



**European Union - The PALOP-TL<sup>1</sup>**  
**Multiannual Indicative Programme**  
**for the period 2014-2020**

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

## GENERAL CLAUSES

The European Union and the Governments of the PALOP-TL countries group<sup>2</sup> hereby agree as follows:

- (1) The European Commission, (represented by *Mr Fernando Frutuoso de Melo, Director-General for International Cooperation and Development*) and the Governments of the PALOP-TL countries (represented by *Ms Nyeleti Brooke Mondlane, Vice-Minister of Foreign Affairs and Cooperation of the Republic of Mozambique*, acting as single Authorising Officer for the PALOP-TL Programme), hereinafter referred to as the Parties, determined the general orientations for cooperation for the period 2014-2020.

These orientations, included in the Multiannual Indicative Programme, concern the European Union aid in favour of PALOP-TL countries. They were drawn up in accordance with the provisions of Articles 2 and 4 of Annex IV to the EU-ACP Partnership Agreement, signed in Cotonou on 23 June 2000, revised and signed in Luxemburg on 25 June 2005 and revised and signed in Ouagadougou on 22 June 2010.

The Multiannual Indicative Programme is annexed to the present document.

- (2) As regards the indicative programmable financial resources which the European Union envisages to make available to PALOP-TL countries for the period 2014-2020, an amount of EUR 30 million is foreseen for the allocation referred to in Article 3.2 (a) of Annex IV of the EU-ACP Partnership Agreement (A-allocation). A B-allocation referred to in Article 3.2 (b) can be established to cover unforeseen needs. Currently, no B-allocation is foreseen. These allocations are not entitlements and may be revised by the Commission, following the mid-term and end-of-term reviews, in accordance with Article 5.7 of annex IV of the EU-ACP Partnership Agreement.
- (3) The A-allocation is destined to cover macroeconomic support, sectoral policies, programmes and projects. The Multiannual Indicative Programme concerns the resources of the A-allocation. It also takes into consideration financing from which the PALOP-TL countries benefit or could benefit under other European Union resources. It does not pre-empt financing decisions by the Commission.
- (4) The B-allocation is destined to cover unforeseen needs such as humanitarian, emergency and post emergency assistance, where such support cannot be financed from the EU budget, contributions to internationally agreed debt relief initiatives and support to mitigate exogenous shocks. The B-allocation shall be established according to specific mechanisms and procedures and does therefore not constitute a part of the programming.
- (5) Pending the entry into force of the Internal Agreement between the Representatives of the Governments of the Member States of the European Union, meeting with the Council on the financing of European Union Aid under the multiannual financial framework for the period 2014 to 2020, financing decisions for projects and programmes can be taken by the Commission at the request of the PALOP-TL countries<sup>3</sup> within the limits of the A-

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<sup>2</sup> Angola,, Cape Verde, Guinea-Bissau, Mozambique, São Tomé and Príncipe, Timor-Leste.

<sup>3</sup> The single Authorising Officer for the PALOP-TL Programme is the Mozambique National Authorizing Officer

and B-allocations referred to in this document under the condition that sufficient financial resources are available in the transitional measures ("Bridging Facility") composed of uncommitted balances from the previous EDFs and from funds de-committed from projects or programmes under those EDFs. The respective projects and programmes shall be implemented according to the rules and procedures of the 10<sup>th</sup> EDF until the entry into force of the 11<sup>th</sup> EDF implementing rules and financial regulation.

- (6) The European Investment Bank may contribute to the implementation of the present Multiannual Indicative Programme by operations financed from the Investment Facility and/or from its own resources, in accordance with Articles 2c and 3 of the 11<sup>th</sup> EDF multi-annual financial framework for the period 2014-2020.
- (7) In accordance with Article 5 of Annex IV to the EU-ACP Partnership Agreement, the Multiannual Indicative Programme as well as the A-and B-allocations can be revised following the mid-term review and the end-of-term review or ad hoc reviews.

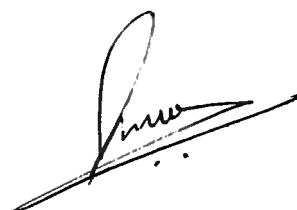
Done at São Tomé and Príncipe on 30 April 2015, in 2 original copies in the English language.

For the European Commission

For the PALOP-TL



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## LIST OF ACRONYMS

<b>ACP</b>	Africa Caribbean Pacific
<b>AU</b>	African Union
<b>CPLP</b>	Comunidade dos Países de Língua Portuguesa (Community of Portuguese-Speaking Countries)
<b>EDF</b>	European Development Fund
<b>EU</b>	European Union
<b>ICT</b>	Information and Communication Technologies
<b>MDG</b>	Millenium Development Goals
<b>MoU</b>	Memorandum of Understanding
<b>NAO</b>	National Authorising Officer
<b>NIP</b>	National Indicative Programme
<b>MIP</b>	Multiannual Indicative Programme
<b>PALOP-TL</b>	Países Africanos de Língua Oficial Portuguesa - Portuguese Speaking African Countries (Angola, Cape Verde, Guiné-Bissau, Mozambique and São Tomé and Príncipe) and Timor-Leste
<b>PanAf</b>	PanAfrican
<b>RIPs</b>	Regional Indicative Programmes
<b>SADC</b>	Southern African Development Community
<b>SAR</b>	(Chinese) Special Administrative Region (of Macau)
<b>SMEs</b>	Small and Medium Enterprises
<b>STATAFRIC</b>	African Union Institute for Statistics
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>VET</b>	Vocational Education and Training
<b>X RON</b>	10a Reunião dos Ordenadores Nacionais (10th Meeting of the PALOP-TL National Authorizing Officers (NAOs) and the European Union )

# **PALOP-TL - European Union**

## **11<sup>th</sup> EDF Multiannual Indicative Programme, 2014-2020**

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### **I. THE OVERALL LINES OF EU SUPPORT TO THE REGION**

#### **1.1 The policy agenda of the PALOP-TL**

The five Portuguese speaking African countries (PALOP) - namely Angola, Cape Verde, Guinea-Bissau, Mozambique and São Tomé and Príncipe - began cooperating in the 1970s and continued to work together after independence. In 1985 the PALOP countries joined the Africa Caribbean Pacific (ACP) Group. The first EU-PALOP regional cooperation programme started in 1992. In 2007, Timor-Leste became the sixth member and the PALOP Group was then renamed PALOP and Timor-Leste (PALOP-TL).

Despite geographical discontinuity and different levels of development, the PALOP-TL group shares a strong identity based on a common language. To date, PALOP-TL cooperation has favoured two-fold integration: into the regions of geographical proximity and within the Portuguese speaking countries' community.

Cohesion and ownership have characterized the PALOP group dynamics over time. Today, this longstanding cooperation covers a large spectrum of cultural, economic, social, and political areas. Timor-Leste joining in 2007 gave a new dimension to cooperation among the ACP Portuguese speaking countries. This sui generis cooperation between the EU and the PALOP-TL countries aims at promoting the ties through exchanges of know-how and best-practice as well as reinforcement of cooperation in specific policy areas of mutual interest, where the common language fosters a special added value.

The financial crisis has indirectly affected PALOP-TL countries - as other developing countries - through the channel of international trade. Due to the increasing global interconnection of jobs, as well as labour-saving technological change, urbanization, transition to more energy efficient production and consumption, countries will keep experiencing mismatches between labour demand and supply, at both sector and regional levels. In addition, education gaps are jeopardizing equitable economic growth and social cohesion, and preventing many countries from reaping the potential benefits of their growing youth populations. Disadvantaged groups and youth unemployment or precarious working conditions are probably the most visible aspects of the current employment crisis, the challenge for the majority of vulnerable groups in PALOP-TL countries being to improve the quality of employment rather than simply the quantity. In developing countries and in the PALOP-TL group in particular, a number of important factors such as globalisation, youth bulge and technological change, have created urgent demands on Technical and Vocational Education and Training to meet economic growth, social equity and sustainable development needs. Clearly, professional education and training need to do more than just provide learners with knowledge and skills for specific jobs. They need to be demand-driven, learner centred, inclusive, accessible, and flexible.

Past experience with cooperation between the EU and the PALOP-TL countries also demonstrated comparative advantage as an innovative form of South-South cooperation. The

long standing cooperation will be pursued under this 11<sup>th</sup> EDF PALOP-TL Multiannual Indicative Programme.

Recently, the PALOP-TL countries demonstrated a strong political commitment and determination to deepen their integration as a specific linguistic region, notably through various high level meetings (and subsequent declarations: Dili Declaration in 2013 and Luanda Declaration in 2014). This was translated into new priorities and revised governance structure of the partnership for the 11<sup>th</sup> EDF Programme, jointly agreed by the PALOP-TL countries and the European Union.

Reinforcing policy dialogue on global issues, capacity development and support mechanisms promoted through the PALOP-TL cooperation will increase synergies among PALOP-TL countries in multilateral processes. It will contribute to reinforce harmonisation of positions on issues of mutual concern in the international arena. It is expected to contribute to the EU's multipolar relations with an increasingly influential group of Portuguese speaking countries.

### **The policy perspectives of the PALOP-TL countries**

The overarching principle of the PALOP-TL integration process is to reinforce good governance in its political, economic, social and cultural dimensions and create conditions favouring South-South cooperation and mobility. The PALOP-TL countries are committed to work together as a single group, with a shared political ambition to enhance coherence and strengthen linkages between their development policies. They aim at putting into practice the principle of building synergies among them but also with EU policies and development cooperation. With poverty reduction and inclusive growth as major objectives, policies need to have a specific focus on the most disadvantaged groups of youth and women.

The main policy perspectives of the PALOP-TL cooperation are the following:

- In the medium term, to reinforce and elevate their political partnership to address together issues of common interest and/or concern. This includes strengthening institutional ties and addressing common challenges in specific areas where the common language is of added value.
- In the short term, the integration process requires the formal commitment of the six countries to agree on common approaches, harmonised norms and equivalence of systems. Hence, it will encompass building institutional capacities in governance and public administration, as well as deepening policy dialogue in areas of common interest.

In this context, the policy perspectives of the PALOP-TL will facilitate the identification of common solutions to common problems, promote exchanges of know-how and experience and stimulate the dissemination of best practice.

Short and medium term goals will benefit from economies of scale via their integration into a multi-country PALOP-TL approach. This will notably be achieved through the support of actions at national and regional levels, such as for example:

- Reinforcing qualification frameworks and governance systems at institutional level;
- Undertaking sector analysis and needs diagnoses, subsequent development of employment strategies, support to their implementation by setting up appropriate governance mechanisms and supporting the implementation of activities focused on professional education and employment and/or networking on technical and vocational education and training;

- Support for young unemployed people and disadvantaged groups in the areas of self-employment and micro-enterprise creation in the cultural sector.

The cooperation policy will be in line with the agreed priorities/focal areas and the revised implementation governance structure of the partnership agreed during the last meeting of the PALOP-TL National Authorizing Officers and the European Union (RON) held in Luanda, Angola (March 2014) and enshrined in the Luanda Declaration. The new implementation governance structure will reinforce the leadership and coordination of the 11<sup>th</sup> EDF Programme, establishing a rotating presidency of the programme on annual basis, at political level and among PALOP-TL countries, and a single Programme Authorising Officer, endorsing the full responsibility of the management and coordination of the overall 11<sup>th</sup> EDF Programme.

The specific objective of the PALOP-TL and EU cooperation will be to promote employment and reinforce institutional governance capacity. The common language and similarities in governance systems will facilitate the definition and the development of harmonised systems of professional qualifications, as well as certification of norms common to the countries.

In addition, employment will be created in the cultural sector through the support to income generating activities, mobility of artists and artworks among Portuguese speaking countries and participation in international cultural events.

Poverty is a multi-dimension issue and the programme will help to address some aspects. Ultimately, it will also contribute to strengthen inclusive growth, social cohesion and stability in connection with freedom of movement and regional integration.

The EU is strongly interested in this process, notably due to its wealth of experience and approaches accumulated in the fields of recognition of professional qualifications and social protection. The different experiences of the EU Member States and the Bologna Process offer a wide range of practices and knowledge, which can provide a strong basis for capacity development and policy support to partner countries. In this context, the EU can facilitate South-South cooperation, sharing of experiences and pooling of research capability.

The PALOP-TL and EU cooperation is politically and economically relevant for EU external relations. When the planned reforms are put in place, EU-PALOP-TL cooperation promises to be mutually advantageous, and will contribute to the EU's multipolar relations with an increasingly influential group of countries. There is a political and socio-economic potential multiplier effect to be further exploited in existing synergies and complementarities with the National Indicative Programmes (NIP) and programmes of PALOP-TL countries.

From a geo-strategic and economic point of view, the PALOP-TL countries are gaining importance. As examples, Angola and Mozambique are becoming key actors for global energy security (both countries also have important partnerships with China, Brazil and India), transforming the economic prospects of the Southern Africa region. Moreover, the six PALOP-TL countries together with Brazil and Portugal are members of the Community of Portuguese Speaking Countries (CPLP)<sup>4</sup>.

The CPLP is becoming a dynamic multilateral global player and its members offer mutual strategic support in international fora of interest for the PALOP-TL countries. The Memorandum of Understanding (MoU) signed in 2007 between the CPLP and the European Commission foresees strengthening policy coordination and could further foster multilateral

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<sup>4</sup> The Community of Portuguese Speaking Countries (CPLP) was founded in 1996. Initially united by language and focused on fostering political and diplomatic cooperation, the CPLP is now an ensemble of eight independent nations in four different continents: Angola, Brazil, Cape Verde, East Timor, Guinea-Bissau, Mozambique, Portugal, São Tomé and Príncipe. These are joined by the Chinese Special Administrative Region (SAR) of Macau. And just on July 23<sup>rd</sup>, 2014, Equatorial Guinea became also a Member State.



cooperation reinforcing the growing geo-strategic and economic importance of the group. On the economic front, CPLP's trade (mainly Brazil, Angola and Mozambique) with China is rapidly increasing. CPLP is also expanding to the Asia-Pacific region through Timor-Leste.

Potential and interest in triangular cooperation among the PALOP-TL, Brazil and the EU exist. Considering that PALOP-TL cooperation is an innovative example of South-South cooperation, it could be further developed in this context.

### **Sustainability of policies and medium-term vision**

The PALOP-TL and EU partnership provides relevant comparative advantage in the political and economic context of the cooperation framework and contributes to the multi-polarity of EU external relations, given the growing sphere of influence of the PALOP-TL countries and the strong ownership of the cooperation and cohesion of the group.

The PALOP-TL group involves six countries, which share common socio-economic and institutional characteristics, such as the fairly low standards of living, the weakness of the institutions in terms of governance and administration, as well as lack of capacity and qualified human resources even if geographically they constitute a discontinuous region.

All PALOP-TL countries are Least Developed Countries and a large part of their population is living below the poverty line. Despite different rural-urban development patterns, vulnerable employment (self-employment and unpaid work) is a common challenge. The PALOP-TL countries, characterized by high vulnerable and informal employment and limited jobs in the formal sector, share the challenge of undertaking labour-inclusive structural changes to increase demand for low- and medium-skilled workers in the private sector. In addition, there is an important gender segregation in the labour market. Women are overrepresented in vulnerable employment, agriculture, and the public sector. Segregation limits women's choices and opportunities, but also harms growth through inefficient allocation of labour and high degrees of inactivity.

These elements provide the basis for a specific multi-country cooperation matching the common needs and challenges. Certain areas of cooperation impacting on broader Governance aspects - notably in human and social development, employment and institutional capacity building - would benefit from the added value of a comprehensive approach to the peculiar geographic and linguistic region made by the PALOP-TL countries. Therefore, a cooperation that meets the countries' specific requirements is of the essence.

Lessons learned and the added value of past PALOP programmes contributed to strengthen South-South cooperation between the six countries, mainly in the fields of:

- Justice, focusing on a comparative legislative database, still active and with a growing interest notably in the context of the 10<sup>th</sup> EDF project on Rule of Law;
- Health, through an informal network of collaboration among institutions in the field of human resources in the health sector and networks of specialists as well as making tools available in Portuguese;
- Statistics, with shared international development standards, exchange of experience and training, including in cooperation with Eurostat;
- Educational and professional training laying bases for a common space for the recognition of professional qualifications which will contribute to the 11<sup>th</sup> EDF programme;

- Administration and management of electoral cycles through innovative support to electoral bodies and actors.

This vast experience contributed to reinforce the integration into regional geographic areas and was complementary to the implementation of EDF National Indicative Programmes (NIP) for each of the six countries. Moreover, a consensus was reached on the comparative advantage of the programme and making use of the lessons learned.

The need to review the implementation governance structure and to strengthen the coordination of the programme in focused areas of intervention was also emphasised in a recent evaluation of the programme. Cooperation faced various challenges, such as geographical discontinuity and distances, asymmetry of development levels, duplication of management structures, insufficient sustainability of some actions, limited synergies among projects and low visibility, including high costs and difficulties of communication.

These issues are being addressed in the revision of the governance framework of the cooperation. The proactive political commitment of the countries, enshrined in the signature of the Luanda Declaration, led to a consensus on a common vision and priorities for the 11<sup>th</sup> EDF programme, demonstrating high convergence on the following issues:

1. A strong political cohesion and a common interest to pursue the partnership and the programme.
2. All policy areas and priority areas of cooperation fall under the scope of the Cotonou Agreement and are consistent with key cooperation documents<sup>5</sup>, in particular the Agenda for Change. In addition, it will support the Millennium Development Goals (MDG) and the post-2015 agenda and improve social governance at sector level.
3. Good Governance is the crosscutting principle of the multi-country strategy, which will be addressed through the promotion of employment, culture, science and capacity development.
4. The priority areas of cooperation will contribute to consolidate national development agendas and international partnerships through participatory processes around common goals.

Priority will be given to actions at institutional level with sustainable results and the development of human resources capacity. The partnership is expected to contribute towards the objective of promoting inclusive employment and mobility, in particular within this linguistic region, and therefore contribute to poverty reduction and insertion into the global economy.

To address employment challenges, the PALOP-TL countries will need an integrated approach involving different levels of government and linking with overall development and employment policy that reaches beyond the labour market and education sectors. Strong labour market information and analysis systems, which cover the informal sector and qualitative job aspects, will be necessary to inform policy, set targets, and evaluate impact. National diagnoses on professional qualification and training governance for employment will be required, including in the cultural sector. It will be necessary for example to define the size of the cultural labour force in the economy, analyse the social status of women in cultural employment, and/or determine the proportion of artists employed as performers. Without

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<sup>5</sup> This includes the European Consensus on Development (2005), the Agenda for Change (2011), Aid Effectiveness principles (2011) including Paris (2005) and Accra (2008) Declarations, as well as the Millennium Declaration (2000) and post 2015 strategy.

appropriate methods of measurement and reliable statistics, countries lack the necessary tools to evaluate the extent and characteristics of employment in a comparable way, including in the cultural sector.

In the PALOP-TL countries, employability could be significantly improved through skills development, and notably technical and vocational education and training. In this connection, it is also evident that investment in research, science, technology and innovation is important in creating jobs, economic growth and improving competitiveness of countries and regions to the benefit of people and societies as a whole. Science, technology and innovation are recognised drivers of socio-economic growth. Enhancing opportunities for mobility among the countries for researchers and innovators, as well as twinning activities between research organisations and between innovation-oriented organisations (e.g. technology transfer agencies) will therefore promote employment generation thorough the creation of Small and Medium Enterprises (SMEs), transfer of know-how and dissemination of knowledge. Gender balance will also be promoted.

The PALOP-TL strategy will focus on the promotion of employment and reinforcing institutional governance capacity building by supporting reforms and management of the professional qualifications and Vocational Education Training (VET) frameworks, in terms of structures and systems; this will include analysis and measures to strengthen the links between VET and the labour market. The medium term outlook will reinforce National and Regional Qualification Frameworks, professional training systems and recognition of diplomas, including in public administration. Similarly, employment in the cultural sector will also be promoted through income generating activities and mobility of artists and/or artwork. The common language will facilitate the replication and the dissemination of the process throughout an inclusive approach targeting the linguistic region. The strategy will therefore enhance the mobility of workers, create employment, and contribute to addressing inequalities through special measures for disadvantaged groups such as women and youth.

Moreover, complementarity with the Pan African (PanAf) regional programme would also be of added value, especially as regards common tools to achieve better harmonisation of statistical production across the African Union (AU), support to the AU frameworks for the production and dissemination of employment and migration statistics or the establishment of the African Union Institute for Statistics (STATAFRIC).

Insertion in the global economy and sustainable development will also be addressed through a specific component on governance capacity development. It aims at reinforcing institutional capacity building in key policy areas of common interest on the basis of a flexible and reinforced cooperation, at different levels and/or speed. Such variable geometry approach will be implemented between a minimum of two countries, one provider and one receiver, depending on needs and availability of expertise requested. Hence, it will reinforce key policy areas and contribute to strengthening South-South cooperation, in parallel to North-South cooperation.

Under this approach, civil society will be encouraged and empowered to partner with the PALOP-TL countries in developing and implementing the programme through wider consultation and inclusive processes. Networks and fora are expected to be put in place in various fields of activities, complementary to other national and/or regional existing programmes. Specific actions will target disadvantaged/vulnerable groups, with a particular focus on gender and women's employment, notably through women's access to professional qualifications, culture and employment. Particular attention will be given to qualifications, gender structures of employment and trends in order to design actions promoting women's

qualification, employment and mobility, and to promote equality among the beneficiaries of the actions.

## **1.2 Strategic objectives of the EU's relationship with the region and choice of priority areas**

The Commission's Communication on Governance in the European consensus on development<sup>6</sup> states that "Poverty reduction and the Millennium Development Goals (MDG) will not be achieved without decisive progress in the areas of economic, social, environmental and political governance." The Millennium Declaration (2000) emphasizes the importance of good governance to meet the objectives of development and poverty eradication. Good governance in its political, economic and social dimensions is the crosscutting principle of the PALOP-TL multi-country strategy. This key principle has been enshrined in the PALOP-TL and EU cooperation since its beginning in 1992.

Full and productive employment and decent work for all is one of the targets in the first MDG, to eradicate extreme poverty and hunger: employment is people's main route out of poverty. Under target 1B the MDGs mention full employment for youth and women, groups that tend to have the weakest labour market positions. As decent work for all is considered a key driver of inclusive growth, employment with a focus on youth is a prominent topic.

Following the UNESCO (United Nations Educational, Scientific and Cultural Organization) Hangzhou Declaration of May 2013, development is shaped by culture and local context, which ultimately also determine its outcomes. In this framework, a rights-based approach to culture, facilitated through the Portuguese language, should be promoted within national and "regional" policies and legal frameworks of the PALOP-TL group, including consideration for minorities, gender balance, and youth and specific indigenous peoples' concerns.

The PALOP-TL and EU partnership encompasses key aspects in the framing of the future cooperation strategy including dissemination of good practice, building on past experiences, promoting exchange of know-how, and widening impact on target groups. It also entails consolidating strategic partnerships, as well as enhancing ownership and visibility of the cooperation. According to this approach, political dialogue is envisaged as an efficient mechanism for interaction.

PALOP-TL and EU cooperation provides complementary support of a cross-cutting nature to the individual National Indicative Programmes (NIPs) and other Regional Indicative Programmes (RIPs). PALOP-TL countries have stronger ties among themselves than with the countries in their immediate neighbourhood because of historical and linguistic identities. Consequently, the PALOP-TL and EU cooperation constitutes complementary support given that further to their NIPs all six countries take part in their respective geographical regional programmes<sup>7</sup> (although the language barrier can represent a constraint). Within this framework, the context and the logic of cooperation are not only based on common features of the countries, but are also in line with the development priorities of the geographical regions concerned. Hence, the identification of the most promising areas for future PALOP-

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<sup>6</sup> COM(2006) 421 final -Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions of 30 August 2006 – "Governance in the European consensus on development – Towards a harmonised approach within the European Union".

<sup>7</sup> West Africa for Cape Verde and Guinea-Bissau; Eastern Africa, Southern Africa and the Indian Ocean (EASAO) and SADC (Southern African Development Community) for Angola and Mozambique and Central Africa for São Tomé and Príncipe, Intra ACP and Pan African Programmes for all African countries, and South-East Asia for Timor-Leste.

TL and EU cooperation has been made in complementarity with their NIPs and various existing RIP priorities to guarantee the added value of the cooperation and enhance the inter-linkages between other cooperation programmes.

Past results and lessons learnt also oriented the choice of priority areas of cooperation. All actions should contribute towards the objectives of promoting employment and building governance capacity into the PALOP-TL economy. Beyond having a sustainable impact on the targeted populations, the partnership is expected to reinforce a common vision between PALOP-TL countries and deepen cooperation with the EU.

The 11<sup>th</sup> EDF PALOP-TL cooperation programme will therefore support *employment generation* with particular emphasis on professional qualification frameworks, employment and income generating activities in culture. Mobility within and among PALOP-TL countries and social inclusion of vulnerable groups will be facilitated by the use of the common language, hence enhancing the opportunities of employment for a wider range of the population once professionally qualified. Potential areas of added value could be, as for example, to strengthen the harmonisation of qualification structures and systems, to encourage recognition of professional training and diplomas, to simplify legal and administrative procedures, to develop professional education teachers competence frameworks, to develop a network on technical and vocational education and training, to develop researcher mobility schemes or to support governance capacity building in specific domains of common interest.

In the culture sector, employment will also be promoted through support to income generating activities and circulation of artists and/or artworks to regional and/or international cultural events. Hence, the promotion of employment in the culture sector will contribute to reinforce the importance of cultural aspects through a wide range of possible actions. Such actions could be, for example, supporting the production of cultural products, supporting unemployed disadvantaged groups in the areas of self-employment and micro-enterprise creation in cultural activities, promoting professional training and qualifications in specific cultural domains, and/or promoting artworks/artists' mobility. Such activities are expected to help identify and support strategies to improve culture governance and policies, in order to facilitate access to cultural creative industries by local cultural actors.

The use of the common language will contribute to support the identity of PALOP-TL countries by facilitating the dissemination of their respective cultural skills and knowledge, as well as respect of cultural diversity. Cultural values, assets and practices, will be integrated into educational and communication programmes, and will be given adequate recognition notably through national frameworks, which are similar among PALOP-TL countries. Special support should be provided to cultural programmes that foster employment through creativity and artistic expression, promote democracy and the freedom of expression, as well as address gender issues and discrimination.

In addition, a specific component on *governance capacity development* will reinforce institutional capacity building in key policy areas of common interest such as research cooperation and researcher mobility on the basis of a variable geometry approach. This means that some countries may enhance South-South cooperation at different levels and/or speed on specific areas of interest, based on demand and depending on needs and availability of skills among a minimum of two countries of the group. For example, one country could request specific technical assistance to another country of the group in one given policy area, either from past cooperation or from any innovative area of interest. It could be as for example, competition policy, Information and Communication Technologies (ICTs), environment and

climate change issues, disaster risk reduction and resilience building to the most vulnerable populations<sup>8</sup> or any other relevant area if requested.

Particular attention will be paid to the deployment of ICTs and the full exploitation of their potential in providing or facilitating sustainable solutions in all sectors and areas of intervention of the programme. Therefore, a specific expertise facility could be shared by several countries, not necessarily all at the same time.

The overall 11<sup>th</sup> EDF PALOP-TL cooperation programme is expected to contribute towards the Commission's objective to further support social sectors and address EU cross-cutting issues, with a particular focus on gender and human rights. This would be in line with the *Agenda for Change*, calling, inter alia, for a more comprehensive approach to human development, supporting increased access to quality services and enhanced social protection in support of inclusive growth characterised by "*people's ability to participate in and benefit from wealth and job creation*".

## II. FINANCIAL OVERVIEW AND EU SUPPORT PER PRIORITY AREA

The PALOP-TL Multiannual Indicative Programme is based on an indicative allocation of EUR 30 million. This indicative allocation is expected to be distributed as follows:

Priority area	Indicative allocation (million EUR)
Priority area 1: Employment generation	18
Priority area 2: Governance capacity development	8
Coordination structures and support measures	3
Contingencies	1
<b>Total</b>	<b>30</b>

### 2.1 Priority area 1: Employment Generation

The programme will focus on employment generation including income generating activities in the sector of culture. Through specific measures for disadvantaged groups like women and youth, and the respect of cultural diversity, the programme will contribute to promote some democracy aspects and human development in a context of sustainable and inclusive growth. For indicative purposes, EUR 18 million is earmarked for this specific objective. In this sector, the following specific objectives shall be pursued:

#### 2.1.1 Specific objective 1: enhance employment, through mobility and inclusion

*The main indicative expected results are:*

- Strengthened capacity of PALOP-TL countries on employment and mobility, particularly through activities in the field of vocational education and training, and

<sup>8</sup> Resilience building is an overarching goal as outlined in the European Commission's Communication on Resilience.

exchanges of best practice. Specifically in the field of research and innovation, this could be achieved by building upon/synergising with existing opportunities in the context of current projects and regional platforms available, as well as supporting participation of PALOP-TL countries in potential opportunities available through Horizon 2020.

- Qualification frameworks and governance systems reinforced at institutional level, including strategy for definition and implementation of equivalent and harmonised systems of professional qualifications and training initiated.
- Enhanced commitment at national and regional level to simplify legal, regulatory and administrative procedures promoting employment and mobility, contributing to improve sector policy governance.
- Simplified procedures and defined common approaches to maximize synergies and the impact of professional education and employment interventions.
- Flexibility and mobility of professional workers, enhancing equality.

### **2.1.2 Specific objective 2: promote employment through income generating activities in the culture sector**

*The main indicative expected results are:*

- Specific employment and social inclusion activities promoting culture implemented with particular attention to youth and women, such as innovative income generating activities supporting the production of cultural products or skills development.
- Professional training and qualification in the culture field defined and commonly recognised, hence contributing to improved sector policy governance.
- Mobility of artists and/or artwork, social scientists, and social innovators improved.

All the above results are expected to also induce both men and women's involvement in decision making processes and project planning, and to be the outcomes of specific measures targeting disadvantaged groups, youth and women in particular.

The main indicators for measuring the aforementioned results are detailed in the sector intervention framework attached in Annex 1.

## **2.2 Priority area 2: Governance Capacity Development**

For indicative purposes, EUR 8 million is earmarked for this focal area. Foreseen interventions will focus on the implementation of a capacity building component through a technical facility response mechanism and innovative solutions. It will be based on demand and availability of specific expertise between a minimum of two countries and will promote South-South and North-South cooperation. This variable geometry approach will allow response to needs on demand but also deepening cooperation at various levels and/or speed, depending on specific interest existing on key policy areas between PALOP-TL countries. Indicatively, these key policy areas of common interest could be based on past experience (statistics, justice, electoral cycles, etc.) and/or on new domains such as research, climate change or environmental issues, etc.



### 2.2.1 Specific objective

*The main indicative expected results are:*

- Socio-economic and mobility linkages among PALOP-TL countries reinforced through exchange of expertise in key policy areas of common interest, depending on requests.
- Institutional capacities in Governance and public administration reinforced in existing and/or specific areas of cooperation of common interest.
- Policy dialogue reinforced in areas of common interest and in international fora.
- Multiplier effects enhanced, dissemination of best practices, know-how transfer and visibility of the programme further developed.

The main indicators for measuring the aforementioned results are detailed in the sector intervention framework attached in Annex 1.

A detailed analysis on Gender and Risks will be carried out during the identification of specific actions by i) mainstreaming of gender, including gender disaggregated indicators and ii) strengthening of risk analyses and identification of mitigating measures in the preparation of new projects and programmes.

## 2.3 Coordination and support measures

Essential elements of the future PALOP-TL and EU cooperation concluded and endorsed during the X RON (Meeting of the PALOP-TL National Authorizing Officers (NAOs) and the European Union) meeting in March 2014 encompass the following:

- 1) A Multiannual Indicative Programme with a specific indicative envelope of EUR 30 million subject to final decisions by the EU Member States and to be provided following the provisions of the Cotonou Agreement;
- 2) The revised governance structure of the programme, with a political rotating presidency on annual basis among PALOP-TL countries, ensuring the political oversight of the cooperation;
- 3) The appointment of the National Authorising Officer of Mozambique (NAO) as the single Authorising Officer of the Programme, mandated to manage the implementation and the overall coordination of the 11<sup>th</sup> EDF PALOP-TL Programme;
- 4) The approval of two priority areas, *employment generation* and *governance capacity development*.

The new governance structure of the programme foresees two levels of management:

- A political level corresponding to the existing NAOs annual meeting together with a system of rotating political Presidency ensuring the oversight and the overall steering of the programme in coordination with the Programme Authorising Officer;
- A technical level encompassing bi-annual technical meetings and all operational issues.

As per the conclusions of the X RON (10<sup>th</sup> Meeting of the PALOP-TL National Authorizing Officers (NAOs) and the European Union), the political Presidency of the programme will be nominated on an annual and rotating basis between the PALOP-TL countries. Angola was nominated for the first Presidency in Luanda at the X RON (13<sup>th</sup> March 2014). The political Presidency will act according to specific functions as defined in the conclusions and deliberations of the meeting, including the chairing of the RON meetings and ensuring coordination on issues of common interest in international fora.



The National Authorising Officer of Mozambique was nominated as the single Programme Authorising Officer and was fully mandated to manage the implementation and the overall coordination of the 11<sup>th</sup> EDF PALOP-TL Programme. This nomination entails the responsibility to take all necessary decisions related to essential oversight functions as defined in relevant provisions of the Cotonou Agreement.

The single Programme Authorising Officer will receive support to implement and follow up the operations at technical level, including information and visibility actions, as well as logistics and organization of the annual meetings and administration of the programme. Direct lines of communication with focal points identified in each country at the NAO offices and by the PALOP-TL NAOs will be established. These focal points will be responsible for the implementation of the programme in synergy with other priorities at country level, in order to guarantee coherence and efficiency in the implementation of the programme at sector and global levels.

In this context, the programme will also support the operating expenditures of the PALOP-TL coordination structures with an indicative funding of EUR 3 million.

An indicative amount of EUR 1 million is allocated for contingencies.

### **III. IMPLEMENTATION MODALITIES**

The programme will use different types of management modes, taking into account comparative advantages, good practice from the past implementation of projects, multiplier effects and absorption capacities.

To guarantee the coordination and the added value of the programme between the PALOP-TL countries and in respect of the principle of concentration, the Multiannual Indicative Programme foresees two main areas of interventions. The governance capacity development implementation will be demand driven.

In this context, various possibilities exist in the new modes of implementation:

- Indirect management with the single Programme Authorising Officer;
- Indirect management with International Organizations or with agencies of EU Member States;
- Direct management by the European Commission.

Strengthening linkages with institutional partners, as well as expanding the use of various modes of delivery and potential partnerships are key aspects for the future framework.

### **IV. LIST OF ANNEXES**

ANNEX 1: PALOP-TL Sector intervention framework 2014-2020

ANNEX 2: 11<sup>th</sup> EDF PALOP-TL Programme - Indicative timetable for commitments

## **ANNEX 1: PALOP-TL SECTOR INTERVENTION FRAMEWORK 2014-2020**

### **Priority area 1 – Employment Generation**

The programme will focus on the promotion of employment and the reinforcing of institutional governance capacity building by supporting management and reform of professional qualification and Vocational Education Training (VET) frameworks, in terms of structures and systems.

Specific objectives: promote employment and reinforce institutional governance development.

Specific objective 1: <i>enhance employment, through mobility and inclusion</i>		
<i>Expected results</i>	<i>Indicators</i>	<i>Means of verification</i>
1. Strengthened capacity of PALOP-TL countries on employment and mobility, as well as via cooperation in research and innovation, through vocational education, exchanges of best practice, know-how transfer, knowledge dissemination, twinning activities between research institutions, innovative centres and SMEs, and complementarity with other regional projects.	<p>1.1 Number of trainings and joint meetings held by the PALOP-TL national agencies for employment and/or qualifications under the programme.</p> <p>1.2 Number of researchers/innovators exchanges, institutional twinning and business incubators set up as result of this PALOP-TL support programme implementation.</p> <p>1.3 Number of twinning activities between research/technology and innovation-orientation organisations and SMEs or public institutions related to other existing regional projects.</p>	<p>PALOP-TL Programme activity reports and external evaluations.</p> <p>Strategic plans for professional training.</p> <p>University, research institute staff statistics and general records. Company establishment registers. Participation to raise-awareness activities.</p> <p>Number of dissemination activities and cooperative actions in research and innovations.</p> <p>Number of universities, innovations centres/labs, research institutions, SMEs participation to international cooperation activities (south-south/north-south).</p> <p>National/ regional qualification systems of reference in the PALOP-TL – National</p>
2. Qualification frameworks and governance systems reinforced, including equivalent and harmonised systems of professional qualifications and training initiated.	<p>2.1 Number of official diplomas delivered (including gender-disaggregated data).</p> <p>2.2 Number of agreed harmonized frameworks/systems of professional qualifications.</p> <p>2.3 Number of vocational education training courses started and</p>	

<p>3. Enhanced commitment to simplify legal, regulatory and administrative environments.</p> <p>4. Simplified procedures and defined common approaches to maximize synergies and the impact of professional education / employment and mobility interventions.</p> <p>5. Flexibility and mobility of professional workers with an attention to equality.</p>	<p>recognised as equivalent in at least one other PALOP-TL country.</p> <p>3.1 Number of agreed harmonized frameworks/systems of professional qualifications.</p> <p>3.2 Number of countries which reviewed the legislation to promote employment generation and mobility (number of laws, regulations, etc. revised or revision proposed).</p> <p>4.1 Number of countries which have drafted/revised their national employment/VET strategies (or related sections in their national development plans) with EU support.</p> <p>4.2 Number of agreed harmonized frameworks/systems of professional qualifications.</p> <p>5.1 % of qualified persons benefiting from the EU support programme (gender and age disaggregated data) active in labour market.</p> <p>5.2 % of qualified persons benefiting from the EU support programme (gender and age disaggregated data) who benefited from cross-country mobility, notably based on comparative analysis with level of employment per country (employment and migration statistics).</p>	<p>catalogue of skills and competences.</p> <p>Agreements signed between PALOP-TL on harmonisation of systems of professional qualifications, training and employment.</p> <p>National laws revised.</p> <p>PALOP-TL country reports (National budget, National Statistical Institutes of, labour market) providing national / regional data on employment and mobility, including budget analysis (% of national budget dedicated to professional qualification and qualification of human resources).</p> <p>National/regional (PALOP-TL) surveys and statistics on employment and mobility (STATAFRIC database).</p> <p>Programme and reports of Professional Education and skill development Centres.</p>
<b>Specific objective 2: <i>promote employment through income generating activities in culture sector</i></b>		
<b><i>Expected results</i></b>	<b><i>Indicators</i></b>	<b><i>Means of verification</i></b>
<p>1. Specific employment and social inclusion activities promoting culture implemented with particular attention to women and youth.</p>	<p>1.1 Number of beneficiaries of income generating activities in culture sector, among PALOP-TL countries and supported through EU funded projects (age and gender disaggregated data).</p> <p>1.2 Number of innovative income generating activities (supporting</p>	<p>PALOP-TL programme and country reports.</p> <p>National surveys /reports on cultural activities.</p>

<p>2. Professional trainings and qualifications in the culture field defined and/or commonly recognised.</p> <p>3. Mobility of artists, artworks, and social scientists / innovators between PALOP-TL countries reinforced.</p>	<p>the production and/or the commercialisation of cultural products, creative cultural industry, and/or skills development) in culture sector developed/supported through EU funded projects.</p> <p>2.1 Number of types of artist/cultural creations pertaining to informal sector included in specific curriculum and/or certified.</p> <p>2.2 Number of vocational education training courses started and recognised as equivalent in at least one other PALOP-TL country.</p> <p>3.1 Number of artists, social scientists and/or innovators benefiting from the EU funded programme (gender and age disaggregated data) who participated in regional / international events (cross-country mobility).</p>	<p>Press release, television and/or radio advertising on cultural regional / international events.</p> <p>National/regional (PALOP-TL) surveys and statistics on employment and mobility (STATAFRIC database).</p> <p>PALOP-TL Programme activity reports.</p>
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### Priority area 2 - Governance Capacity Development

The programme will reinforce social and economic linkages among PALOP-TL countries through the implementation of a development capacity facility based on a technical facility response mechanism and variable geometry approach. Hence it will contribute to further promote South-South cooperation.

Specific objective: strengthen institutional capacity in governance

Specific objective : <i>strengthen institutional capacity in governance</i>		
<i>Expected results</i>	<i>Indicators</i>	<i>Means of verification</i>
<p>1. Socio-economic and mobility linkages among PALOP-TL countries reinforced through exchange of expertise in key policy areas of common interest, depending on demand.</p>	<p>1.1 Number of sectors where there has been cooperation between at least 2 PALOP-TL countries, to enhance socio-economic development.</p>	<p>PALOP-TL programme and country reports.</p> <p>TA reports on triangulation.</p> <p>PALOP-TL Programme activity</p>

<p>2. Institutional capacities in Governance and public administration reinforced in ongoing and/or new specific areas of cooperation of common interest.</p>	<p>2.1 Number of technical assistance requests from minimum one PALOP-TL country received by the NAO of the PALOP-TL Programme for institutional capacity development and cooperation among minimum two PALOP-TL countries.</p> <p>2.2 Number of activities (fora, conferences, networks) promoting exchange of best practices conducted in specific areas of common interest.</p>	<p>reports.</p> <p>Sector specific country reports.</p> <p>International reports on thematic issues.</p>
<p>3. Policy dialogue reinforced in areas of common interest and in the international fora.</p>	<p>3.1 Number of structured policy dialogues between key actors at national /regional level conducted in sectors of common interest.</p> <p>3.2 Number of "common positions" among PALOP-TL countries in specific areas (professional education framework, language, culture) defined in international fora where PALOP-TL countries participate.</p>	<p>International fora conclusions.</p> <p>Press releases.</p>
<p>4. Multiplier effect, dissemination of best practices and visibility of the programme further developed.</p>	<p>4.1 Visibility and communication of the PALOP-TL programme and activities enhanced through website, TV/newspapers (number of press releases on events issued and reported in the media, number of hits on website).</p> <p>4.2 Number of participations / representations of the programme to communicate best practice in regional / international events.</p>	<p>Programme websites with tools.</p>

## ANNEX 2: 11<sup>TH</sup> EDF PALOP-TL PROGRAMME - INDICATIVE TIMETABLE FOR COMMITMENTS

The amounts mentioned in this table are indicative

	Indicative allocation (Million EUR)	2014 2015 2016 2017 2018 2019 2020							
Priority area 1: Employment Generation	18			X				X	
Priority area 2: Governance Capacity Development	8			X					
Operating expenditure – Coordination and Support Measures	3			X					
Contingencies*	1								

**X= commitment year**

*\* The allocation of the contingencies will be determined during implementation*