

**THEME: CLIMATE SECURITY: PEACE & SECURITY CONSEQUENCES OF  
CLIMATE CHANGE  
30th October 2023**

**Title:** “INA's experience of cooperation in Portuguese-speaking African countries: How to bridge the gap between Training and Cooperation and Climate Governance?” Ana Nave ([ana.nave@ina.pt](mailto:ana.nave@ina.pt)) & Maria Asensio ([maria.asensio@ina.pt](mailto:maria.asensio@ina.pt))

**Abstract**

This article aims to explore Portugal’s cooperation agenda in Portuguese-speaking African countries<sup>1</sup> over the past two decades. The focus is on understanding Portuguese's efforts to bridge the gap between the training and cooperation agenda in a rapidly evolving governance landscape that emphasises the threats and risks that stem from climate change and affect peace and security prospects. As will be analyzed, climate security and related risks have implications that profoundly influence governance, conflict, and peace (Anne Mette Kjær 2014; Sriram 2008; Leftwich 1993; Behn 2001; UNDP 2002; Brinkerhoff 2006; Grindle 2010). This article examines these countries' relations with Portugal and the political, economic, social and diplomatic trajectories they have followed in order to explore how we understand international order and global stability in the face of this tension between climate change, security and development. Firstly, it aims to acquire knowledge to understand the impact that climate change can have on governance. Secondly, how can we properly assess the challenges around this tension and this growing relationship. Finally, we will examine the different training and cooperation programs that have been developed in PALOP-TL. By identifying lessons learnt from the National Institute for Administration's (INA) experience in the areas of training and cooperation, this paper aims to share valuable information and also to pose questions that will be of interest for future research and studies in the field of governance consequences of climate change.

**I. Introduction**

Portugal's foreign policy is grounded in three fundamental principles: European integration, transatlantic alliances, and the Portuguese-speaking African countries. These distinctive pillars underscore Portugal's inherent advantage, which can be harnessed through a comprehensive approach encompassing politics, economics, and culture.

In the context of the Portuguese-speaking African countries, Portugal's longstanding cooperative relationships have enabled the accumulation of substantial knowledge, experience, and institutional networks with its partners. This collaborative foundation is built upon the alignment of peer institutions, enhancing adaptability, leadership, and shared ownership. The historical, cultural, linguistic, and legal affinities that unite these nations extend to crucial aspects of public administration, including terminologies and work methodologies.

The cooperative agenda presented in this article seeks to bridge the historical gap between Portugal and Portuguese-speaking African countries, positioning Portugal as an active contributor to their ongoing progress. In the 21st-century governance landscape, rapid transformations are reshaping the global arena, with a pronounced focus on addressing pressing

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<sup>1</sup> Angola, Cape Verde, Guinea-Bissau, Mozambique, and São Tomé and Príncipe.

challenges, foremost among them being the urgent issue of climate change. Climate change has transcended its status as a mere environmental concern and has risen to the forefront as a paramount security challenge. The threats and dangers emanating from climate change carry profound implications for peace and security, particularly in regions vulnerable to its effects (Krampe, 2019; Ashley Moran et al., 2019; Gomes, 2009). Given their geographical locations, the Portuguese-speaking African countries find themselves exposed to these risks, underscoring the critical importance of the forthcoming analysis.

### *Relevance of the Study*

The examination of Portugal's collaborative endeavors with Portuguese-speaking countries in recent decades holds profound significance for a multitude of compelling reasons. Portuguese cooperation is dedicated to initiatives designed to establish legal and institutional frameworks that harmonize with international guidelines and best practices. These initiatives encompass a range of critical domains essential for the effective execution of state responsibilities, including justice, security, healthcare, social security, employment, public finances, infrastructure, transportation, communications, and statistical services. The overarching objective of these initiatives is to cultivate robust and globally compliant legal and institutional structures within partner nations.

Through this approach, Portuguese cooperation strives to bolster the effective operation of these countries across a wide spectrum of vital sectors, ensuring alignment with established global standards and best practices. This collaborative approach reflects a steadfast commitment to fostering stability, security, and progress in partner nations, thereby contributing to their socio-economic and institutional development.

The relationships between Portugal and Portuguese-speaking African countries offer an enthralling case study within the realm of international relations. These interactions provide a unique lens for discerning the dynamics of collaboration, yielding invaluable insights for diplomatic and policy deliberations. Furthermore, in an era where climate change has attained universal recognition as an urgent global challenge, comprehending its intersection with matters of peace, security, and governance becomes paramount. The article's emphasis on climate security and its far-reaching implications provides a timely analysis of how climate change can profoundly impact the stability and security of nations.

Portugal's efforts to bridge the gap between training and cooperation agendas also hold broader relevance in the context of capacity building. A comprehensive grasp of the strategies employed and their outcomes can serve as a blueprint for future development initiatives in similar regions (Fuseini Haruna & Vyas-Doorgapersad, 2015).

Finally, the intricate interplay between climate change, security, and development forms the backdrop for a reevaluation of the concept of international order and global stability. This study has the potential to make a substantial contribution to the ongoing discussions regarding how global governance should adapt to address emerging challenges like climate change, ensuring the continuity of peace and stability (Attfield, 2020; Mudacumura, 2014). In an era when nations grapple with multifaceted challenges posed by climate change, the findings of this article possess the capacity to provide critical insights guiding policy decisions at both the national and international levels. Policymakers, development organizations, and scholars stand to gain from this nuanced understanding of the intricate dynamics at play.

### *Objectives and Scope*

Our primary objective is to conduct a comprehensive analysis of Portugal's cooperative initiatives with Portuguese-speaking African countries, spanning a four-decade period. This entails a thorough examination of the strategies, policies, and initiatives employed by Portugal to promote cooperation within these nations.

A significant focus of this study centers on exploring the intricate relationship between climate change and its profound implications for governance, peace, and security in the countries under examination. We also aim to understand how climate policy priorities have influenced Portuguese cooperation policies, particularly concerning the Portuguese-speaking African countries. Additionally, we will anticipate their future trajectories, challenges, and untapped potential.

Lastly, our investigation will encompass a detailed exploration of the role played by the National Institute for Administration in bridging the gap between cooperation and training. This involves enhancing and integrating international knowledge and cooperation networks, forging partnerships with higher education institutions and counterparts. The overarching goal is to diversify and enrich INA's training programs to strengthen cooperation with Portuguese-speaking countries. This approach leverages the common language and recognizes the existence of parallel institutional structures, fostering a more robust and integrated approach to cooperation and capacity building. We aim to shed light on the interconnection between environmental changes, political dynamics, and peacekeeping efforts, providing a comprehensive understanding of the broader context within which these nations operate.

## **I. Historical and Socio-economic Integration of Portuguese-speaking African countries**

Within the context of Portuguese cooperation's historical, political, and strategic trajectory, several fundamental principles guide its mission. These principles encompass a commitment to human rights, international responsibility, solidarity, partnership with recipient countries, sustainability, equitable distribution of benefits, and alignment with other relevant policies involving recipient nations (Palma, 2002; Carvalho, 2014). The primary objective is not only to alleviate existing poverty but also to promote sustainable development. To achieve this goal, Portuguese cooperation is organized into three key areas of action: Development Cooperation, Development Education, and Emergency Humanitarian Aid (Government of Portugal, 2014; Nagar & Mutasa, 2018).

### *Post-Independence Cooperation (1970s - 1990s)*

The year 1974 marked a pivotal moment in Portugal's relationship with Africa, as it shifted towards anti-colonialism and anti-racism. This transformation was hastened by the fall of the Marcello Caetano regime in Portugal, leading to unambiguous support for the independence of Portugal's former African colonies by Brazil and others. During the period from 1976 to 1990, there was a decline in cooperation with the former Portuguese African colonies. This phase saw the establishment of diplomatic relations with the newly independent Portuguese-speaking

African countries. It is crucial to note that this period was influenced by historical factors that helped Portugal move away from its colonial past (Faria, 2014; Nagar & Mutasa, 2018).

In contrast to other colonial powers like England and France, Portugal resisted the self-determination and independence movements in its African territories during the 1950s. However, international pressure and internal tensions led Portugal to engage in a dialogue on decolonization. Armed conflict broke out in several Portuguese colonies, and by 1974, Portugal was transitioning power to its African colonies. The engagement in these conflicts placed significant military and logistical burdens on Portuguese forces.

The period from 1976 to 1990 saw the establishment of institutions like the Institute for Economic Cooperation (1976) and the Directorate-General for Cooperation (1979). Initially, cooperation was abstract and lacked specific accounting measures, but Portugal's accession to the European Community in 1986 prompted a shift in focus towards cooperation. The dissolution of the British, French, and Belgian empires in the 1950s and 1960s left Portugal isolated in its colonial stance. In response to international pressure, Portugal established a Free Trade Zone between the colonies and the metropole in November (Nagar & Mutasa, 2018; Afonso, 1995).

This period witnessed Portuguese troops becoming involved in the struggles for independence in its African colonies. The decision to initiate insurgencies in these colonies was rooted in Portugal's commitment to colonialism and resistance to decolonization efforts. This period marked the institutionalization of the Institute for Economic Cooperation (1976) and the Directorate-General for Cooperation (1979). From 1983 to 1985, the term "cooperation policy" entered government discourse (Nagar & Mutasa, 2018).

### ***Technical Cooperation for Development (1990-2002)***

The early 1990s brought a significant shift in Portuguese cooperation efforts. Portugal regained its status as a donor in the OECD-DAC, and its government programs began to articulate sector-specific intentions and priorities. Key developments during this period included the creation of the Fund for Economic Cooperation in 1994 and the establishment of the Portuguese Development Support Agency in 1999. Programs like the PIC and PAC were launched in collaboration with development aid recipients. The year 1999 witnessed the formulation of the first strategic guidance document for cooperation (Faria, 2014).

In 1999, the Resolution of the Council of Ministers, known as RCM 43/99<sup>2</sup>, endorsed the inaugural strategic guidance document, "The Role of Portuguese Cooperation on the Threshold of the 21st Century." This document aimed to harmonize political, economic, and cultural dynamics, fostering strong connections with Portuguese-speaking nations and communities across the globe. RCM n.º 43/99 served three main purposes: (i) identifying the strengths and weaknesses of Portuguese Cooperation, (ii) defining international objectives related to Official Development Assistance (ODA), and (iii) introducing innovative tools and mechanisms for enhancing precision, strategic consistency, political leadership, organization, and a suitable financial framework (Ferreira, Faria & Cardoso, 2015).

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<sup>2</sup> Resolution of the Council of Ministers n.º 43/1999 of 18th May.

This strategy sought to reshape the decentralized model of Portuguese Cooperation and replace it with a more integrated model (Mobjörk et al., 2016). It aimed to allocate funds from various ministries for Development Cooperation, with a connection to predetermined outcomes. Additionally, this strategy facilitated the transition from the Foundation for Cooperation and Development (FCE) to the Portuguese Development Support Agency (APAD), emphasizing Portugal's role in fostering self-serving interests over aiding vulnerable nations.

During this time, Portuguese Cooperation policy began to embrace a central executing agency, leading to the establishment of APAD. APAD was designed to amass significant financial resources, ensuring greater coherence in governmental actions in this domain. This strategic move aimed to enable APAD to implement Portuguese Cooperation policy effectively. APAD not only possessed a high degree of autonomy and managerial proficiency but also had access to long-term financial resources. Additionally, it was equipped with a versatile range of instruments for taking action (Ferreira, Faria & Cardoso, 2015).

A transition occurred in bilateral relations due to profound changes in the post-Cold War global landscape, with small Portuguese-speaking African countries implementing reforms. Cape Verde, Angola, Mozambique, Guinea-Bissau and, São Tomé and Príncipe., all underwent political and economic changes. This period witnessed a shift towards development projects, requiring Portugal to reevaluate its relations with Africa, particularly the Portuguese-speaking African countries (Nagar & Mutada, 2018).

The ongoing financial crisis in Portugal since 2011 has led to a significant shift in cooperation policies, resulting in reduced investments in cooperation and development aid. This scenario has prompted a move towards integration with different partnerships and other donors, along with an increased focus on tied aid. This change reflects Portugal's dedication to fragile states, security, development, the rule of law, and governance.

### ***International Cooperation for Development and Support for the Millennium Development Goals (2003-2014)***

The 2000s marked a significant period in the development of Portuguese-speaking African countries, characterized by noteworthy achievements such as the resolution of Angola's civil war in 2002 and the consolidation of multiparty democracy in Cape Verde, among other advancements across Portuguese-speaking African countries. During this time, Portugal became actively engaged in various international forums, with a particular emphasis on enhancing Europe-Africa relations.

Portuguese cooperation underwent a transformative evolution and emerged as a pivotal tool for advancing Portuguese foreign policy. It was built on the foundation of collaboration and partnerships with African countries, with a primary focus on Portuguese-speaking African countries and other African countries. The overarching goal was to promote development, stimulate economic growth, and foster mutual benefits by sharing experiences, resources, and expertise. In 2005, a strategic guidance document for cooperation underscored the role of the Portuguese Institute for Development Cooperation (IPAD) and established criteria and indicators in alignment with OECD-DAC standards.

Starting in 2005, Portuguese cooperation adopted a sectoral approach, delivering training and support in key areas such as education, healthcare, justice, finance, security, and defense.

Portugal's cooperation and aid policies played a crucial role in advancing the development of Cape Verde and Mozambique, both of which received the majority of Portuguese bilateral official development assistance (ODA) between 2010 and 2014.

In 2010, Resolution of the Council of Ministers n.º 82/2010, 4<sup>th</sup> November was published to emphasize the critical importance of a well-coordinated approach to development, especially in neighboring countries. It stressed that for development to be most effective, various public policies must synergize and work together. Notably, it highlighted three key areas: trade policy, climate change mitigation, and immigration policy. However, the financial crisis in Portugal led to a reduction in cooperation investments and a shift towards tied aid.

### ***Strategic Concept of Portuguese Cooperation 2014-2020***

The main strategic concept of Portuguese Cooperation for the period 2014-2020<sup>3</sup> was centered around a comprehensive and inclusive approach to development assistance, aligned with the broader global development agenda. This strategic concept was shaped by several key principles and priorities. The primary focus of Portuguese Cooperation was to promote human rights, dignity, and social inclusion. This meant supporting initiatives that aimed to reduce poverty, inequality, and discrimination, both within Portugal and in partner countries.

Also, the strategic concept emphasized the importance of partner countries taking ownership of their development processes. It aimed to align assistance with the priorities and needs identified by the partner countries themselves. This approach aimed to empower local communities and governments to design and implement programs that were relevant to their specific context. On the other hand, Portuguese Cooperation recognized the importance of sustainable development. It sought to promote economic, social, and environmental sustainability by investing in projects that not only addressed immediate needs but also had long-term benefits. Additionally, it aimed to enhance the resilience of partner countries in the face of global challenges, such as climate change and economic volatility.

The strategic concept placed a strong emphasis on inclusivity and gender equality to ensure that all members of society, regardless of gender, had equal access to opportunities and resources. Gender mainstreaming was a priority, and efforts were made to promote women's empowerment and participation in development processes.

Finally, Portuguese Cooperation recognized that addressing global challenges required collaboration and partnerships. It actively engaged with international organizations, such as the United Nations and regional bodies, to leverage resources and expertise. Multilateralism was seen as a means to achieve more significant impact.

Overall, the main strategic concept of Portuguese Cooperation for 2014-2020, was rooted in a holistic and human-centered approach to development, by addressing causes of conflict and supporting peace processes. It sought to create a more inclusive, sustainable, and peaceful world by working in partnership with other nations, empowering individuals and communities, and addressing the challenges of our times such as the new areas of engagement including green growth, energy, the private sector, rural development, and the maritime domain.

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<sup>3</sup> Resolution of the Council of Ministers, n.º 17/2014, 7 March.

## ***Portuguese Cooperation Strategy 2030***

The *Portuguese Cooperation Strategy 2030* introduced in Resolution of the Council of Ministers n.º 121/2022, serves as the guiding framework for Portugal's international development cooperation policy. It highlights the importance of cooperation as a strategic investment for Portugal, emphasizing geographical priorities, sectoral dimensions, and a commitment to the Sustainable Development Goals (SDGs). This strategy continues to focus on Development Cooperation, Education for Development, and Humanitarian and Emergency Action, promoting human development, gender equality, and empowerment.

Portugal seeks to increase official development assistance (ODA) and emphasizes the importance of partnerships, coherence, and coordination among various actors. The strategy is based on principles of governance, accountability, efficiency, and political clarity. It aims to support global development, peace, and sustainability, aligned with national interests and partner countries' priorities (Sriram, 2008).

The *Portuguese Cooperation Strategy 2030* provides a comprehensive approach to addressing development challenges, emphasizing the interconnected nature of climate, pandemic, and security crises. It outlines strategic objectives, specific measures, and priority actions, reinforcing Portugal's commitment to international development, peace, and sustainability.

## **II. Cooperation for Sustainable Development**

Portugal's cooperation policies with Portuguese-speaking African countries have predominantly revolved around aiding administrative reforms and directing investments into the education sector. Historically, environmental issues have not held a prominent position on the agenda, except in isolated instances, although such cases have seen a surge in occurrence in recent years (IPAD, 2011).

Remarkably, the *Strategic Vision for Portuguese Cooperation* does not make any reference to renewable energy sources. Instead, it places a strong emphasis on the environment as one of its top-priority objectives. This objective aims to contribute to sustainable development, particularly by promoting the appropriation and empowerment of partner countries.

This dynamic illustrates an evolving approach to international cooperation on Portugal's part, acknowledging the growing importance of environmental sustainability in development efforts. While the document does not specifically address renewable energies, its focus on environmental sustainability indicates a potential shift towards more comprehensive and sustainable energy practices in Portugal's cooperation with Portuguese-speaking African countries.

### **The environment as an emerging priority in Portuguese cooperation**

The notable shift in Portuguese political discourse and cooperation priorities took place primarily in the aftermath of the Kyoto Protocol. Faced with challenges in implementing internal measures to address environmental concerns, the Portuguese government set a crucial mission to maximize the use of the protocol's flexibility mechanisms, with a particular focus on the Portuguese-speaking African countries.

In the 2007 Annual Cooperation Plan, three environmental projects were included within the environmental support program. These projects involved the training of environmental inspectors, the development of the Climate Information and State of the Sea System to support sustainable development, and the establishment of protocols to facilitate participation in meetings of the United Nations Framework Convention on Climate Change. Approximately €116,000 (0.9% of the total plan budget) were allocated for bilateral cooperation between Portugal and Cape Verde in the field of environmental initiatives for the year 2007. This allocation signifies the growing emphasis on environmental sustainability within Portuguese cooperation efforts, especially with its partner countries.

Apart from the Ministry of Environment, Spatial Planning, and Regional Development (MAOTDR), IPAD contributed approximately 30,000 euros to the first project. It's worth noting that only one of these projects was directly linked to the administrative aspects of climate change mitigation policy, and the last project received an annual budget of 10,000 euros. In the years 2002 and 2003, Cape Verde received 250,000 euros for investment in the energy sector; however, after that year, Portuguese cooperation discontinued its financial support in this area (IPAD, 2007).

Within the Portuguese Ministry of Environment, there exists a dedicated funding line for the Portuguese-speaking African countries, with a total allocation of 1.4 million euros intended for all five nations. It's essential to highlight that this cooperation effort was still in its early stages, especially in the realm of environmental support, as of September 2008. The limited financial resources allocated to the environmental initiatives in Portuguese-speaking African countries reflect the emerging nature of this area of cooperation, underlining the need for further development and expansion of these efforts.

Assessing the official data from recent years, it's evident that Portugal's engagement in energy cooperation with Portuguese-speaking African countries has not materialized as a tangible reality and has not been a prioritized area of focus. Furthermore, cooperation in the environmental sector has been rather limited in its scope. Nevertheless, it's important to highlight that the significant emphasis placed by Portuguese cooperation on capacity building and human resource development could potentially have an impact on these specific sectors. In other words, although there hasn't been a direct focus on energy and the environment, the investment in human resources may indirectly contribute to improvements in these areas over time as skilled individuals become available to address energy and environmental challenges. As the Kyoto Protocol gained prominence as an undeniable political and economic reality, it instigated substantial shifts in cooperation dynamics. In the context of cooperation between Portugal and Cape Verde, a pivotal change unfolded when, in April 2007, the Minister of Environment from Cape Verde conducted an official visit to Portugal. During this visit, the two nations formalized their commitment to enhance cooperation in environmental initiatives and address the challenges of climate change. This commitment included a specific emphasis on investments in renewable energy sources (Ministry of Environment, Portugal, 2007).

This shift reflects how global agreements, such as the Kyoto Protocol, can influence the priorities and actions of nations engaged in cooperation. In response to the pressing concerns related to climate change and sustainable development, Portugal and Cape Verde recognized the need to align their efforts, particularly in the area of renewable energy, to address these



critical challenges collaboratively. This demonstrates the adaptability of cooperation strategies in response to evolving global imperatives.

In the joint statement signed by the Ministers of Environment from both countries, they express their contentment with the signing of the memorandum, which lays the foundation for initiating projects under the Clean Development Mechanism of the Kyoto Protocol. These projects place a particular focus on the realm of renewable energy. The collaboration encompasses various areas, including training initiatives, the exchange of experts, institutional capacity enhancement, technology transfer, and the development of studies. These efforts are concentrated in fields related to water resources, climate change, nature preservation, and environmental impact assessment.

This collaboration underscores a comprehensive approach to environmental cooperation between the two countries, extending beyond the promotion of renewable energy projects. It encompasses training and knowledge sharing, acknowledging the importance of building human capital and institutional capacity to address critical issues such as water resources, climate change, conservation of nature, and environmental impact assessment. Additionally, the emphasis on technology transfer highlights the practical aspects of this collaboration, enabling the practical application of sustainable practices and environmental protection in both nations.

Similar memorandums have been entered into with the remaining Portuguese-speaking African countries. The accord signed with the Angolan government in April 2008 places its central emphasis on addressing climate change, with a particular focus on the development of CDM (Clean Development Mechanism) projects and the exchange of information. This memorandum's primary objective is to "identify opportunities for implementing CDM project activities involving both the public and private sectors of both countries. This approach is recognized as a viable strategy to stimulate sustainable development within Angola while also facilitating Portugal's compliance with its international commitments under the Kyoto Protocol and Directive n.º 2003/87/EC of October 13th.

This collaboration highlights the significance of Clean Development Mechanism (CDM) projects as a means of addressing climate change and achieving sustainable development objectives. It promotes partnerships between public and private sectors in both countries to harness these opportunities effectively. Furthermore, it acknowledges the importance of aligning actions with international agreements, emphasizing the role of the Kyoto Protocol and Directive n.º 2003/87/EC in shaping their respective environmental policies. This kind of memorandum signifies a joint commitment to combatting climate change, fostering sustainability, and enhancing environmental cooperation.

The primary goal of this memorandum is to actively promote the development of projects, whether initiated by the public or private sector. It also strives to facilitate the transfer of clean and efficient technologies, ultimately resulting in the reduction of greenhouse gases. This comprehensive approach encompasses various domains, including forest sinks, renewable energies, low-energy consumption technologies, and the reduction of emissions from urban waste. Moreover, the memorandum aims to foster technical and institutional cooperation between both countries.

Until recently, cooperation between Portugal and the Portuguese-speaking African countries had not placed a strong emphasis on energy and environmental concerns. However, recent

developments clearly indicate a shift in priorities. Climate change has become the foremost driver in international policy, and it's only natural that it should also play a pivotal role in shaping the direction of cooperation. This memorandum reflects a shared commitment to addressing climate change, fostering sustainable development, and promoting environmental cooperation as a critical component of their collaborative efforts.

The IPAD's participation in the development of the National Strategy for Climate Change Adaptation, set to be finalized by 2009, signifies a shifting landscape of priorities in Portuguese cooperation. The institute has a presence in the meetings of the National Commission for Climate Change and has been actively engaged in the formulation of this strategy in coordination with the Ministry of the Environment.

This involvement underscores a growing recognition within Portuguese cooperation of the critical need to address climate change and its impacts on the global environment. The collaborative efforts between IPAD and the Ministry of the Environment represent a commitment to proactive climate change mitigation and adaptation, reflecting the evolving dynamics of international cooperation.

Within this framework, institutional capacity building support was initiated in 2007, following the principles established by Portuguese cooperation, which had traditionally emphasized administrative and governance support. It was acknowledged that enhancing institutional capacity was crucial to facilitate the participation of African countries, including the Portuguese-speaking African countries in the Kyoto mechanisms.

A key aspect of this support approach was its responsiveness to the specific needs identified by the Portuguese-speaking African countries themselves. Rather than imposing a predefined agenda, the cooperation was tailored to address the most pressing requirements as determined by the recipient countries. This approach aimed to ensure that the support provided was both relevant and effective in helping these nations navigate the complex landscape of international climate agreements, such as the Kyoto Protocol.

The appointment of National Designated Authorities (NDAs) plays a pivotal role in enabling these countries to participate in international climate change policy, and this is the primary focus of Portugal's efforts. According to official data provided by the UNFCCC, only Mozambique has successfully completed this process. Guinea-Bissau has formally established an NDA and is in the process of communicating this to the Clean Development Mechanism (CDM) Executive Board. Cape Verde and São Tomé and Príncipe have entered into agreements with the Portuguese government to formalize the creation of their respective NDAs.

Angola is also in line to receive support in establishing its own authority. However, the transition is still ongoing, with the country navigating this process in the aftermath of the November 2008 elections. These appointments, often representing a pivotal step in a country's engagement with international climate initiatives, are a testament to the evolving priorities in Portugal's cooperation efforts with Portuguese-speaking African countries concerning climate change and environmental issues.

In 2007, IPAD (Portuguese Institute for Development Support) and the Executive Committee of the Commission on Climate Change (CECAC) reached an agreement to enhance their collaboration in the realm of climate change. This collaboration aimed to harmonize climate change policies with broader international cooperation objectives. The primary focus of this joint effort encompassed supporting National Designated Authorities (NDAs) to accelerate the

Clean Development Mechanism (CDM) process within Portuguese-speaking African countries. Additionally, it aimed to assist in the implementation of national adaptation programs and to concentrate cooperative activities on bolstering institutional capacities and fostering exchange programs among public administrations.

This shift towards more active engagement in climate change issues underscores the growing recognition of climate change as a critical global concern and Portugal's commitment to assisting Portuguese-speaking African countries in addressing these challenges. It reflects a broader trend of integrating environmental considerations into international development cooperation strategies.

The initiative to approach sustainable development cooperation highlights a significant shift in the political landscape concerning cooperation for sustainable development, especially in relation to Portuguese-speaking African countries. The initiative to prioritize environmental concerns and align them with development cooperation efforts appears to originate primarily from the environmental authorities. However, it's worth noting that this perspective doesn't entirely resonate with all public cooperation agencies, as some argue that the environment is more of a trend than a top priority, particularly for economically disadvantaged nations.

The Community of Portuguese Language Countries (CPLP), the major international cooperation network for Portuguese-speaking African countries, played a pivotal role in this shift. Starting in 2005, the launch of the Environmental Cooperation Platform within CPLP signaled the emergence of the environment as a key priority. Subsequently, in November 2007, a resolution project focusing on renewable energy was signed. This project aimed to establish a Renewable Energy Forum within the CPLP to facilitate international partnerships within the renewable energy sector. Additionally, it emphasized the need for coordination among CPLP representatives in major international forums and institutions to advocate for increased funding and technological advancement in renewable energy. These developments illustrate the increasing importance placed on environmental issues in international cooperation and the concerted efforts to drive sustainable development and renewable energy adoption in Portuguese-speaking African countries through diplomatic channels within CPLP.

### **New Strategic Approach in Portuguese Cooperation Policies**

Following a period in which Portugal's relationship with its former African colonies was primarily marked by support for emerging democracies' stabilization and the establishment of new states, new priorities have come to the forefront. These priorities revolve around obtaining emission reduction certificates to mitigate the potential penalties. This adds to the myriad of environmental risks Portugal faces.

The shift in Portugal's cooperation policies was driven not only by the approval and ratification of the Kyoto Protocol, which brought about some innovative changes in development cooperation mechanisms but also by the pressing necessity to achieve targets mandated by the United Nations and the European Union from 2008 onwards. This urgency prompted strategic mechanisms and procedures in Portugal's cooperation policies to enhance policy dialogue and strategic partnerships. These adjustments reflect the growing global concern regarding climate change and environmental sustainability, with the international community recognizing the need for collective action to address these challenges. Portugal, as a responsible member of the

international community, responded to these evolving priorities by adapting its cooperation strategies.

The need to meet the targets set by international organizations like the United Nations and the European Union in the context of climate change and sustainable development has had a profound impact on Portugal's approach to cooperation with partner countries. This shift signifies Portugal's commitment to contributing to global efforts in tackling climate change and fostering sustainable development, which are now at the forefront of its cooperation policies. What's remarkable about the Kyoto Protocol is its unique ability to unite diverse interests around the *Clean Development Mechanism* (CDM). It serves the interests of both developed and developing countries. The developed nations benefit from emission rights, while the developing ones seek access to technology and financial support. This shift in priorities reflects the evolving landscape of international cooperation, with climate change and environmental sustainability taking center stage. Portugal, like other countries, is adjusting its strategies to align with the global commitment to mitigating climate change and promoting sustainable development.

In early 2016, against this backdrop, the Secretary of State for Foreign Affairs and Cooperation released a fresh set of directives for development cooperation, drawing inspiration from the Strategic Concept 2014-2020, the national policy framework encompassing development cooperation, humanitarian aid, emergency assistance, and development education. These directives underscored the pivotal role of development cooperation within Portuguese foreign policy. Consequently, the "next-generation" Strategic Cooperation Programs (Programas Estratégicos de Cooperação – PEC) exhibit a more pronounced focus, both regarding their geographic scope and their targeted sectors. These programs are characterized by well-organized and larger-scale initiatives that are meticulously designed to maximize their developmental influence. Projects are custom-tailored to align precisely with the specific requirements of partner countries, maintaining full congruence with their national development strategies.

The financial allocations for PEC programs are designed to provide predictability and sustainability over extended 5-year implementation periods. Furthermore, they incorporate a robust system for evaluating performance against the Sustainable Development Goals (SDGs), accounting for interventions by other development partners in the same domains, ensuring effective complementarity.

In July 2017, Portugal participated in the *National Voluntary Review* (NVR) of the High-level Political Forum on Sustainable Development, becoming one of the earliest European nations to present its report. This participation, as it remains today, clearly underscores Portugal's steadfast commitment to sustainable development, human rights, and the principles of multilateralism. Under the collaborative leadership of the Ministries of Foreign Affairs (MFA) and Planning, Portugal has successfully incorporated the 2030 Agenda into its national strategies, centered on five fundamental pillars: "people, prosperity, planet, peace, and partnership" (OECD, 2021).

These strategies have a special emphasis on six priority Sustainable Development Goals (SDGs), encompassing SDG 4 (Quality Education), SDG 5 (Gender Equality), SDG 9 (Industry, Innovation, and Infrastructure), SDG 10 (Reduced Inequalities), SDG 13 (Climate Action), and SDG 14 (Life below Water). The report provides a comprehensive overview of

Portugal's development cooperation in alignment with these various SDGs, with a specific focus on SDG 17 (Partnerships for the Goals), highlighting the previously mentioned new guidelines for Portuguese Cooperation (OECD, 2021).

Despite facing difficulties, the transition proceeded effectively due to significant and ambitious milestones achieved in 2021. These milestones included the Presidency of the Council of the European Union, an assessment of the EU Pillar, the peer-review process, and the development as well as the public consultation on a fresh Strategy for Development Cooperation and Humanitarian Action spanning from 2021 to 2030.

While the positive and promising evaluation is a step in the right direction, there is still a need for continuous, long-term, and sustainable structural improvements. This includes policy enhancements, institutional arrangements, financial support for sustainable development, and management system refinements. These efforts are crucial for strengthening the Portuguese development framework to ensure the delivery of more effective and efficient Official Development Assistance (ODA). The *Strategy for Development Cooperation and Humanitarian Action* for the period 2021-2030 will play a vital role in advancing these objectives (OECD, 2021).

### **III. The Role of the National Institute for Public Administration: Bridging the Gap between Training and Cooperation**

In the realm of development cooperation, INA has been assigned a significant mandate to bolster its institutional standing as a natural partner within effective international cooperation networks. This endeavor involves enhancing and integrating international knowledge and cooperation networks, forging partnerships with higher education institutions and counterparts. The goal is to enrich, diversify, and render INA's offerings more comparable for a wider range of audiences. This initiative also involves strengthening cooperation with Portuguese-speaking countries, capitalizing on the shared language and acknowledging the presence of parallel institutional structures.

Hence, the realm of training presents a substantial challenge, encompassing both initial education and ongoing learning (Fuseini Haruna & Vyas-Doorgapersad, 2015). Over nearly five decades, INA has developed programs and initiatives with the aim of enhancing institutional capacity and supporting sustainable development in the Portuguese-speaking African countries. By forging partnerships with the Public Administrations of the Portuguese-speaking African countries, INA has broadened the reach and efficacy of capacity-building initiatives, resulting in a more contextual and pertinent approach to the unique challenges faced by these nations. This cooperative effort encompasses specific training and capacity-building activities, technical missions, seminars, workshops, and expert exchanges. It has created a platform for the exchange of best practices and knowledge among public administrations, fostering a culture of shared learning and collaboration (Fuseini Haruna & Vyas-Doorgapersad, 2015).

In recent years, the National Institute for Public Administration (INA) has extended a wide-ranging catalog of training opportunities to civil servants. Unfortunately, this catalog has previously featured minimal to no offerings in the realm of development cooperation. However, it is worth noting that positive changes have been implemented. As of the summer of 2021,

dedicated training programs pertaining to development cooperation have been reintegrated into the catalog. These programs encompass both comprehensive courses and specialized training focusing on areas such as project finance and procurement. This adjustment signifies significant progress in meeting the training requirements within the sphere of development cooperation (Camões, 2021).

This cooperation has had a positive impact on the Public Administrations of the Portuguese-speaking African countries, contributing to the development of technical skills and contributing to more efficient and innovative public administrations. Despite this cooperation, challenges remain, such as the need to guarantee the sustainability of training and capacity-building initiatives. However, there are also opportunities to deepen cooperation by adapting INA's programmes to the emerging needs of the Portuguese-speaking African countries and aligning them with the Sustainable Development Goals (SDGs) of the Portuguese-speaking African countries.

It should also be noted that INA's Strategic Plan 2022-2026 established as one of its objectives the "strengthening of the institutional position as a natural partner in effective international cooperation networks", namely by boosting and integrating "international knowledge and cooperation networks [...], with counterparts and higher education institutions, with a view to enriching, diversification and comparability of INA's offer and publics" and "co-operation with Portuguese-speaking countries, taking advantage of the common language and recognising the institutional recognising institutional parallelism" (INA, 2022).

### **The Network of National Institutes of Public Administration and Equivalents (RINAPE)**

The Network of National Institutes of Public Administration and Equivalents (RINAPE) stands as a vital instrument for fostering collaboration and capacity-building among Public Administrations within Portuguese-speaking countries. Established in 2006, this network brings together Institutes and Schools of Public Administration, or equivalent institutions, from the Community of Portuguese-Speaking Countries (CPLP). The member nations encompass Angola, Brazil, Cape Verde, Guinea-Bissau, Mozambique, Portugal, São Tomé and Príncipe. The primary goal of RINAPE is to facilitate continuous communication among its members, thereby enhancing its collective performance and advancing the exchange of knowledge and experiences among Portuguese-speaking countries. Its unifying elements encompass training, research, and cooperation in the domains of public administration and management. The strategic role played by INA, which serves as the Technical Secretariat of this network, is of paramount importance in guaranteeing the efficacy and positive outcomes of this cooperation, as well as sustainable development within the member countries. Some of the pivotal functions encompass: (i) coordination: INA ensures efficient communication among the members, guaranteeing that efforts are well-coordinated and optimized; (ii) Joint Program Development: It facilitates the collaborative development of joint programs that address the specific needs of member countries and foster cooperation and knowledge exchange; (iii) Support for Design and Implementation: INA offers support in designing and executing joint training and capacity-building projects that are tailored to the requirements of member countries, promoting collaboration and the sharing of knowledge; (iv) Promoting Partnerships: It actively encourages partnerships and collaborations between the institutes and other relevant stakeholders, thereby maximizing the impact of cooperation efforts.

RINAPE is fully aligned with the core objectives of the Portuguese Cooperation Strategy 2030 aimed at fostering sustainable development in these Portuguese-speaking nations. This alignment is instrumental in achieving significant outcomes by advancing human resource capacity building and fortifying public administration. ECP 2030 and RINAPE serve as pivotal tools for propelling sustainable development within Portuguese-speaking African countries. Moreover, their adherence to the Sustainable Development Goals (SDGs) of the 2030 Agenda, notably SDG 4, SDG 10, and SDG 16, underscores the unwavering dedication to ensuring quality education, reducing inequalities, and constructing a society grounded in peace, justice, and effective institutions (ECP 2030).

### **Leadership Academy**

Leveraging its strategic position and the wealth of experience gained as RINAPE's technical secretariat, INA played a pivotal role in fostering collaboration among the public administration institutes of Portuguese-speaking nations, culminating in the establishment of the RINAPE *Leadership Academy* in 2023. INA boasts a noteworthy track record in international cooperation, which has made substantial contributions to the evolution of the RINAPE Leadership Academy. This includes initiatives like the Senior Management Course in Public Administration - international edition (CADAPi), the Advanced Course for Communications Sector Managers for CPLP countries (CADISC), and the International Project Cycle Management Course (CGCPI), among others.

The knowledge accumulated by INA in its capacity as the technical secretariat of RINAPE and its involvement in international training has been instrumental in shaping the RINAPE Leadership Academy. This innovative academy incorporates the latest insights, employs progressive methodologies, and adopts a dynamic approach, all aligned with the evolving demands of public administration. It embraces core principles of innovation, collaboration, and sustainability, equipping future leaders with the tools and knowledge necessary to effect positive global change and empowering them to actively promote sustainable development.

This training course serves as a platform for the exchange of knowledge, experiences, and best practices in public administration. It is tailored for managers and senior technicians (or equivalent roles) in public administration hailing from RINAPE member countries. The primary objective of this training is to enhance participants' knowledge and skills, fostering the transfer of interdisciplinary and intergenerational wisdom. Consequently, it aims to boost individual and team performance and enhance the capabilities of institutions to meet the evolving demands of public service in contemporary times.

The overarching goals of this program encompass the development of leadership and management proficiencies within CPLP public administration institutions. It equips participants with practical tools and techniques to address specific challenges and situations. The program encourages the exchange of insights on tackling these issues, fostering mutual learning and promoting the development of solutions. It facilitates the exchange of knowledge, offers technical support, and nurtures an intercultural space where different realities and cultures intersect, fostering the sharing of best practices. This program also underscores the importance of advancing gender equality and empowering women within public administration

while recognizing the vital role that governance quality plays in delivering public services effectively and efficiently.

Notably, the course features contributions from international experts representing RINAPE member states, including Brazil and Angola, as well as speakers from UNITAR (the United Nations Institute for Training and Research). Furthermore, future editions are planned to rotate among various RINAPE member countries, offering a diversity of strategic training themes, such as digital competencies, innovation, public interest and service, and leadership. The collaborative approach adopted by the RINAPE Leadership Academy, with editions held in different countries and the involvement of speakers from various member states, empowers all members to actively engage, share their unique perspectives, and contribute to the advancement of sustainable development.

## **Final Remarks**

The evolution of Portugal's cooperation policies of the last decades stands as a demonstration to its responsiveness to global challenges, particularly climate change and sustainable development.

Throughout its historical engagement with Portuguese-speaking African countries, Portugal's cooperation policies have predominantly centered on facilitating administrative reforms and channeling investments into the education sector, with limited emphasis on environmental concerns. It signifies a shift from a historical focus on administrative and educational support to a more comprehensive and sustainable approach, recognizing the vital importance of environmental sustainability within the context of climate change and international commitments.

As we explained, Portugal has displayed a commitment to aligning cooperation policies with evolving priorities, as evident in policy directives and strategies aimed at bolstering international efforts to combat climate change and promote sustainability. The *Strategic Vision for Portuguese Cooperation* places a strong emphasis on the environment as a top-priority objective, pointing towards a potential shift towards more comprehensive and sustainable energy practices in cooperation efforts, even though renewable energy sources are not explicitly mentioned.

While significant progress has been achieved in aligning Portuguese cooperation policies with sustainable development goals, it is essential to acknowledge the ongoing need for sustainable structural improvements. These improvements encompass policy enhancements, institutional arrangements, financial support, and management system refinements, all aimed at ensuring the more effective and efficient delivery of Official Development Assistance (ODA).

Turning to the role of the National Institute for Public Administration (INA), it is evident that its mission is centered on strengthening collaboration with higher education institutions and forging partnerships with Portuguese-speaking African countries. INA's contributions extend to the expansion of training and capacity-building initiatives, addressing the unique challenges faced by these countries. The realm of training, encompassing both initial education and ongoing learning, presents a substantial challenge in the realm of development cooperation. INA's efforts, comprising various training activities, technical missions, seminars, workshops, and expert exchanges, foster shared learning and collaboration. Furthermore, INA's



cooperative endeavors have yielded a positive impact on the public administrations of Portuguese-speaking African countries. These initiatives have contributed to the development of technical skills and enhanced the efficiency and innovation of public administration. While challenges persist, such as ensuring the sustainability of training initiatives, opportunities also arise to align INA's programs with the Sustainable Development Goals (SDGs) of partner countries, further enhancing the long-term impact of cooperation efforts. In parallel, the Network of National Institutes of Public Administration and Equivalents (RINAPE) emerges as a pivotal driver of collaboration and capacity-building among public administrations in Portuguese-speaking countries. Leveraging its experience as the technical secretariat of RINAPE and its involvement in international cooperation initiatives, INA played a central role in establishing the RINAPE Leadership Academy in 2023.

In conclusion, the evolving role of INA, its efforts to meet the training needs of partner countries, the positive influence of cooperation, and the establishment of the RINAPE Leadership Academy together represent substantial steps in the direction of fostering sustainable development and effective public administration in Portuguese-speaking countries. This dynamic evolution showcases Portugal's commitment to addressing global challenges and supporting its partner nations on their path towards sustainable development.

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