

Specific Terms of Reference

Evaluation of the EU/PALOP-TL cooperation action

FWC COM 2011 - LOT 1

1. BACKGROUND

The five members of the Group of African countries using Portuguese as Official Language (PALOP)¹: Angola, Cape Verde, Guinea-Bissau, Mozambique and São Tomé e Príncipe-, known as PALOP, have a long tradition of contact and exchanges between themselves even before their integration in the ACP Group in 1985. The meetings of their Heads of States, constantly stressed the importance of two-fold integration: integration into the regions of their geographical proximity (Cape Verde and Guinea-Bissau aligned with the French-speaking area and Mozambique with the Commonwealth) and through the PALOP Programme.

The first **EU-PALOP cooperation** programme was **initiated in 1992**.

East Timor (Timor Leste-TL) had maintained strong historical and political ties with the PALOP Group. In **2007 Timor Leste joined** both the ACP Group and the PALOP Group (the latter thereafter renamed **PALOP-TL**).

In parallel with individual membership in sub-continental African political and economic organisations, (East Timor in the Pacific organisations), all PALOP-TL states are,- together with Portugal and Brazil-, full-status members of the Community of Portuguese Speaking Countries (CPLP)², an international organisation representing and advocating common interests.

The PALOP-TL Group does not have a legal personality and there is no permanent management structure or executive secretariat. The National Authorising Officer (NAO) of Mozambique is in charge of the coordination of the Cooperation.

The PALOP-TL and the EU hold technical coordination meetings, and once a year a ministerial meeting, at national authorising officers (NAO) level. The last one took place in November 2011 in Maputo and the next one is scheduled for October 2012 in Dili, Timor Leste.

PALOP-TL cooperation is financed through a common fund extracted from the national indicative programmes (NIP) of the PALOP Member States: each country contributes with an equal percentage (4%) of their respective NIP to the fund: Angola 7 m €; Cape Verde 1,1 m €; Guinea Bissau 3 m €; Mozambique 19 m €; São Tomé and Príncipe 0,5m €; East Timor 2,5 m €.

From the point of view of coordination and management (technical, administrative and financial aspects), all projects have a similar structure: national authorizing officer (NAO) as '*chef de file*', a coordination committee, a project management unit and 'focal points' in partner ministries or other national institutions. In most cases and due to the large number of institutional partners, management and coordination structures multiply. Moreover, some projects are carried out in partnership with international organizations (WHO, UNDP), or with delegated implementers (e.g. IPAD).

¹ PALOP is the acronym of Países Africanos de Língua Oficial Portuguesa

² CPLP is the acronym for Comunidade de Paises de Língua Portuguesa

2. DESCRIPTION OF THE ASSIGNMENT

2.1. Global objective

After 20 years of the EU/PALOP-TL cooperation, it is now an appropriate time to systematically evaluate the conceptual, political and operational value of the cooperation and its projects and to identify achievements, shortcomings and lessons learned.

2.2. Specific objective(s)

The evaluation objectives are:

- a) To provide an overall independent and informed qualitative assessment of the obtained results through twenty years of EU/PALOP-TL cooperation.
 - Assess the overall concept of the cooperation
 - Assess the added value of the cooperation, including in political terms
 - Assess the relevance of the cooperation, including in political terms
 - Identification and evaluation of difficulties and problems of the cooperation.
 - Assess management and coordination of the cooperation, including information flow
 - Assess the programming, formulation and implementation phases of the cooperation (Efficiency, Effectiveness, Outcomes and Sustainability)
 - Assess financing mechanism management modalities
- b) To assess briefly the cooperation's individual programmes in particular under the 9th and 10th EDF in terms of Relevance, Efficiency, Effectiveness, Outcomes, Sustainability
- c) To make recommendations which are operational and implementable and can guide the end-of-term review of the 10th EDF.
- d) The lessons learnt should provide the essential elements for the programming of the 11th EDF. Recommendations should be included.
- e) To assess and provide recommendations of the strategic vision of the programme. Besides the consultant *should give guidance on how to translate the strategic vision into reality*. Special attention is to be given to the political character of the EU/PALOP-TL cooperation.
- f) To assess the pros and cons of including new partners such as the CPLP and Brazil, and of implementing triangular cooperation schemes.

2.3. Requested services, including suggested methodology

- Issues to be studied

The evaluation will be based on the general criteria endorsed by the OECD-DAC³. The consultants shall verify, analyse and assess in detail the above outlined issues by applying the following five evaluation criteria. The list of issues is not intended to be exhaustive.

- **Relevance:** To which extent are the objectives of the cooperation consistent with partners' global needs?
- **Efficiency:** How well did the various activities transform the available resources into the intended outputs in terms of quantity, quality and timeliness?
- **Effectiveness:** How far have the programme's intended results been achieved?

³ The *DAC Principles for the Evaluation of Development Assistance*, OECD (1991), Glossary of Terms Used in Evaluation, in 'Methods and Procedures in Aid Evaluation', OECD (1986), and the *Glossary of Evaluation and Results Based Management (RBM) Terms*, OECD (2000).

- **Outcomes:** To what extent has the programme contributed or is likely to contribute to the achievement of the intended longer term impacts?
- **Sustainability:** Are the outcome of projects and the flow of benefits likely to continue after external funding ends?

The consultant is required to use their professional judgement and experience to review all relevant factors and to bring these to the attention of the PALOP-TL-EU stakeholders.

- Methodology

The overall methodological guidance to be used is available on the web page of the EuropeAid Joint Evaluation Unit under the following address:

http://ec.europa.eu/europeaid/how/evaluation/index_en.htm

Within 14 days after the reception of the ToR, the Consultants will present **an offer** which should contain:

- their understanding of the ToR and their specific approach for this evaluation (max. 10 pages)
- CV of the consultant
- Statement of exclusivity and availability
- the breakdown of prices
- a work plan

Once the consultant is contractually engaged, the evaluation process will proceed in three phases: inception phase, desk phase and final report. The evaluation will be realised through desk study and interviews with stakeholders via phone and videoconference.

For all reports, the consultant may either accept or reject the comments made by DEVCO and EEAS.A.2 or the PALOP-TL Programme Coordination (Mozambican NAO). However, in case of rejection the consultant has to justify in writing the reasons for rejection.

The evaluation is managed by a task manager (geo-coordinator from the European Commission DG DEVCO-EuropeAid), supported by a group composed of relevant EEAS services, the NAO Coordinator and of the EU Delegation in Mozambique, which will ensure that all relevant information will be provided. The EU evaluation group will discuss and comment on notes and reports delivered by the evaluation team and assist in the feedback of the findings, conclusions, lessons and recommendations from the evaluation.

- Evaluation process

The evaluation process will proceed in three phases:

- i) Inception phase, resulting in the production of an inception report,
- ii) Desk phase, resulting in the production of a draft final report
- iii) Finalisation phase, resulting in the production of the final report

- i. Inception phase***

The inception phase involves the revision of

- the programming and implementation documents
- the conclusions and recommendations of the technical meetings
- minutes of the technical meetings and meetings of NAOs

- and all relevant documents which will be provided by the DEVCO task manager (DEVCO), EU Delegations in the PALOP-TL countries and NAOs.

On the basis of the information collected the evaluating consultant should:

- propose a methodology to assess the EU/PALOP-TL cooperation itself and the contribution of the PALOP-TL projects implemented to the objectives spelled out in PALOP Indicative Programmes (RIP I, RIP II, 10th EDF) and in the individual project's financing agreements
- propose the work plan for the finalisation of the desk phase, with an indicative list of people to be interviewed during the desk phase and date of the interviews
- confirm the final time schedule.

The consultant will present the Inception Report with a summary of its proposals, which shall be formally approved by the EU evaluation group made up of DEVCO task manager in consultation with EEAS services, the EU Delegation in Mozambique and the Mozambican NAO Coordinator.

ii. Desk Phase

Upon approval of the inception report the consultant will proceed to **desk study phase** that will analyse EU-PALOP-TL cooperation in terms of implementation, results and lessons drawn. The evaluation will mention the common, convergent and most pertinent themes and activities and highlight best practices, in particular the areas that were found most useful by PALOP-TL partners and created more synergies for all the PALOP-TL countries.

The desk phase includes:

- A systematic review of relevant available documents;
- Interviews with the programme's management authorities, EU services and other PALOP-TL stakeholders who can be reached via teleconference, telephone and email;
- An approach to the overall assessment of the PALOP-TL projects/ indicative programmes;
- A summary of the gathered information;
- The evaluators will ensure adequate contact and consultation with, and involvement of, the different stakeholders. The consultants will use the most reliable and appropriate sources of information and will harmonise data from different sources to ensure a holistic interpretation.

The work plan has to be applied with enough flexibility to accommodate unforeseen difficulties. The evaluating consultant will immediately inform DEVCO's task manager, should she/he feel that a significant deviation from the agreed work plan could affect the quality of the evaluation.

At the end of the desk study phase, the evaluation team will summarise its findings in a draft final report in accordance with the structure described below. The consultant will strive to present an objective and balanced assessment, with accurate and verifiable affirmations and realistic recommendations.

iii. Finalisation phase

The consultant will prepare the final report including the appropriate amendments based on the comments from the EU evaluation group, keeping in mind that an evaluation is not merely a description but above all a judgement. The final report has to be approved by the EU Evaluation group before being printed.

2.4. Required outputs

Following the signature of the contract, the main key outputs are:

- i) the inception report
- ii) the draft final report
- iii) the final report

i. Inception report

The inception report should contain the following elements:

- A short description of the cooperation context between the EU and the PALOP-TL countries;
- the intervention logic (both faithful and actual) of EU's cooperation;
- the validated evaluation criteria and a limited number of quantitative and/or qualitative indicators related to each judgment criterion;
- a first outline of the strategy and the methods used to analyse the collected data and information indicating any limitations;
- a concise description of the development co-operation rationale of the EU with PALOP-TL countries related to the evaluation criteria;
- a work plan for the finalisation of the desk phase.

ii. Draft final report and final report

The overall structure of the final report should be as follows:

- Executive Summary (1)
- Introduction (including the evaluation context)
- Methodology used
- Findings
- Conclusions (2)
- Recommendations (3)
- Annexes

(1) Executive Summary

The executive summary of the evaluation report should be maximum 3 pages. The template and structure for the executive summary is as follows:

- a) 1 paragraph explaining the challenges and the objectives of the evaluation;
- b) 1 paragraph explaining the context in which the evaluation takes place;
- c) 1 paragraph referring to the methodology followed;
- d) The conclusion(s) have to be clearly explained;
- e) The 3 to 5 main conclusions should be listed and classified;
- f) The 3 to 5 main recommendations should be listed according to their priority.

(2) Conclusions

- The conclusions have to be assembled by homogeneous "clusters" (groups). It is not required to set out the conclusions according to the 5 DAC criteria;
- The chapter on "Conclusions" has to contain a paragraph or a sub-chapter with the 3 to 4 principal conclusions presented in order of importance;

- The chapter on "Conclusions" must also make it possible to identify subjects, for which there are good practices and the subjects, for which it is necessary to think about modifications or re-orientations.

(3) Recommendations

- Recommendations have to be linked to the conclusions without being a direct copy of them;
- Recommendations have to be treated on a hierarchical basis and prioritised within the various clusters (groups) of presentation selected;
- Recommendations have to be realistic, operational and feasible. As far as it is practicable, the possible conditions of implementation have to be specified;
- The chapter on "Recommendations" has to contain a sub-chapter or a specific paragraph corresponding to the paragraph with the 3 to 4 principal conclusions. Therefore, for each conclusion, options for action and the conditions linked to each action as well as the likely consequences should be set out.

3. EXPERTS PROFILE OR EXPERTISE

3.1. Number of requested experts per category and number of man-days per expert

One (1) expert category Senior shall be contracted for a total of **45 days**.

3.2. Profile or expertise required

The expert will provide a standard CV indicating years of experience, area of expertise, knowledge of the language of the assignment (English, Portuguese) and geographic location. The relevance of the expert's qualifications and experience for this assignment must be clearly demonstrated in the CV.

- Understanding of EU-ACP relations
- Fluency in Portuguese and English
- At least 10 years of professional experience in international development
- At least 5 years of professional experience in development countries
- Previous experience of carrying out evaluations
- Knowledge of evaluation methods and techniques

The Consultant must be strictly neutral. Conflicts of interest must be avoided.

3.3. Working language(s)

The assignment (including all tasks and outputs, except the inception report) is to be conducted in English and Portuguese.

4. LOCATION AND DURATION

4.1. Starting period

The assignment shall start in the **first half of September 2012** at a date agreed by all concerned.

4.2. Foreseen finishing period

The assignment will end when the contracting authority formally accepts or rejects the final report taking into account the comments on the draft final report. Therefore, the final report should be validated by EU by the **first half of December 2012**.

4.3. Planning

After the signature of the contract, the schedule of activities will be set according to the following indicative work plan:

Activity	Total Working Days
Inception Phase	13
Desk Phase	20
Finalisation Phase	12
Total	45

Indicative timetable in detail:

Working Day	Activity
13	Inception phase: Collect all relevant documents in Brussels
	Inception phase: Send inception report to DEVCO
<i>5 working days for comments by EU</i>	
3	Discussion of inception report in Brussels
17	Desk phase, including potential stay in Brussels of up to three days to do interviews
<i>5 working days for translation and sending final draft report to DEVCO</i>	
<i>10 working days for comments by EU</i>	
3	Discussion of final draft report in Brussels
9	Finalisation phase: Preparation final report
	Finalisation phase: Send final report to EU
<i>10 working days for comments by EU</i>	

4.4. Location(s) of assignment

The consultant should travel to Brussels to meet with representatives of DEVCO, EEAS and EU Delegation:

- At the beginning of the assignment to receive all relevant documentation
- After the finalization of the inception report to discuss the report and comments
- During the desk phase to do interviews with EU/PALOP-TL actors
- After the finalization of the draft final report to discuss the report and comments

The duration of each stay is planned to be of 3 days. However, the number of days and travels to Brussels might be modified as required. Per diems will be paid for the expert's stay in Brussels. Besides this there is no definition of the location of assignment.

5. REPORTING

5.1. Content

The consultant will submit the following reports:

- i. **Inception report** with a main text of maximum 20 pages, excluding annexes.
- ii. **Draft final report** of maximum 30 pages, excluding the annexes. Additional information regarding the context, the programme and the comprehensive aspects of the methodology and of the analysis will be put in the annexes.
- iii. **Final report** has to fulfil all the above mentioned criteria.

The consultant should respect the following instructions regarding the editing of reports:

- The final report must:
 - be consistent, concise and clear;
 - be well balanced between argumentation, tables and graphs;
 - be free of linguistic errors;
 - include a table of contents indicating the page number of all the chapters listed therein, a list of annexes (whose page numbering shall continue from that in the report) and a complete list in alphabetical order of any abbreviations in the text;
 - contain one (or several) summaries presenting the main ideas. For example, the main conclusions could be summarised and presented in a box.
- All reports will include an executive summary of maximum 3 pages.
- The presentation shall be well spaced (the use of graphs, tables and small paragraphs is strongly recommended). The graphs must be clear (shades of grey produce better contrasts on a black and white printout);
- The content must have a good balance between main report and annexes;
- Reports shall be glued or stapled; plastic spirals are not acceptable due to storage problems.

Please, note that the consultant is responsible for the quality of translations and their conformity with the original.

The quality of the final report will be assessed by the responsible person in DG DEVCO using a quality assessment grid. More details on the grid are available at the following link:

http://ec.europa.eu/europeaid/evaluation/methodology/guidelines/gca_en.htm

For further details on reporting arrangements, please consult this link:

<http://ec.europa.eu/europeaid/evaluation/methodology/guidelines>

The report is to be disseminated under the full responsibility of the Commission. The report and its annexes may be published on the Commission's and the PALOP-TL websites.

5.2. Language

The inception report will be presented in Portuguese only. The draft final report and the final report need to be presented in Portuguese and English.

5.3. Submission/comments timing

Output	Deadline for the comments received from the EU evaluation group
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Inception report	5 working days after reception
Draft final report	10 working days after reception
Final report	10 working days after reception

5.4. Number of report(s) copies

All reports will be delivered to DG DEVCO **electronically and in three (3) hard copies**.

6. ADMINISTRATIVE INFORMATION

The payment modalities shall be the standard ones of the Framework contract.

No international travel or per diems will be eligible for reimbursement. Translation should be foreseen and invoiced under the reimbursable items.

ANNEX 1: THE PALOP-TL GROUP - IMPLEMENTATION OVERVIEW

Since 1992 a total of 23 projects have been financed for an amount of about € 68 m (including €3,5 million from all- ACP funds and € 2,6 million co-funding by the Portuguese Cooperation Institute (IPAD)).

As shown in tables 1 and 2 below, cooperation to date has concentrated on various sectors of which health, public administration, the judiciary and statistics appear prominent in terms of disbursement and continuity. Within the 10th EDF, priority is given to political and economic governance, and to support effectiveness in public services.

Cooperation sectors PALOP-TL - EU

	Sector	RIP I 7 th EDF	RIP II 8 th EDF	RIP II 9 th EDF	Governance Initiative 10 th EDF	Total value in € million
1	Public Administration	x	x			9,1
2	Foreign Trade	x				2,6
3	Education	x				4,45
4	Statistics	x	x	x		7,8
5	Professional Training			x		4,7
6	Bibliographic Fund	x				2,5
7	Cultural activities			x		3
8	Health	x		x		16,08
9	Judiciary		x	x		8
10	Elections				x	6,1
11	Rule of Law				x	7
12	Economic Governance				x	6,5
13	Training Institute for Economic and Financial Management				x	3
14	Quality in Public Services				x	6,5
15	Support to PALOP Coordination	(*)			x	11,01
Total - approved EDF + ACP (€3,5m)						98,34
Total Co-funding Portuguese Cooperation						5,375
GRAND TOTAL						103,715

(*) includes funding for research

The management of each individual programme is led by a PALOP country as follows:

Responsible NAO	Project Title	Amount €	EDF
Sao Tome e Principe	Statistical systems II	2.000.000	9
Angola	Health Human Resources	10.000.000	9
Cabo Verde	Vocational Training	4.700.000	9
Guinée Bissau	Cultural Initiatives	3.000.000	9
Cabo Verde	Public Services	6.500.000	10
Guinée Bissau	Electoral Cycles	6.100.000	10
Angola	Rule of Law	7.000.000	10
Cabo Verde	Economic Governance	6.500.000	10
Angola	Macroeconomic Institute	3.000.000	10
Mozambique	Technical Cooperation Facility II	2.500.000	9

Mozambique	Technical Cooperation Facility III	1.000.000	10
Mozambique	Coordination	3.000.000	10

Before 2007, EC-PALOP cooperation was implemented according to a Regional Indicative Programme (RIP). The first PALOP RIP, with an allocation of 25m € (7th EDF) was signed in 1992. The second RIP, with 30 m € (8th EDF), was signed in 1997.

Due to slow implementation, no new programme resources were made available under the 9th EDF (for accounting purposes the 9th EDF was replenished through the transfer of unused 7th and 8th EDF funds, thus no new funding was provided).⁴

At present, EC-PALOP-TL cooperation is ruled by a Memorandum of Understanding (MoU), signed on 7 November 2007 and its “Documento Orientador da Cooperação” (CSP) signed in Luanda in May 2008. MoU and CSP established a 'Governance Initiative' to implement six projects with an allocation of € 33,1 million from the 10th EDF (2007-2013).

Since 2009, and in the various technical and ministerial meetings, the EU has strived to promote:

- the quality and **political character of EU-PALOP-TL Ministerial** meetings, by leaving implementation issues to the technical meetings;
- the introduction of a simple **communication and information system** (a user-friendly **website**, accessible and updated PALOP-TL database, and electronic communication system) that puts an end to the current communication deficit and information asymmetry among partners;
- the **integration of PALOP-TL projects within the NAOs and Delegations portfolios**, through the selective elimination of certain project management units (PMU), focal points and other actors with unclear or redundant roles or performances.

Moreover, among the general principles informing the cooperation programme, as spelled in the 2007 MoU, the need to focus intervention and resources on areas of common interest that may yield added value (“common solutions to common problems”) has become more prominent.

Efforts have been thus geared to creating new synergies among the different countries, and new partnerships with international organizations and other non-ACP Portuguese-speaking countries, such as Brazil and the CPLP.

At the 2011 Ministerial meeting in Maputo a frank dialogue among partners facilitated a realistic diagnose of the difficulties found in implementing the 9th and 10th EDF project pipeline.

Partners acknowledged the persistent delays in launching and implementing projects and the weak quality of the technical assistance and project management. The complex and inefficient coordination at its various levels is an issue that remains to be tackled. Table 3 below describes the various coordination arrangements of the PALOP-TL cooperation.

⁴ This measure was applied to all ACP countries and implemented to facilitate accounting of EDF funds. In the case of the PALOP, the 7th and 8th unused funds were transferred to the 9th EDF.

Phases in the coordination of PALOP-TL-EU Cooperation

Cycle	Location	Procedure
RIP PALOP I 7th EDF	Brussels and Angola	<ul style="list-style-type: none"> ▪ Coordination unit based at EC central services, with one technical assistant providing support to countries via circular missions (project cost: € 1million) ▪ The National Authorising Officer (NAO) of Angola collaborates at coordination, but with no specific budget for material or human resources
RIP PALOP II 8th EDF	Cape Verde	<ul style="list-style-type: none"> ▪ The Luanda meeting in 1999 decides that coordination must rotate among countries, in alphabetical order ▪ Coordination is assigned to Cape Verde, which benefits from two “instrument” projects: a technical secretariat, with political functions (1,2ME for 1999-2003), and technical assistance (€ 1,4 million for 2000-2005) ▪ An annual meeting is established between NAOs and EU, to promote and facilitate coordination; three inter-country meetings take place (Luanda 1999, Praia 2001 and Bissau 2002) ▪ Each NAO is responsible for one project (NAO <i>Chef de File</i>), signs a Financing Agreement, representing all PALOP countries, and provides the main location of the project. ▪ Besides a project management unit (PMU) and technical assistance, projects rely on focal points designated by the relevant Ministry with material and financial resources ▪ The evaluation carried out in 2003 points out the problems and contradictions between the two “instrument” projects, and recommends a single mechanism of coordination for the PALOP Cooperation Programme ▪ For both RIP PALOP I and II, coordination projects represent 12% of total investment
RIP PALOP II 9th EDF Governance Initiative: 10th EDF	Mozambique	<ul style="list-style-type: none"> ▪ Since January 2006, the Mozambique NAO is acting as coordinator of the PALOP-TL-EU Programme, and since January 2007 it is assisted by the EU Delegation in Mozambique, but without resources allocated to it since 2010. ▪ The Memorandum of Understanding of Lisbon (November 2007) between the EU and the six countries establishes the designation of a Coordinating NAO and the need to designate permanent contacts for each project ▪ Since March 2008, the Coordinating NAO benefits from technical assistance funded by the Technical Cooperation Facility (TCF). ▪ Since March 2010 the Delegation has no specific task manager for PALOP-TL, the coordination task being provisionally assigned as an extra task to the HoS - "Social Sectors".

The 2011 Ministerial meeting in Maputo decided to conduct an evaluation to find corrective measures to increase efficiency. There was also a consensus that, in the future (11th EDF), dispersion of funds in a multitude of projects should be avoided and assistance concentrated on key projects of proven regional PALOP-TL value added.

ANNEX 2: OVERVIEW OF PALOP&TL-EC COOPERATION, 1992-2012

<p>RIP PALOP I 7th EDF</p>	<p><u>March 1992</u>, São Tomé: a Summit of Heads of State of PALOP countries defined the policies for the first Regional Programme, pursuant of article 156 of the Fourth Lomé Convention</p> <p><u>June 1992</u>: RIP PALOP I is signed, with a budget of € 25 million, within the framework of the 7th EDF, (later partly transferred to the 9th EDF).</p> <p>The first RIP aimed at supporting the process of modernization and development; through seven projects, plus one for technical support. Despite significant delays between approval and start of activities the programme had an implementation rate of 75% of committed funds and its final evaluation was positive.</p>
<p>RIP PALOP II 8th EDF</p>	<p><u>March 1997</u>, Maputo: the second Regional Programme (RIP II) is signed, pursuant of articles 160 and 161 of the Fourth Lomé Convention, with a budget of € 30 million, as part of the 8th EDF (later partly transferred to the 9th EDF).</p> <p>It aims at supporting the economic and social development, and strengthening regional integration; five sector projects and two projects “instruments ” are identified (please see Table 2). Implementation rate of 51,6%, with significant delays between RIP approval and the identification of projects.</p>
<p>RIP PALOP II 9th EDF</p>	<p><u>Mid- 2005</u>: political and technical dialogue resumed to renew a common approach and accelerate the mobilization of existing resources, stressing the need for PALOP coordination. Five projects identified, with a budget of € 25, 67 million, and an implementation rate estimated at 27,3%.</p>
<p>Governance Initiative PALOP & TL 10th EDF</p>	<p><u>December 2006</u>, Lisbon: at the ministerial meeting with NAOs the EC pledged to continue support to PALOP countries within the 10th EDF, with the addition of Timor Leste. The cooperation programme would focus on democratic governance.</p> <p><u>May 2007</u>, São Tomé: the fifth ministerial meeting recommended a study to identify possible interventions in the area of Good Governance. This study was presented and discussed in subsequent meetings.</p> <p><u>November 2007</u>, Lisbon: in a special ministerial meeting leads to the signing of a Memorandum of Understanding (MoU) between the EC and the six countries. The MoU defines the management guidelines for the cooperation.</p> <p><u>April 2008</u>, Brussels: a technical meeting approves an outline of projects for the 10th EDF that focus on democratic governance as basic constituent of development and poverty reduction.</p> <p><u>May 2008</u>, Luanda: the sixth PALOP-TL-EU ministerial meeting approves the guidelines for cooperation in the framework of the 10th EDF, with an indicative budget of € 33,1 million. Five projects are pre-identified. With the Luanda Declaration, the partners pledge to implement the cooperation programme according to the approved guidelines.</p> <p><u>January 2009</u>, Brussels: the technical meeting highlights the need for coordination involving NAOs, Delegations and EC Central Services and decides to provide technical assistance in support of the Coordinating NAO, and to formulate two ‘instrument’ projects for technical assistance (TCF III and Support to Coordination).</p> <p><u>June 2009</u>, Praia: the seventh ministerial meeting re-affirms the importance of refining the monitoring instruments for the 9th EDF, both in progress and starting up. For new 10th EDF projects of the Governance Initiative, cooperation delegated to IPAD is envisaged. The EU proposes a debate on future triangular-lateral cooperation with Brazil.</p> <p><u>2010, Lisbon</u>: the technical meeting studies the coordination structures. It also discusses ways to bring more dynamism to the ministerial meetings, in order to go beyond procedural and implementation aspects and rather engage in a fundamental political debate on the principles that rule EU-PALOP-TL cooperation, including triangular cooperation. The idea that the coordination (NAO and Delegation in Mozambique) prepare an annual report, to better follow up EU-PALOP-TL is debated</p> <p><u>2011, Maputo</u>: The ministerial reaffirms the political will to boost the participation of Brazil and CPLP as actors and partners, to undertake an evaluation of cooperation, to review the project portfolio so as to increase the efficiency and effectiveness of cooperation: project management, programme coordination and the quality of technical assistance</p> <p><u>March 2012, Brussels</u>: under an EEAS proposal, the technical meeting agrees to conduct a ‘light’ evaluation of cooperation, to discuss the terms of reference thereof at the June 2012 technical meeting so as to obtain, at least preliminary results, in view of the October 2012 ministerial.</p> <p>The meeting discusses practical modalities of CPLP and Brazil. DEVCO is requested to work on the technical aspects that would allow the implementation of this type of triangular cooperation.</p> <p><u>June 2012, Brussels</u>: Technical meeting</p>

ANNEX 3: TRIANGULAR COOPERATION WITH BRAZIL

The first Lisbon EU-Brazil Summit in July 2007 established a comprehensive EU-Brazil Strategic Partnership. One of its jointly agreed aims is to respond to global challenges, including in the broader field of development policy.

The Second Summit in Rio de Janeiro on 22 December 2008, in the presence of Presidents Lula da Silva, Sarkozy and Barroso, endorsed a joint Action Plan, whereby the EU and Brazil committed to promote bilateral dialogue on global development and cooperation with third countries, to develop triangular cooperation to support the achievement of the Millennium Development Goals (MDG) and to cooperate in sectors such as health, energy, agriculture and education.

Since the 2008 EU-Brazil Summit there were a number of high level meetings and technical discussions between DG Development and the Brazilian Cooperation Agency (ABC), including a visit by Mr Marco Farani, executive director of the Brazilian Cooperation Agency (ABC), to DG DEV in December 2008. In parallel, DG MOVE and the Brazilian Ministry of External Relations has been making progress in promoting a trilateral bioenergy Afro-Brazilian-European initiative.

The Joint Statements of successive bilateral EU-Brazil Summits have reiterated the commitment to the implementation of triangular cooperation projects between the EU, Brazil and interested developing countries, such as the Portuguese-speaking countries in Africa (PALOP) and East Timor.

The PALOP-TL countries have been considered obvious candidates to pioneer trilateral cooperation due to their common language, the presence of both the EU and Brazil cooperation and the coherence between their needs and the expertise Brazil could provide.

In practice, discussions with Brazil show that the launching of triangular cooperation schemes is challenging from the point of view of coordinating and synchronising partners with different priorities and technical and financial procedures:

- like other emerging donor partners, Brazil seems to favour less aligned forms of aid: projects rather than sector approaches or budget support;
- projects earmarked -though fitting the selected sectors for trilateral cooperation-, do not necessarily coincide with the NIPs focal sectors or the PALOP 10th EDF programme;
- the Commission (and in particular AIDCO) needs to work out the operational processes or instruments to effectively implement the foreseen triangular schemes.

During the EC-PALOP-TL NAO Meeting in Praia in June 2009, the Commission presented for the first time the idea of triangular cooperation to the PALOP countries. In their conclusions, Ministers noted:

“With respect to the information presented by the EC regarding triangular cooperation with Brazil and its opportunities and possible areas of cooperation (health, education, agriculture, energy...) the possibilities presented were considered generally positive in the context of the present PALOP-TL cooperation program, provided there is added value and the current programming calendar is not perturbed.

It was also considered that the PALOP-TL group should be associated, evidently, in the programming and functional phase of this trilateral cooperation, as a partner, in the framework of the technical and political meetings that will eventually take place.”

Meanwhile, proposals for a water programme in Mozambique and a health programme in Ghana are being assessed by DG DEV and delegations.

Brazil's Cooperation Agency (ABC) went on mission to Mozambique in mid-September 2009 to advance and agree on concrete trilateral initiatives. But no concrete result came out of this Brazilian initiative because of the difficulty in conciliating planning and implementation procedures and calendars.

Within the policy of promoting triangular cooperation, the Commission and Brazil (ABC) had envisaged to organise **expert's meetings** with selected African countries, to discuss in detail concrete triangular projects of mutual interest that are coherent with PALOP programmes and PALOP national development plans. These meetings have not yet materialised.

In 2011 the EU conducted an audit (called 'four pillar assessment') to evaluate whether the CPLP's met the EU requirements to become eligible for delegated cooperation. The EU made a series of recommendations to be adopted by the CPLP in order to finalise the audit so that the CPLP becomes an implementing partner.

In November 2011, at the EU-PALOP-TL ministerial meeting in Maputo, the PALOP-TL Group reiterated its interest in triangular cooperation with Brazil and the CPLP. The Brazilian government underlined its availability and proposed to get involved through the CPLP.

Brazil's political will was reconfirmed at the March 2012 PALOP-TL technical meeting in Brussels. Brazil proposed to participate in the following projects: vocational training, public services and rule of law. In May 2012 DEVCO requested that the CPLP provides an update on the implementation of the EU audit recommendations. Positive results could make the CPLP eligible for delegated cooperation agreements with the EU.

EU services (EEAS, DEVCO) pursue talks with Brazil at various levels and with different partners on the setting up of triangular cooperation schemes.

More recently, High Representative and Commission Vice President, C. Ashton, on her visit to Brazil 6-7 February 2012, stressed that there are good reasons to invest more in the relationship with Brazil, bilaterally and on the international stage. She highlighted the development of trilateral cooperation as one of the crucial areas for increased cooperation with Brazil. On triangular cooperation the EU and Brazil noted their willingness to engage further on concrete activities. A possible area of work mentioned was security.

The Brazilian Foreign Affairs Minister, Patriota, underlined the importance of dealing with development issues, in particular with Africa and Brazil's interest in partnering with other countries on Africa. He mentioned the need to support democratic transition in Guinea-Bissau and encouraged EU aid to be resumed.

ANNEX 4: THE COMMUNITY OF PORTUGUESE SPEAKING COUNTRIES (CPLP)

The **Comunidade dos Países de Língua Portuguesa (CPLP)** is a multilateral forum of Portuguese Speaking Countries set up in 1996 with the following general objectives:

- to deepen mutual friendship,
- political-diplomatic articulation and cooperation amongst its members,
- to foster technical cooperation in various sectors (education, health, public administration, justice, culture etc.) and
- to promote and disseminate the Portuguese language.

The members are the five PALOP countries, Brazil, Portugal and Timor-Leste. Close cooperation with CPLP could be explored in order to promote synergies and enhance South-South Cooperation.

EC-CPLP Memorandum of Understanding (MoU)

The Memorandum of Understanding the European Commission signed in 2007 with the Executive Secretary of the CPLP, is based on the Treaty's Article 302, which allows the Commission to ensure all opportune relations with international organisations. It does not create international legal rights or obligations and does not have any automatic financial incidence.

The MoU foresees the establishment of a political and structured dialogue with the CPLP in the following areas:

- a) democracy and human rights;
- b) conflict prevention, management and resolution;
- c) cultural diversity;
- d) education, training and youth;
- e) economic and social development, and
- f) information society

The Memorandum opens as well new perspectives to the CPLP and the possibility to participate in the implementation of technical and financial cooperation between the Commission and the ACP members of the CPLP: (Angola, Cape-Verde, Guinea-Bissau, Mozambique, São Tomé e Príncipe et Timor-Leste).

Following an audit carried out by AIDCO in the course of 2009, the EU made some recommendations so that the CPLP meets the criteria to participate in EDF programmes. Feedback from the CPLP is expected shortly.

ANNEX 5: KEY DOCUMENTS FOR THE EVALUATION

(Indicative list to be adapted/ expanded where appropriate):

General Background

- EU-ACP Cotonou Agreement, and EDF regulations
- PALOP RIP I
- PALOP RIP II
- PALOP-TL-EU Documento de Orientação 10th EDF, Governance Initiative
- MoU PALOP-TL-EU
- Reports of the meetings of PALOP-TL Heads of State
- MoU EU-CPLP
- 9th and 10th CSP and NIP for Angola, Cape Vert, Guinea Bissau, Mozambique, Sao Tome and Principe, East Timor
- Programing Guidelines for the 11th EDF

Specific documents on PALOP-TL Cooperation

- Reports of EU-PALOP-TL Ministerial and technical meetings
- Evaluation 2003
- Preparatory documents on the Governance Initiative, 10th EDF, 2007
- Study on Coordination 2010
- Project financing agreements, project action fiches, and other programming or implementation reports on:

	Project Title	Amount €	EDF
Sao Tome e Principe	Statistical systems II	<i>2.000.000</i>	9
Angola	Health Human Resources	<i>10.000.000</i>	9
Cabo Verde	Vocational Training	<i>4.700.000</i>	9
Guinée Bissau	Cultural Initiatives	<i>3.000.000</i>	9
Cabo Verde	Public Services	<i>6.500.000</i>	10
Guinée Bissau	Electoral Cycles	<i>6.100.000</i>	10
Angola	Rule of Law	<i>7.000.000</i>	10
Cabo Verde	Economic Governance	<i>6.500.000</i>	10
Angola	Macroeconomic Institute	<i>3.000.000</i>	10
Mozambique	Technical Cooperation Facility II	<i>2.500.000</i>	9
Mozambique	Technical Cooperation Facility III	<i>1.000.000</i>	10
Mozambique	Coordination	<i>3.000.000</i>	10

- Individual project's final implementation reports and evaluations of the 7th and 8th EDF PALOP programmes (2001 Evaluation of Regional Cooperation, 2003 Evaluation on Coordination).

The evaluation team has to retrieve any other document worth analysing through its interviews with people who are or have been involved in the design, management and supervision of the programmes. Informants are to be sought in the EU services, implementing body and/or public service in the PALOP-TL countries, and in the consultants who have worked and/or are working in the PALOP-TL coordination team attached to Mozambique's NAO.

ANNEXE 6 - THE STANDARD DAC FORMAT FOR EVALUATION REPORT SUMMARIES

Evaluation Title (and Reference)

Abstract

(central, 4 lines maximum)

Subject of the Evaluation

(5 lines max. on the project, organisation, or issue/theme being evaluated)

Evaluation Description

Purpose (3 lines max)

Methodology (3 lines max)

Main Findings

Clearly distinguishing possible successes/obstacles and the like where possible (25 lines/lignes max)

Recommendations

25 lines/lignes max

Feedback

(5 lines/lignes max)

Donor: European Commission	Region:	DAC sector :
Evaluation type: Efficiency, effectiveness and impact.	Date of report:	Subject of evaluation :
Language :	N° vol./pages :	Author :
Programme and budget line concerned :		
Type of evaluation :	() ex ante (x) intermediate / () ex post ongoing	
Timing :	Start date :	Completion date :
Contact person :	Authors :	
Cost : Euro	Steering group : Yes/No	