geographic and sectorial priority to larger programmes of a structural nature, accordingly to the strategic priorities defined with each partner country.

Ownership

Project development shall be based on capacity development and sustainability, within the framework of the document on Capacity Development - Guidelines for Portuguese Development Cooperation¹.

Partnership

- Diversification of partnerships, including through triangular cooperation and new financing sources, with the aim of sharing capacities and resources and leveraging bilateral and multilateral funds.

The action of the Portuguese development cooperation is focused on three areas in order to achieve its fundamental goal:

Development cooperation

Development Education

Humanitarian and emergency assistance

http://www.institutocamoes.pt/images/cooperacao/desenv_capacidades_linorientacao.pdf.

CHAPTER II -OBJECTIVES, PRINCIPLES AND PRIORITIES OF THE PORTUGUESE DEVELOPMENT COOPERATION

Development Cooperation



Figure 2 -Priority lines and areas of intervention

2.1.1. Bilateral cooperation

At bilateral level, the Portuguese development cooperation' actions are focused on the PALOP and East Timor. It is essential to take into account the following new circumstances when analysing and implementing these actions:

- The significant changes in economic growth levels and the geopolitical relevance of the PALOP and East Timor in their regions;
- The interest and greater attention that these partner countries attract among new countries and actors that traditionally channelled their investment towards other locations;
- The potential for new cooperation modalities and instruments within the EU and with the Member States, in the framework of joint programming.

CHAPTER II -OBJECTIVES, PRINCIPLES AND PRIORITIES OF THE PORTUGUESE DEVELOPMENT COOPERATION

These circumstances urge the Portuguese development cooperation to adopt, in a timely manner, a differentiated and innovative approach to its relationships with each partner country, resulting in new framework documents. Likewise, it is vital to work jointly with partner countries and actors to capitalise on the increased knowledge and added value of the Portuguese language, of similar legal frameworks and of the presence of Portuguese communities and businesses.

Along the same lines of reasoning, the Portuguese development cooperation should explore the added value and opportunities arising from the participation of the PALOP and East Timor in their political and regional blocs.

At sectorial level, the actions are based in partner countries' priorities and needs, on the one hand, and on the Portuguese institutions' high level of capacity and experience, adapted to the reality of partner countries. The investment is focused in the priorities shown below.

Within this framework, it is essential to establish for each country an operational model that ensures the implementation of a unified development cooperation policy that is coherent, effective and coordinated by the Ministry of Foreign Affairs (MFA).

Priority line I - Governance, rule of law and human rights

A. Institutional capacity building

As a result of cooperation relationships developed over the years, Portugal has accumulated a significant amount of knowledge, experience and institutional contacts with its partners, bringing together peer institutions to promote adaptation, leadership and ownership.

In PALOP and East Timor, we should underline the similar historical-cultural, linguistic and legal frameworks, common to all these countries; these encompass relevant areas of public administration's organisation and training, and include terminologies and working methods

The Portuguese development cooperation will focus on actions that contribute to the creation of legal and institutional contexts matching international guidelines and good practices. These actions refer to different policy areas inherent to the promotion of State capacity, such as Justice, Security, Health, Social protection and employment, Public finances, Infrastructure, Transport, Communications and Statistics.

The approach shall be adapted and aligned with the national strategies and priorities of partner countries. It aims at improving the organisational structure, the institutional procedures and working methods, so that the services provided are adequate to the realities and needs of the countries and their citizens..

The negative effects of the recent financial and international crisis on the public accounts of most countries justify a stronger focus on technical cooperation regarding public finances, as a way of promoting developing countries' capacities in ensuring greater transparency and accountability in public management and also strengthening their mobilisation of domestic resources.

The support to institutional capacity building and to reform processes regarding public finance may be implemented through bilateral or multilateral actions, either within CPLP or through other institutions.

The support for institutional capacity development must be perceived as an ongoing and long term process. Therefore, priority should be given to medium or long term structural actions, in order to ensure real ownership



© Manuel Almeida-Lusa

CHAPTER II -OBJECTIVES, PRINCIPLES AND PRIORITIES OF THE PORTUGUESE DEVELOPMENT COOPERATION

of knowledge and skills.

B. Linking peace, security and development - Fragile states

The link between security and development is unquestionable and particularly important in fragile situations, which correspond to some bilateral partners of Portuguese development cooperation. The reinforcement of the nexus peace-security-development, focusing on fragile states, shall continue to be a significant area of activity for bilateral and multilateral Portuguese development cooperation. In addition to the experience and significant added value linked to the Portuguese cooperation's performance in these contexts, responding to the causes of fragility and instability is also an essential prerequisite to ensure successful actions in other policy areas.

The Portuguese development cooperation shall implement a gradual and adapted approach on situations of fragility, in order to balance long term development needs with short term pressures.

This type of weighted approach will also contribute to strengthening the coordination between instruments and actors in the different areas of Portuguese external action (3D - Diplomacy, Defence and Development), which are particularly relevant to the security-development nexus and to the response in fragile states.



© Cooperação Portuguesa

- The implementation of the National Strategy on Security and Development², which is crucial for promoting greater coherence, coordination and complementarity (3C) of state action in responding to these challenges;
- The implementation of the New Deal for Engagement in Fragile States, as a fundamental framework for bilateral relationships with partner countries that signed up to this agreement, in different areas of external action;
- The promotion of the concept of human security, which considers the individual as a fundamental value. In this sense, the aim is to protect the individual against threats like poverty, hunger, disease, human rights' violations, sexual violence and human trafficking;
- The promotion of working groups comprising state entities that intervene in, or have jurisdiction in this area, in order to achieve more effective actions.

Priority line II - Human development and global public goods

A. Education and science

Education, as a fundamental right, is considered to be critical for poverty eradication and for sustainable development; it has multiplier effects in other policy areas, such as health, environmental protection, employment and good governance. In line with the Portuguese Development Cooperation Strategy for Education³, the Portuguese

http://www.instituto-camoes.pt/images/cooperacao/estrategia_seguranca_desenvolv.pdf

CHAPTER II -OBJECTIVES, PRINCIPLES AND PRIORITIES OF THE PORTUGUESE DEVELOPMENT COOPERATION

cooperation programmes will cover various levels of education and teaching, from pre-school to postgraduate, aiming at improving the quality, planning and management of the educational system, as well as addressing the issue of keeping children, particularly girls, in school.

In this sector, particular attention will be paid to developing and extending partnerships with public and private institutions, non-governmental development organisations (NGDOs) and foundations.

If we take into consideration that Portuguese is the official language for the teaching process, promoting the mastery of Portuguese is a crucial contributing factor to equitable and universal access to education. Similarly, this reinforcement of the Portuguese language can also be a driver for innovation and scientific and technological development

The action in this sector aims to strengthening partner countries, specifically on:

- Support to the definition of policies and strategies for the development of education systems;
- Curricular development, specifically through the qualification of experts in programmes and targets;
- Implementation of initial and continuing training of teachers and staff;
- Strengthening school evaluation, management and administration methods;
- Support for the design and use of educational materials, namely regarding the assessment and certification of school textbooks, and taking advantage of information and communication technologies;
- Development of technical and vocational teaching, specifically through providing technical support for the organisation of professional profiles and course qualification references/benchmarks.

The promotion of graduate studies through Master and PhD studentships and post-doctoral fellowships shall continue, taking into account the development needs and priorities of partner countries. It is important to develop local advanced training programmes (masters and doctorates) that will strengthen the scientific and technological systems in partner countries, while contributing to the retention of skilled professionals.

The consolidation of educational and research systems in partner countries demands for institutional capacity building. This can be achieved through the internationalisation of various aspects of Portuguese higher education, namely the mobility of students and teaching and non-teaching staff, or the creation of joint or double degrees.

Besides this, joint work in the areas of rural development and health are of utmost importance in the framework of education and science.

B. Health

Health is a fundamental and universally recognised human right. The impact of improving health indicators is not only relevant to human well-being, but also for social and economic dimensions.

Health is a fundamental and universally recognised human right. The impact of improving health indicators is not only relevant to human well-being, but also for social and economic dimensions.

The overall objective of the Portuguese Development Cooperation Strategy for Health⁴ is to reinforce health systems - particularly the public services in developing countries - as a fundamental element of their development strategies.



© IMVF

³ http://www.institutocamoes.pt/images/cooperacao/estrategia_educacao_desenvolvimento.pdf

⁴ http://www.instituto-camoes.pt/images/cooperacao/estrategia_cooperacao_saude.pdf

CHAPTER II -OBJECTIVES, PRINCIPLES AND PRIORITIES OF PORTUGUESE DEVELOPMENT COOPERATION

The action in this sector shall focus on the following points:

- Institutional development (which includes the training of health professionals and qualified managers in order to improve the capacities of public services);
- Support for the development of preeminent knowledge-related institutions (higher and post-graduate education) and research institutions
- Introduction and expansion of information and communication technologies that support the management, diagnosis, clinical guidance and specialised therapies, such as telemedicine, in partnership with the private sector.

Regarding the actions on health, it is important to increase the access and quality of primary healthcare and the right to sexual and reproductive health. Amongst priority actions are the reduction child mortality, the improvement of maternal and child healthcare and women's health, the fight against sexually-transmitted diseases, malaria, tuberculosis and other Neglected Tropical Diseases.

Particular attention shall continue to be devoted to the investment on health promoting and disease prevention, focusing on the rights and health of children and women.

Health innovation and scientific development is also a field of work, as these activities contribute for innovative solutions to the specific problems of populations, as well as for more effective public policies. As mentioned for education, particular efforts will be made to stimulate the creation and expansion of partnerships with international organisations, public and private institutions, NGOs and national and international foundations working in this sector.

C. Environment, green growth and energy

Our vision is that the improvement of environmental conditions, the sustainable use of natural resources, and an enhanced resilience against environmental impacts and climate change are crucial to the success of sustainable development policies and to the fight against poverty. In this context, it is important to highlight the access to water and sanitation as a key traditional area for Portuguese development cooperation on the environment. The recognition in 2010 of the access to drinking water and sanitation as a human right has placed immediate obligations on States and has led to an even greater focus of international development efforts on this policy area.

At both bilateral and multilateral levels, these objectives should guide Portuguese development cooperation' actions, as they constitute one of the Strategic Concept's new areas of intervention.

Green growth is linked to the promotion of economic growth and development, as it ensures that natural resources continue to provide essential environmental services for human well-being. At the same time, the aggravation of environmental problems creates economic opportunities for certain sectors, businesses and entrepreneurs capable of developing new products, processes and innovative solutions.

States should provide incentives for green growth through various mechanisms (fiscal, regulatory and investment incentives), in order to stimulate the engagement of public and private sectors, including at international level. Portugal has specific experience and knowledge in this area, which should be taken advantage of in its relationship with other countries. In global terms, green growth is taking on a crucial role for a more sustainable future; the approach with regard to developing countries is based on the following assumptions:



© José Sousa Dias - Lusa

CHAPTER II -OBJECTIVES, PRINCIPLES AND PRIORITIES OF THE PORTUGUESE DEVELOPMENT COOPERATION

- Greater dependency on their natural resources and, as a result, greater vulnerability to shortages. Therefore, not only does growth based on green options enable these resources to be used more efficiently, it also allows some of the related environmental problems to be solved;
- In the context of an efficient and sustainable promotion of natural resources, green growth can contribute to increased food security, access to water and sanitation, biodiversity conservation, an environmentally proper management of waste and even the introduction of modern and sustainable energy sources. At the same time it also contributes to improving health, security and well-being of populations.

Energy is also a fundamental prerequisite for development, economic growth and prosperity. Energy needs tend to increase as nations start to improve the living conditions of their populations, while putting additional pressure on natural resources. Access to energy is essential not only for economic growth, but also for providing social services as health, education, access to drinking water, transport and food. Therefore, it is one of the new areas of intervention of the Portuguese development cooperation.

D. Rural and Development and Sea

The actions of Portuguese development cooperation in these areas intend to promote the implementation of integrated and sustained development models that contribute to strengthening institutions and local communities. It encompasses, therefore, a wide range of activities in addition to agriculture and maritime activities, such as transport, trade and support services. The focus on this policy area aim to match innovative approaches with the needs identified by partner countries in this sector, which represents an important source of income for their populations.

Rural development will stimulate the emergence of sustainable agricultural systems and a more efficient and competitive local economy, if linked with strategies on food security and nutrition. However, it is worth mentioning the new challenges associated with coastal zones, off-shore exploration and the multiple aspects and complementarities of the "blue economy", such as continental shelf extension projects, as established in the National Sea Strategy 5 .



© OIKOS

The action in this area is focused on the following points:

- Sustainable increases in production in order to ensure the well-being of populations, their nutritional security and income; this can be done through the introduction of new practices and technology investments that promote an efficient use of resources - particularly arable land, water for irrigation and marine resources;
- Promoting better market functioning and access;
- Improving food security and the nutritional conditions of local communities, with a particular focus on the role of women. Promotion of training and research and development activities, on issues such as genetic diversity protection, plant health, production of water stress adapted species, water resources management, land conservation and combat desertification, the fight against land pollution, the sustainable use of biological and marine resources, and capacity building on resource management and exploitation, among other issues;
- Supporting the development of new generation communication networks in order to promote an improved access to electronic services.

CHAPTER II -OBJECTIVES, PRINCIPLES AND PRIORITIES OF THE PORTUGUESE DEVELOPMENT COOPERATION

Promoting social protection, social inclusion and employment

The aim is to promote the welfare state model and to introduce social protection and social inclusion goals into national development and poverty eradication plans. To this end, the Portuguese development cooperation will support the development of social support systems and networks for the most vulnerable groups, namely through capacity development on legislation, elaboration of guiding documents for public policies and training. In addition, support will be provided for the implementation and improvement of mechanisms and measures aimed at extending social protection and social inclusion. The ultimate goal is to contribute to improved living conditions, particularly of the most vulnerable populations.

Priority is given to comprehensive programmes and projects aimed at fighting poverty, supporting development and strengthening a broader network of social protection, with the aim of creating a set of basic social services. Social exclusion and inequality, underemployment, unemployment, precarious types of employment and lack of social protection all have direct impact on poverty and sustainable development. Therefore, it is crucial to objectively address these manifestations of social and economic inequality.

In this sense, particular attention will be paid to the promotion of social inclusion, of full and productive employment, decent work and social protection, professional training, microcredit initiatives that promote income generation activities and social protection, as well as to social economy initiatives, accordingly with the demographic context of each partner country.

The actions in these policy areas are focused on:

- Projects to combat poverty focused on vulnerable groups, specifically children, the elderly and people with disabilities;
- Institutional reinforcement, by supporting the creation/improvement of social protection systems;
- Support for the development of professional training and employment policies;
- Support to actions concerning labour relations;
- Promotion of children's rights, namely through awareness raising in the sectorial ministries of partner countries

We take note that migration is a fundamental aspect for the promotion of inclusive and sustainable economic and social development, as well as a key element in the global demographic dynamics. This issue poses new and emerging challenges, and requires measures to promote the role of migrants as drivers of innovation and development.

In this context, migration policies are an essential element of development cooperation. The regulation of migrations contributes to mobility and development, rather than to the so-called "brain drain". For partner countries, emigration is a response to the qualification needs of their citizens and to their aspirations for improved life conditions. If this policy is not regulated, however, countries of origin can experience the loss of important human resources.



© Neni Glock

CHAPTER II -OBJECTIVES, PRINCIPLES AND PRIORITIES OF THE PORTUGUESE DEVELOPMENT COOPERATION

Similarly, regulation is also important for the country of destination, so that migrants' integration is increasingly guaranteed. This regulation includes clear policies based on the sustainability of migration flows. As a result, Portugal shall take steps to implement a migration policy that respects the needs and priorities of both countries of origin and destination.

F. The private sector

The Portuguese development cooperation shall continue to support private sector development in partner countries, both by supporting a favourable business environment and by creating partnerships. On the one hand, these partnerships should allow partner countries to benefit from resources, knowledge and technology-sharing and transfer. On the other hand, they also enable Portuguese companies to contribute to the development of new markets and innovative products and services produced in partner countries.

Official development assistance shall have a catalyst and complementary role to other resources, such as those provided by the private sector, by supporting strategic sectors in partner countries that are aligned with their national strategies for growth and sustainable development.

These partnerships should take advantage of each actor's added value, recognising the mutual benefits and their potential for real growth. The objectives are to strengthen the capacity of local businesses, to mobilise private investments and to leverage projects and funding in the area of corporate social responsibility. These actions also intend to meet international commitments endorsed by Portugal in the framework of the Global Partnership for Effective Development Cooperation, and actively participate in the ongoing international debate on this subject, namely in the framework of EU's external action and the OECD.

The Portuguese private sector shall be the core partner in this partnership that is focused on investment, knowledge and capacity development. Inclusive dialogue, collective, sustainable and transparent actions and result-oriented principles will be used as a basis to define engagement and coordination strategies within the framework of the future Portuguese Cooperation Strategy for Private Sector Development.

Cross-cutting issues- Gender Equality and Children's Rights

A. Gender Equality

The main objective is to reinforce Portuguese development cooperation's actions for gender equality, by promoting women and girls' empowerment in partner countries. This is a fundamental aspect for achieving the MDGs and towards a more equitable, fair and sustainable global development.

Our action on this issue is in line with the Portuguese Development Cooperation Strategy for Gender Equality⁶, which reiterates women and girls' rights as an integral, inalienable and indivisible part of human rights. In this context, particular attention should be paid to preventing and fighting all forms of violence against women and girls, as well as to the promotion of sexual and reproductive health.

Gender equality is particularly relevant for policy coherence for development. Therefore, it is important to reinforce the mainstreaming of equality between men and women both in bilateral and multilateral cooperation, as well as in partnerships with civil society and the private sector, in order to guarantee the full realisation of women's human rights.

B. Children's rights

⁶http://www.instituto-camoes.pt/images/cooperacao/estrategia_-

CAPÍTULO II - OBJETIVOS, PRINCÍPIOS E PRIORIDADES DA COOPERAÇÃO PORTUGUESA

The Portuguese development cooperation shall be an important instrument for promoting and upholding children's rights. There is a wide range of children related challenges, including health, education and training, social integration, the fight against crimes such as human trafficking and sexual exploitation, as well as the fight against child labour. Special attention should be devoted to children, as they are particularly exposed to additional risks. Therefore, a comprehensive approach shall be pursued for protecting and promoting children's rights in partner countries. This approach shall be based on a global and universal vision of children's rights, and be aligned with wider development and poverty eradication strategies.



© United Nations.

2.1.2. Multilateral cooperation

At multilateral level, the focus is on Portugal's participation and ability to influence the policies, functioning and effectiveness of multilateral organisations, having as basis the general guidelines set out in the Portuguese Strategy for Multilateral Cooperation 7.

In this sense, we shall continue to follow the debates in various international fora, by ensuring an active and influential participation. The purpose is to promote the priorities and objectives of Portuguese development cooperation, as well as to boost partnerships and synergies with bilateral actions.

Portugal shall continue to deepen its relationships with the Community of Portuguese-Speaking Countries (CPLP), the EU, the OECD, the UN, the Ibero-American Summit, the international financial institutions, the African Union, the Southern African Development Community and the Economic Community of West African States, as well as with their specialised bodies and agencies, with a particular focus on the following priorities:

- Greater emphasis of multilateral institutions on the geographic and sectorial priorities of Portuguese development cooperation;
- Increased international support to Africa and, in particular, to least developed countries;
- Improved international approach to security and development, with particular focus on fragile states;
- Enhanced private sector engagement in priority sectors;
- Active participation in the Africa-EU joint strategy;
- Alignment and harmonisation between national and international strategies around common development goals;
- Strengthening of regional cooperation, particularly in the CPLP area. In this framework, in addition to strategic sectorial plans, one should highlight the Brasilia Action Plan (BAP) and the Lisbon Action Plan (LAP), which are particularly relevant to the internationalisation of Portuguese as a fundamental language for communication, business and science.

⁷http://www.institutocamoes.pt/images/cooperacao/estrategia_cooperacao_multilateral.pdf

- Reinforcement of the Lusophone area, using the common language a driver for networking and improving CPLP member states' ability to meet the challenges of globalisation:
 - Strengthening the CPLP's development cooperation pillar and the commitment to implement the Integrated Cooperation Programme;
 - Strengthening the language pillar and the commitment to implement the BAP and LAB;
 - Creating synergies between the three fundamental lines of the CPLP - development cooperation, promotion of the Portuguese language and political-diplomatic coordination in international fora;
 - Reinforcing Portugal's participation and increasing synergies between actions at bilateral and CPLP levels.
- Implementing the various dimensions of bilateral and multilateral approaches:
 - Enhanced collaboration with multilateral partners on priority or complementary policy areas for the Portuguese development cooperation;
 - Active participation in mechanisms for coordination and division of labour in partner countries;
 - Implementation of joint programmes with other donors, to enable the pooling of resources.

In the multilateral arena, special attention will be given to the ongoing debates within the EU level, the UN and the OECD/DAC, regarding the post-2015 Agenda, financing for development, and monitoring and participation in the Global Partnership for Effective Development Cooperation. All these debates will provide general guidelines for future actions and have significant implications for Portuguese development cooperation.

2.2.Development Education

Development Education is a fundamental area for development policies and for fostering a common public understanding and support for development issues. In accordance with the National Strategy for Development Education 2010-2015 (NSDE)⁸, the engagement in this area requires a long term vision aimed at promoting global citizenship through learning and awareness raising processes within the Portuguese society, regarding development issues. This takes place against a background of increasing interdependence, which calls for action geared towards social transformation. The MDGs, policy coherence for development, fair trade, responsible consumption, solidarity-based economy and social justice are just some of the issues to address in this policy area.

Against this background, the actions of Portuguese development cooperation shall be focused in three fundamental lines: the implementation and monitoring of the NSDE; the continuation of the funding line for NGDO projects, in recognition of the crucial role played by these actors in this policy area; and an active participation in European and other international fora, with a view to exchanging practices and building common strategic approaches.

Within this framework, one should emphasise the joint work done by the Ministry of Foreign Affairs and the Ministry of Education and Science, aimed at incorporating development education and education for global citizenship into



© IMVF

8 <http://nst.ipad.mne.gov.pt/images/stories/educacao/ened.pdf>

CHAPTER II -OBJECTIVES, PRINCIPLES AND PRIORITIES OF THE PORTUGUESE DEVELOPMENT COOPERATION

school curricula, at pre-school, basic and secondary education. This presents new opportunities for in-depth debate and reflection of these issues at national level, as it is important to ensure their continuity.

We shall continue to prioritise our participation on strategic dialogues and exchanges at European and international levels, namely in collaboration with the European Commission and within the framework of the OECD/DAC, the North-South Centre of the Council of Europe, the Global Education Network Europe (GENE) and the European Multi-stakeholder Group on Development Education.

2.3. Humanitarian and emergency assistance

The goal of humanitarian and emergency assistance is to protect the physical and moral integrity of people suffering the effects of natural catastrophes or public disasters, and to alleviate their consequent short-term needs.

The principles of humanity, impartiality, neutrality and independence, set out in the European Consensus on Humanitarian Aid, are the guiding principles for the engagement of Portuguese development cooperation in this policy area. Efforts are pursued to promote and respect International Humanitarian Law, Human Rights and Refugee Law, while respecting the Good Humanitarian Donorship (GHD) principles, endorsed by Portugal in 2006.

Portugal will adopt a comprehensive approach on this issue, particularly regarding cooperation with fragile states, under the terms set out in the New Deal for International Engagement in Fragile States and conflict-affected states. As a result of this approach, an operational mechanism for coordination between entities with jurisdiction over, or engaged in this issue shall be created. An operational plan will define the framework and mechanisms for inter-institutional collaboration, specifically engaging on partnerships with civil society organisations - with an emphasis on NGOs, due to their presence on the ground, flexibility and strong expertise.

The effort of ensuring coherence, coordination and complementary at national level (namely with the National Civil Protection Authority and the National Medical Emergency Institute) is an enabling factor for increased effectiveness. This will impact on the joint work with partner countries, namely by integrating humanitarian aid related issues such as disaster risk reduction and resilience building.



© AMI

CHAPTER III

ACTORS OF THE PORTUGUESE DEVELOPMENT COOPERATION

The approach developed by the Portuguese development cooperation policy shall be integrated, coordinated and supervised by the Ministry of Foreign Affairs, as it is one fundamental pillar of our foreign policy. Portuguese development cooperation is based on a decentralised structure with the participation of a wide range of state and non-state actors that have complementary objectives and capacities.

Against this background, priority is given to the development of inclusive and comprehensive partnerships, to capitalise on the added value of state and non-state, public and private, profit and non-profit actors. This new vision requires consensus-building, aligning incentives and mobilising resources within an holistic approach, towards a more effective cooperation. Camões, I.P. is responsible for coordinating all official development cooperation.

3.1. State actors

3.1.1. Central mechanism

Camões, I.P. is the core entity of Portuguese development cooperation. Its mission is to propose and implement the development cooperation policy, as well as to coordinate the actions of other public entities engaged in its imple-

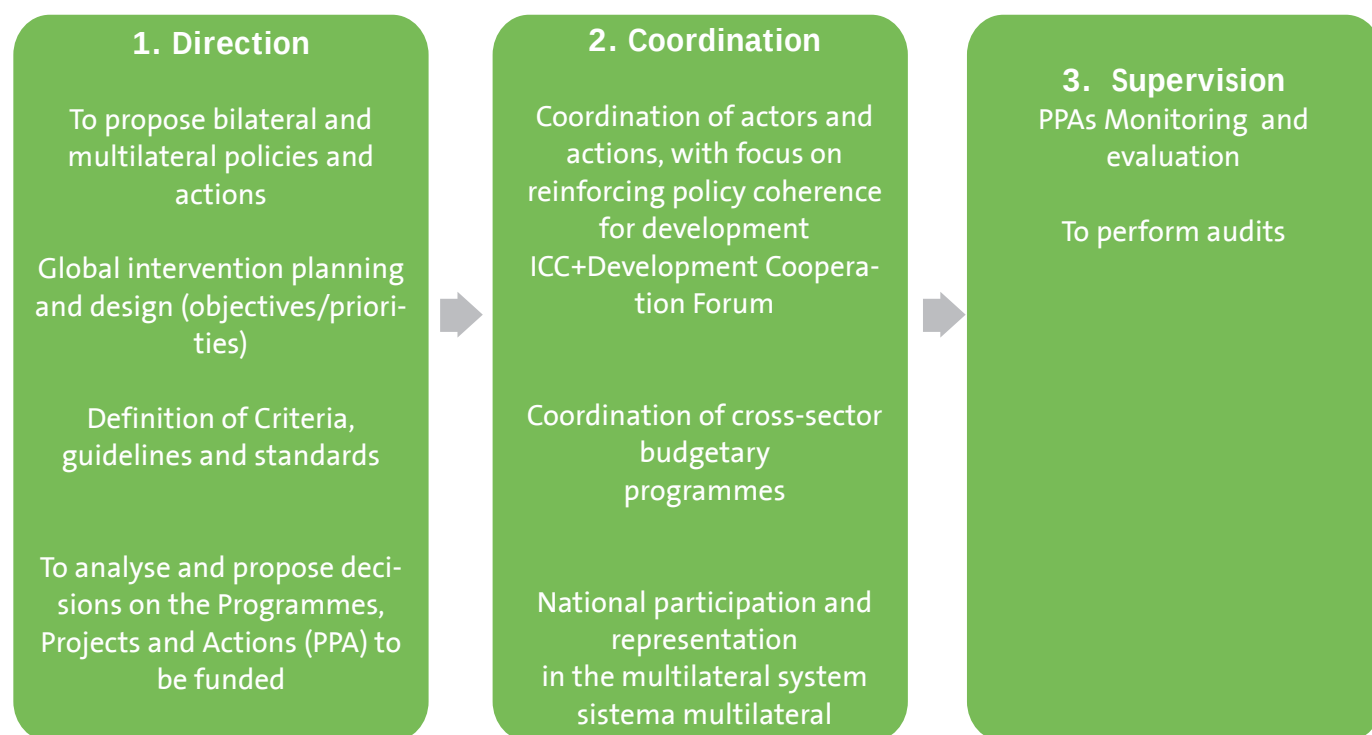


Figure 3 - Operational priorities of Camões, I.P.

CAPÍTULO III - ATORES DA COOPERAÇÃO PORTUGUESA

mentation. In this context, priority is given to the direction, coordination and supervision of different national partners (Figure 3).

Camões, I.P. shall gradually and progressively delegate its responsibilities regarding the direct implementation of Programmes, Projects and Actions (PPA) to various actors and partners of the Portuguese development cooperation, accordingly with their technical and/or financial comparative advantages. (Figure 4.) At national level, Camões, I.P.

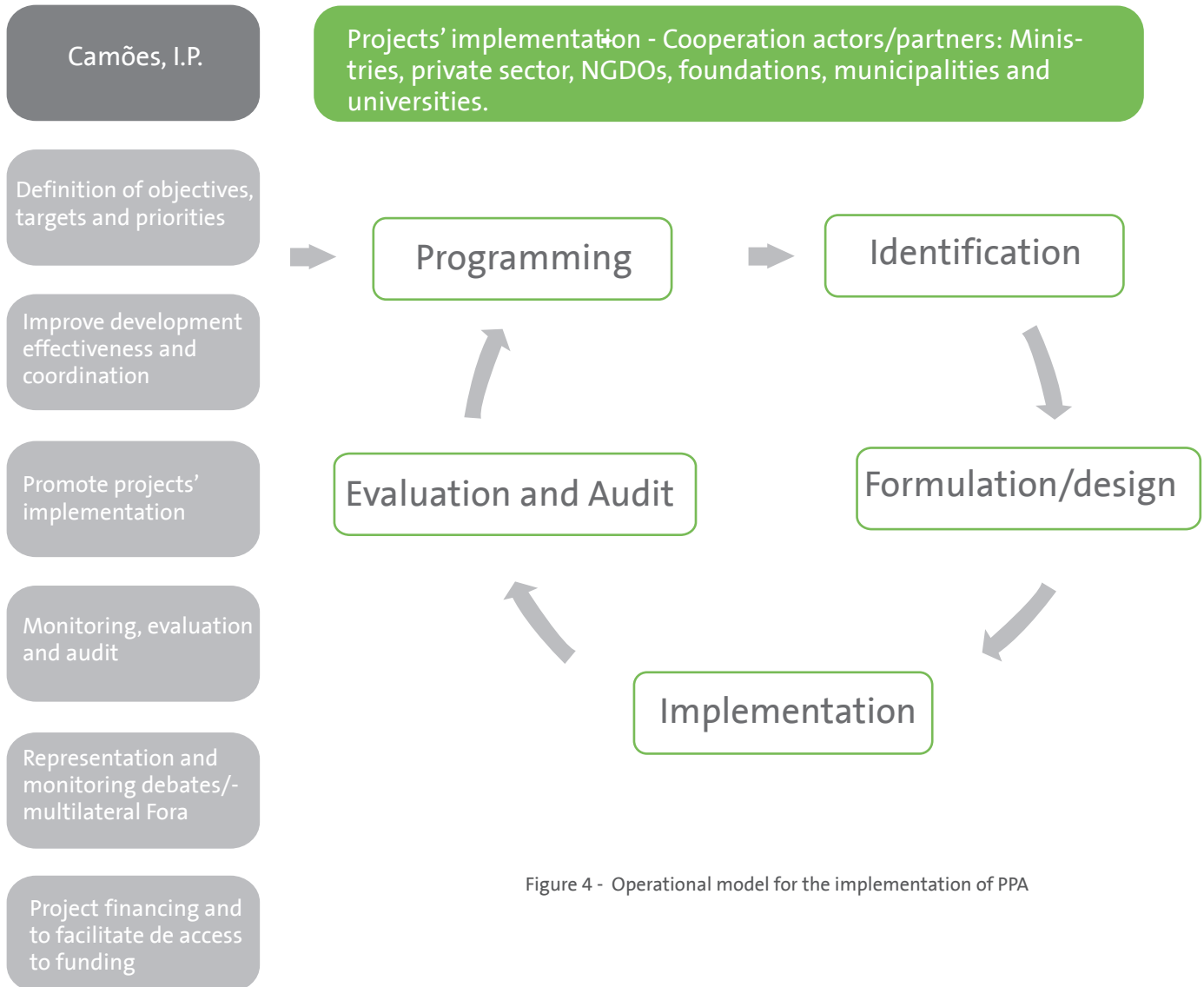


Figure 4 - Operational model for the implementation of PPA

shall reinforce the dialogue and joint work with its partners, including the identification of synergies and complementarities between various actions; this will contribute to the effectiveness and overall coherence of the Portuguese development cooperation.

Camões, I.P. will act as a facilitator, through gathering, analysing, disseminating and providing timely and updated information on strategies, action plans, international financing frameworks and calls for proposals for projects and programmes, to the current and potential actors/partners in development cooperation.

The network of official external representation shall actively engage in several stages of these processes, such as the information collection phase and in the monitoring of applicants or other expressions of interest submitted by development cooperation actors. In partner countries, the Portuguese development cooperation will increase its effectiveness and ability to act, around the following objectives:

I CHAPTER III - ACTORS OF THE PORTUGUESE DEVELOPMENT COOPERATION

- To actively participate in local debates on the international agenda and to identify joint actions with other donors;
- To develop a continuous dialogue with the partner country's authorities and to promote the use of the country's systems;
- To seek and propose innovative programmes and partnerships;
- To identify local co-financing opportunities to which the Portuguese development cooperation partners (NGDOs, municipalities and universities) may apply.

3.1.2. Parliament

Inter-parliamentary cooperation between the Parliament and other Portuguese-speaking Parliaments, specifically on training and capacity building programmes, is of utmost importance. This assistance is mainly focused on juridical-constitutional, administrative, budgetary and financing issues.

This cooperation has contributed to strengthening the role of national parliaments regarding the supervision of the national development processes and the consolidation of the rule of law.

Priority measure

- To promote spaces for dialogue and reflection, in order to increase experience and knowledge-sharing on development cooperation issues and to bring parliamentarians closer to other cooperation actors.

3.1.3. Central Administration

3.1.3.1. Sectorial Ministries

At the direct state administration level, sectorial ministries play an important role in the implementation of PPAs in their respective policy areas.

At the indirect state administration level, one should also point out the role of public institutes and state laboratories in scientific research and technological development activities, particularly those aimed at supporting capacity development in partner countries.

These actors' technical and scientific skills represent an added value that shall be capitalised through partnerships with peer institutions. This includes the providing of technical assistance, training or services in specific areas that are crucial for States' capacities.

Priority measures

- To reinforce dialogue and coordination mechanisms for several actions and instruments, in the framework of the Inter-ministerial Commission for Cooperation (ICC);
- To promote mechanisms/instruments that enable (i) a clear identification of development financing flows and that (ii) ensure the necessary multi-annual availability of development cooperation funds.

3.1.3.2. Universities, polytechnic institutes and research centres

I CHAPTER III - ACTORS OF THE PORTUGUESE DEVEL-

Higher education institutions and research centres are, within indirect state administration, hubs for the creation and transfer of knowledge and expertise. They are, therefore, relevant partners for the much needed scientific and technological capacity building.

We have witnessed, in recent years, an exponential demand for technical support services regarding the coordination and teaching of different disciplines at undergraduate, masters and doctorate levels. It is important, thus, to promote these actions in a structured manner.



© Calouste Gulbenkian Foundation

Priority measures

- To increase information, coordination and joint action mechanisms with the leading institutions (specifically the Council of Rectors of Portuguese Universities and the Coordinating Council of Polytechnic Institutes), within a single sectorial strategic framework;
- To assess the current ongoing activities in order to design and implement a more effective support model for the projects of higher education institutes.

3.1.4. Local Administration

Municipalities and municipal associations have strong expertise in providing municipal services, namely on urban planning, management of public facilities, and water and sanitation. This added value allows these actors to play a significant role on the designing of development plans, training and technology-transfer to their peers in partner countries. The relationship with these actors shall be based on a common approach, aligned with the partner countries' priorities.

Priority measures

- To increase the dialogue and coordination with the National Association of Municipalities and other networks and regional associations of municipalities;
- To promote partnerships between municipalities and other development cooperation actors, such as NGOs and the private sector, for the implementation of development education and development cooperation projects.

3.2. Non-state actors

A wide range of civil society actors pursues various objectives and activities; their coordination and complementarity with state actors within the development cooperation policy is, therefore, of utmost importance. A strong civil society with an effective response capacity is also a fundamental prerequisite for democracy building, as it contributes to awareness raising on issues related to poverty, gender equality and access to education and healthcare. Therefore, we shall pursue a strategy of further including these stakeholders, promoting their participation

and implementing joint actions, thereby contributing towards greater effectiveness, quality and coherence of the development cooperation policy.

3.2.1. Non-Governmental Development Organisations and Foundations

NGDOs and foundations have high levels of organisational flexibility and technical skills in different areas of development. They are also key partners for debating and thinking about public policies on development, as they have in-depth knowledge of local realities and are widely recognised at local and international levels.

As these are key partners for Portuguese development cooperation,

it is important to ensure greater synergies with official cooperation, in order to develop larger programmes with a greater impact on the priority policy areas. This complementarity will promote the mobilisation and leveraging of other non-state resources and innovative financing sources.

The independence of foundations and their ability to take on risks and act at various levels can be decisive for innovative or larger scale projects, either as partners or as financing providers. Last but not least, we shall promote investments to support NGDOs in developing and reinforcing their technical and organisational capacities.



© AMI

Priority measures

- To increase the dialogue, information-sharing and participation of these actors in the framework of the Development Cooperation Forum (DCF), as well as within other national and international coordination mechanisms;
- To continue the financial support through financing lines for NGDOs projects on development education and development cooperation;
- To foster partnerships between NGDOs, municipalities, higher education institutions and the private sector, in order to improve the socio-economic and environmental impacts of our action;
- To encourage the reinforcement of NGDOs technical and operational capacities, particularly in key areas for improving the quality, sustainability and visibility of their actions.

3.2.2. Business associations and companies

The Portuguese development cooperation has contributed to a business-friendly environment conducive to a thriving private sector and economic growth, mainly through institutional capacity-building and support to the legal frameworks in partner countries.

This action has facilitated the engagement of Portuguese businesses in those markets, while meeting the partner countries' needs in terms of innovation, technology sharing and job creation, as well as supporting the local business sectors.

Given the potential synergies between areas of mutual interest, it is important to promote partnerships between the private sector and NGDOs; this will create new business opportunities and also mobilise new financial resources to invest in development programmes (Figure 5).

The significant international role played by regional funds and banks should also be emphasised, as well as the relevance of SOFID at national level. SOFID is a development finance institution that provides financial products and

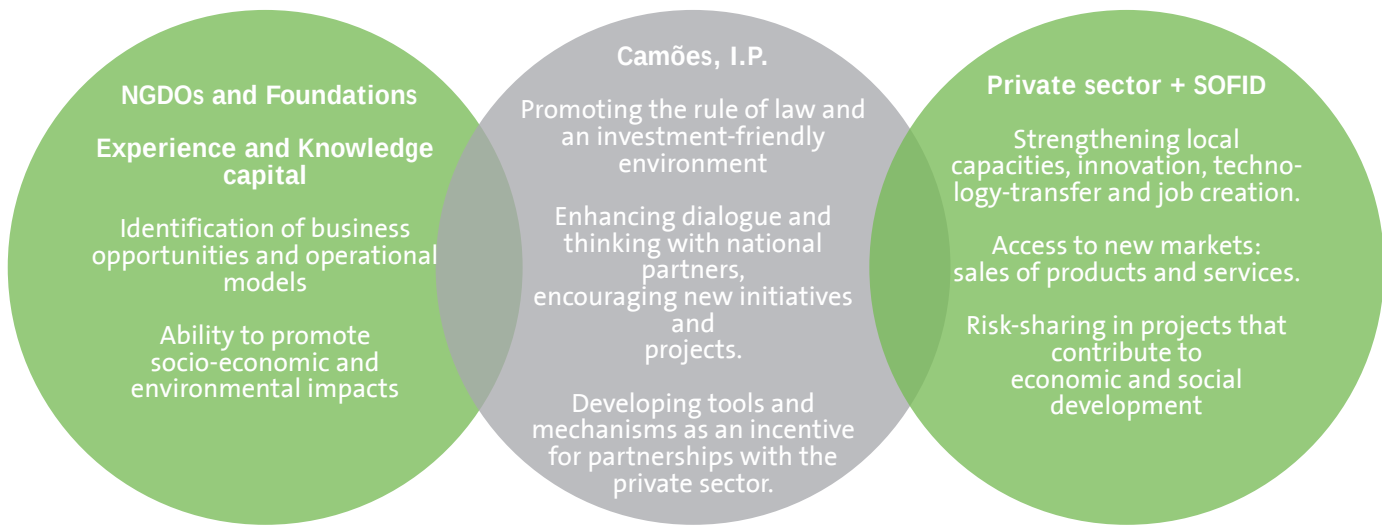


Figure 5 - Partnerships with the private sector

services to companies operating in emerging and developing countries. Its activities are coordinated with Portugal's objectives and strategies on the economy, development cooperation and official development assistance.

The financial mechanisms and instruments made available by this kind of institutions are becoming increasingly important, due to both the amount of resources provided and their role in access to financing sources that are complementary to traditional official development assistance instruments; they should therefore be subject to greater attention.

In this context, the financing facilities provided by other bilateral and multilateral international development partners, including international financial institutions, shall also be monitored more closely.

Priority measures

- To stimulate partnerships between NGDOs, the private sector and development finance institutions, in order to identify joint projects that promote both the diversification of financing sources and the identification of new business opportunities to the benefit of the poorest;
- To promote a framework that favours corporate social responsibility.

3.2.3. Trade unions

~

Trade unions play an active role in protecting workers' fundamental rights, freedoms and guarantees, as well as in the promotion of equal opportunities and social integration. These organisations can play an increasingly prominent role in promoting partnerships with their peers in CPLP member states, and in trade union education and professional training.

CAPÍTULO III - ATORES DA COOPERAÇÃO PORTUGUESA

Priority measures

- To enhance information and coordination mechanisms with trade union associations, in the framework of the Development Cooperation Forum (DCF) and other national and international coordination mechanisms..

3.2.4. Aid volunteering

Aid volunteering activities implemented by Portuguese social and religious organisations have historically played a significant role in Portuguese development cooperation, with a particular focus on social sectors and income generation.

At national level, these organisations have been instrumental in technical training, in providing human resources to the development cooperation sector and in raising awareness about development issues to various sections of the Portuguese society.

Internationally, aid volunteering has promoted participative processes for organisational and community development, through sharing relevant skills and inter-cultural experiences.

Priority measures

- To increase public awareness on aid volunteering and development issues;
- To promote the contribution of aid volunteering by analysing an appropriate legal framework to fulfil its mission;
- To develop the added value of senior volunteering as a source of extensive experience and expertise.

CHAPTER IV

INSTRUMENTS OF

THE PORTUGUESE DEVELOPMENT COOPERATION

4.1. Programming

The elaboration of guiding documents for Portuguese development cooperation with partner countries must be aligned with their development strategies and, whenever possible, synchronised with local budgetary cycles.

Programming exercises shall contribute to the building of rule of law, specifically in fragile and post-conflict situations.

Greater involvement of civil society in the discussion of policies, in the definition of strategies and in the implementation of programmes is also desirable. The main guiding elements for programming are as follows: (Figure 6)

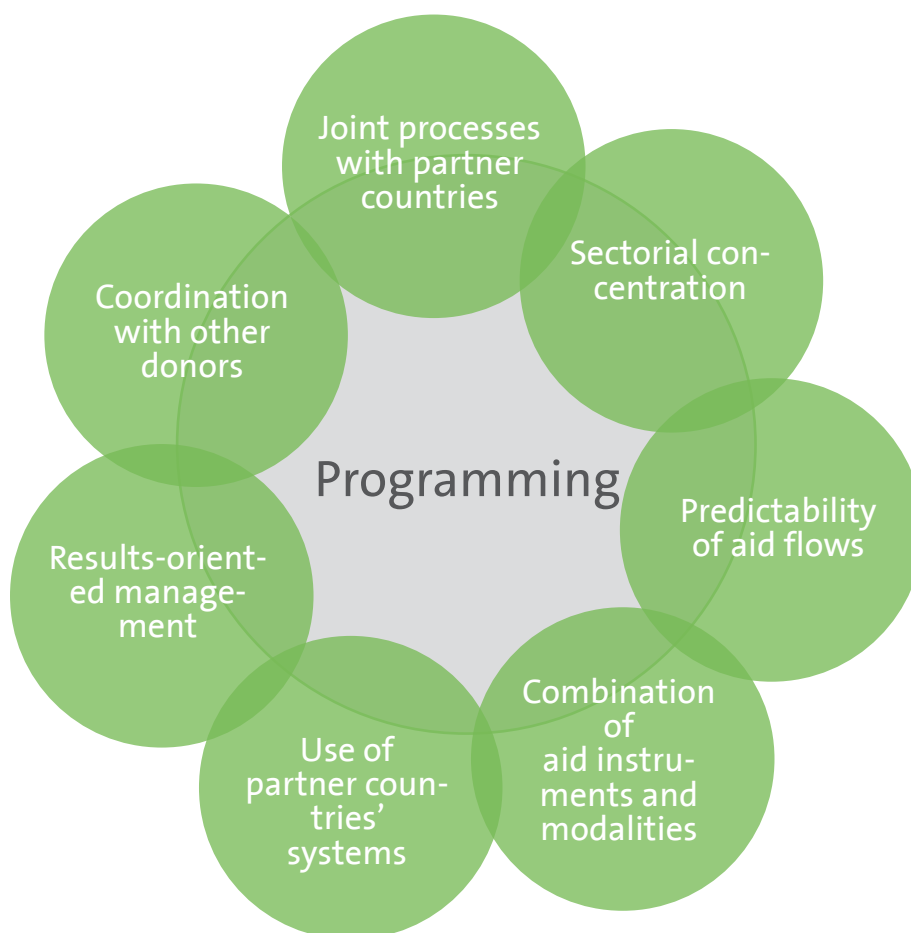


Figure 6 - Programming guidelines

4.2. Main types and modalities of financing

- Concentration on two or three priority sectors in each country;
- Combination of different aid instruments and modalities, in a logic of complementarity and creation of synergies;
- Predictability of development financing flows (multiannual programming);
- Joint processes with partner countries in planning, implementation, monitoring and evaluation;
- Use of partner countries' systems;
- Results-oriented management, with the definition of indicators for impact measurement;
- Coordination with other donors, namely the EU, within joint programming

Portuguese development cooperation shall continue its efforts to increase aid predictability and streamline the allocation of development financing flows, in order to enhance its effectiveness and impact. Our approach is based on promoting synergies and complementarity with different actors, regardless of the funding institution (central administration or other), and the following modalities shall be prioritised:



Figure 7 - Aid Modalities

At national level, these instruments shall be financed through the State Budget, namely by funds from the Ministry for Foreign Affairs-Camões, I.P., sectorial ministries, local administration and private funds. Internationally, financial resources may arise through external co-financing, namely from international organisations, from triangular cooperation and from the partner countries. In this context, particular attention is given to leveraging of funds provided by the EU, in two dimensions:

1. Promoting the use of existing mechanisms and instruments covered by the 2014-2020 multi-year financing framework, by Portuguese actors as Development NGOs, foundations, higher education institutions, the private sector and municipalities;
2. At the level of Camões, I.P., through the implementation of development cooperation projects funded within indirect centralised management (delegated cooperation), while applying the EU Code of Conduct on Complementarity and Division of Labour, specifically regarding donors' concentration in a limited number of sectors in each country.

Triangular cooperation shall be prioritised, as it is a relevant instrument for knowledge-sharing, joint learning and capacity development, based on each partner's comparative advantages, on the complementarity of actions and leveraging of financing resources. Triangular cooperation is, therefore, a significant long-term investment due to its potential multiplying effects. It is complementary to bilateral cooperation efforts and can add value to these cooperation relations.

In this area, synergies will be explored with other countries' development cooperation agencies and with other actors and stakeholders who can contribute to step up our presence in the priority countries.

4.3. Coordination mechanisms

The Portuguese development cooperation has been traditionally a decentralised model based on a wide range of state and non-state actors who "design, implement and provide financial resources for development cooperation". There is, therefore, an urgent need for better coordination and effective coherence between these actors, by following a unified, guided and instrumental approach to Portuguese foreign policy and to the interests of partner countries.

This coordination is particularly important at a time when public resources are considerably more limited, and where there's a growing number of dynamics and actors engaged in development and cooperation actions in partner countries.

The improvement and reinforcement of coordination and reporting mechanisms is, therefore, of utmost importance for the implementation and monitoring of the Strategic Concept. These shall also contribute to synergies between different instruments and resources, regardless of the central administration's financing entity.

Against this background, the Ministry of Foreign Affairs shall focus on greater linkages between state and non-state actors, thereby directly contributing to coherence and concentration. The intention is not to add new mechanisms, but to lend further impetus and raise the level of representation and decision-making of the following:

4.3.1. Inter-ministerial Commission for Cooperation

The ICC is a sectorial organism that operates alongside Camões, I.P. to support the Government on development cooperation policies. The ICC is chaired by the Minister responsible for the development cooperation sector, and composed of government officials from sectorial ministries engaged in development cooperation actions, as well as representative public entities, namely from development cooperation, higher and polytechnic education, external trade, development financing, local authorities and the central bank.

The ICC is responsible for:

- Supporting the government in the definition of development cooperation policies for developing countries;
- Promoting a coordinated planning of official development assistance programmes and projects;
- Coordinating the work done by different ministries regarding development cooperation and official development assistance, with the aim of establishing common guidelines and bolstering policy coordination and coherence for development;
- Encouraging the collection and sharing of information and statistics on the implementation of development cooperation actions, amongst its members.

Regarding its functions in the scope of political coordination, the ICC is also responsible for the annual approval of development cooperation plans of action from sectorial ministries; these shall be submitted to the commission in a timely manner

CHAPTER IV - INSTRUMENTS OF THE PORTUGUESE DEVELOP-

To fully perform ICC's duties, priority is given to:

Priority measures

- To enhance policy coherence for development, through regular functioning of the inter-ministerial group on development cooperation;
- To develop coordination and dissemination mechanisms, within sectorial strategies and priorities;
- To ensure compliance with the fundamental principle of obtaining a binding prior opinion from Camões, I.P., as legally established.

4.3.2. Development Cooperation Forum

The DCF is a space for promoting the coherence and complementarity of Portuguese development cooperation. It enables the reflection and dialogue between the state, local administration and civil society, in order to stimulate the emergence of common projects, partnerships, proposals and opinions regarding development cooperation.

The DCF is responsible for:

- Issuing opinions and recommendations on the development cooperation policy and the activities of private stakeholders on this matter;
- Submitting proposals to promote concerted actions by public and private development cooperation stakeholders;
- Submitting proposals for awareness raising, information and education activities, aimed at promoting inter-linkages with partner countries and attaining public support for development cooperation issues;
- Assembling thematic forums.

In order to fulfil DCF's functions, and taking into account new development challenges and the changing global aid architecture, priority is given to:

Priority measures

- To strengthen coordination between public and private development cooperation's stakeholders, by promoting synergies and complementarities, therefore contributing to the overall effectiveness and coherence of Portuguese development cooperation;
- To assert the advisory nature of this forum in the conception, formulation and monitoring of development cooperation, development education and humanitarian assistance policies.

4.4. Communication, transparency and decentralisation

A) Communication

The communication of Portuguese development cooperation has a modest global reach and impact beyond the

limited circles of actors directly involved in this policy area. It is, therefore, crucial to inform and raise awareness among partners, beneficiaries and the general public regarding the concrete actions and outcomes achieved by Portuguese development cooperation. This shall demonstrate the usefulness and relevance of this policy to external action, at national and international levels. Development education projects can play a key role in promoting increased participation by citizens, as well as developing a common understanding on this subject, particularly at schools, universities and municipalities.

B) Transparency

Access to information on development cooperation is an essential part of transparency. In this context, the comprehensive information system should be reinforced, in order to meet the commitments made in the Busan Declaration on this issue.

Simultaneously, there is a need to improve the rules for allocation of funds, to make them more accessible and harmonised, both regarding the criteria for PPAs approval and the working methods between different institutions. Therefore, the process of standardising PPAs submission forms and monitoring documents shall be further developed and adapted to new realities, regardless of the type of applicant.

C) Decentralisation

The Portuguese development cooperation is committed to better coordination and communication between Camões, I.P. and the diplomatic network. This will ensure a more active and effective participation in development efforts of partner countries. The role of Embassies - particularly the human resources assigned to development cooperation - shall be enhanced, including on the identification of priorities, decision making and projects' monitoring. For that, the means at the disposal of diplomatic missions for development cooperation must be reinforced, as these missions can also play a major role in consultations and facilitation of the actions on the ground, namely regarding the identification and diversification of financing sources.

4.5. Evaluation and risk management

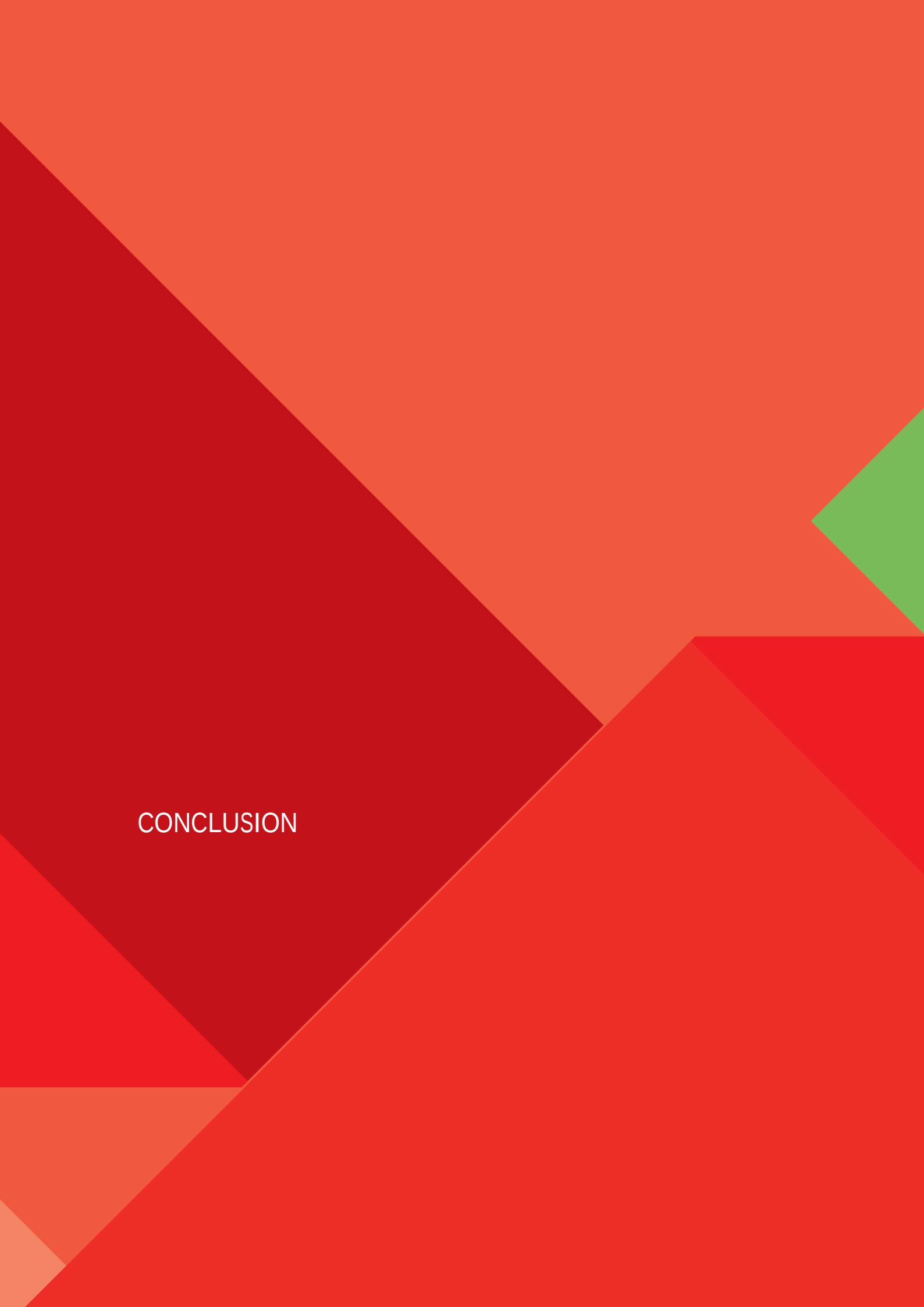
A) Evaluation

Evaluation is an important mechanism for accountability, reporting and learning. Therefore, it shall be at the core of Portuguese development cooperation's concerns and provide effective support for planning and management activities. The following main objectives are related to the strengthening of an "evaluation culture" with the participation of project partners

Evaluation objectives

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

Considering the strategic importance of this instrument, suitable resources will be made available to allow Camões, I.P. to conduct regular evaluations of the Portuguese development cooperation projects in accordance with defined objectives, either directly or by external evaluation. In this context, joint evaluations with other partners should be promoted, namely with international organisations and development agencies in other countries, in order to share experiences and best practices.



CONCLUSION

CONCLUSION

Development challenges are increasingly global and interdependent, including issues such as fuel and food prices' volatility, pandemics, climate change and migration. The political and economic framework has changed significantly in recent years with the emergence of new actors and new dynamics, notably the rising of emerging economies and new donors.

Development cooperation is currently the object of in-depth rethinking, not only regarding its architecture, but on its policies, instruments and resources. In this context, the Portuguese development cooperation has to respond in a timely manner to current requirements and to the developments in the international aid architecture, with a particular focus on the implementation of future global development goals.

Traditional donor-recipient relations have evolved into partnerships with mutual benefits, which must be faced in a straightforward manner. The Portuguese development cooperation must be perceived and developed within this approach based on investment and global responsibility.

It is, therefore, imperative to adopt a differentiated and innovative approach to the relationship with each partner country and with the main multilateral institutions of which Portugal is a member, as well as adopting an approach more coherent and aligned with foreign policy priorities.

New policy areas shall be included - notably the environment, green growth and energy, the private sector and rural development and the sea -, which attend to the identified priorities of our partner countries and also correspond to the wide capacity and expertise of our institutions.

Portugal maintains its geographical focus on Portuguese-speaking countries and its sectorial concentration. The focus is on larger programmes with a structuring nature, accordingly to the strategic priorities defined with each partner country.

The Portuguese development cooperation shall also be able of harnessing the increased interest and attention that the PALOP and Timor-Leste attract among new countries and actors, which traditionally channelled their investment into other geographical areas. It must capitalise on this interest, both for the partner countries and for Portugal.

Regarding the actors, the Portuguese development cooperation policy shall implement an integrated approach, coordinated and supervised by the Ministry of Foreign Affairs. This new vision requires consensus-building, aligning incentives and mobilising resources within an holistic approach, towards a more focused and effective cooperation.

Synergies must be explored with aid agencies from other countries, as well as with other actors and stakeholders who can contribute to increase the effectiveness of our action in priority countries. The diversification of partnerships is particularly relevant within this framework, including triangular cooperation and new financing sources aimed at sharing skills and leveraging resources.

Therefore, it is imperative to develop inclusive and comprehensive partnerships that take advantage of the added value of state and non-state actors, from both the public and non-profit sectors.

Through this exercise, Camões, I.P. shall gradually and progressively delegate its responsibilities regarding the direct implementation of Programmes, Projects and Actions (PPA) to various actors and partners of the Portuguese development cooperation, accordingly with their technical and/or financial comparative advantages.

Regarding national coordination and coherence, it is crucial to lend further impetus and raise the level of representation and decision-making of existing coordination mechanisms, specifically the ICC and DCF. The available instruments, and particularly programming, shall be able to ensure the predictability of development financing flows, regardless of the funding institution (central administration or other).

The evaluation and accountability for the outcomes, as well as the incorporation of lessons learned into future activities shall be central concerns, as they are important management and planning tools.

CONCLUSION



© OIKOS

Despite our development cooperation's dimension and resources, it is assumed that an excessively centralised model could potentially hinder our ability to act in partner countries in the medium and long term. Development cooperation will be more successful if the role of Embassies is enhanced - particularly the human resources assigned to development cooperation - including on the identification of priorities, decision making and projects' monitoring. The Portuguese development cooperation must be designed and implemented as an instrumental investment for national interests, as well as a structured response to partner countries' priorities. Fewer resources must not lead to less ambition or to lower quality. The success of the Strategic Concept is based on its ability to promote and meet three essential purposes:

- To foster Camões, I.P. as a reference in directing the development cooperation policy;
- To hold up the partners of Portuguese development cooperation, seeking to adopt a unified strategic approach in the priority countries and sectors;
- To raise awareness and inform civil society and decision-makers about the relevance of development cooperation, by demonstrating the benefits and added value of this investment.

Taking into consideration the developments and dynamics at national and international levels, the Strategic Concept shall be perceived as an open and flexible document that allows for renewed thinking, adaptation and alignment of our cooperation policy to the MDGs review and to financing for development, as these two agendas will provide fundamental guidance for our future actions.

In this context, Camões, I.P. is responsible for submitting an annual report taking stock of the implementation of this Strategic Concept. An extended mid-term evaluation is also planned to be held after 2015. Both documents must be prepared in a participatory manner and based on existing coordination mechanisms; their main results and guidelines will be made available on the Camões, I.P. website.

INDEX OF FIGURES

Figure 1 - Summary of Objectives, Principles and Priorities of Portuguese Development Cooperation

Figure 2 - Priority lines and areas of intervention

Figure 3 - Operational priorities of Camões, I.P.

Figure 4 - Operational model for the implementation of PPA

Figure 5 - Partnerships with the private sector

Figure 6 - Programming guidelines

Figure 7 - Aid Modalities

LIST OF ACRONYMS

ACP - African, Caribbean and Pacific Group of States
ODA - Official Development Assistance
NAPM - National Association of Portuguese Municipalities
DAC - Development Assistance Committee
ECOWAS - Economic Community of West African States
ICC - Inter-ministerial Commission for Cooperation
CICL - Camões - Institute for Cooperation and Language
CNECP - Commission for Foreign Affairs and Portuguese Communities
DE - Development Education
NSDE - National Strategy for Development Education
DCF - Development Cooperation Forum
INEM - National Medical Emergency Institute
OECD - Organisation for Economic Cooperation and Development
MDG - Millennium Development Goals
NGDO - Non-Governmental Development Organisations
UN - United Nations
CSO - Civil Society Organisations
BAP - Brasilia Action Plan
LAP - Lisbon Action Plan
PALOP - Portuguese Speaking African Countries
GDP - Gross Domestic Product
LDC - Least Developed Countries
SME - Small and Medium-Sized Enterprises
PPA - Programmes, Projects and Actions
PREMAC - Plan for the Reduction and Improvement of Public Administration
GNI - Gross National Income
SADC - Southern Africa Development Community
SOFID - Development Finance Institution
EU - European Union



GOVERNO DE
PORTUGAL

B) Risk management

The Portuguese development cooperation shall adopt a proactive approach on this subject, including the development of management tools to identify potential risks and their probability, to assess their impact and implement mitigation measures.

Risks must be assessed during the different phases by examining potential internal and external factors conditioning the effectiveness and efficiency of each PPA. Strengthening the concept of risk management will contribute to improving the process of strategic planning and decision making.