

PART I  
Chapter 4

## International Co-operation

*Portugal has been a forerunner of the European maritime policy. It has also influenced EU policy development on water scarcity and drought, climate change and biodiversity, but ensuring compliance with the EU Common Fisheries Policy remains a difficult challenge. Over the last decade, Portugal has ratified important international agreements aimed at preventing marine pollution from ships. Multilateral co-operation has been fruitful in preventing illegal movements of waste and trade in endangered species of wildlife fauna and flora. Joint management of shared river basins is a continuing challenge in Portugal's co-operation with Spain. Budget constraints bear on Portuguese development assistance, including for the promotion of the environment.*

## Assessment and recommendations

Portugal has actively contributed to the development of European maritime policy, including the Marine Strategy Framework Directive of 2008. It was among the first European countries to establish an institutional framework for a maritime strategy. In 2006, the Council of Ministers approved a National Ocean Strategy to develop sea-related activities and protect marine natural resources through an integrated maritime affairs policy. In 2007, an inter-ministerial commission on maritime affairs was created to co-ordinate the implementation of this policy and a stakeholder forum was launched. However, implementation of the National Ocean Strategy should be accelerated. Maritime spatial planning has begun but is proceeding slower than planned. Responsibility for maritime and coastal planning is scattered among various institutions, and synergies are difficult to create. Further efforts will be needed to improve knowledge of the marine ecosystem and better integrate biodiversity concerns in sectoral policies.

In line with the recommendations of the previous review, Portugal has ratified important international agreements to prevent marine pollution from ships and to allow more compensation in the event of an oil spill. Nonetheless, there is room for further progress on preparedness for incidents involving pollution by oil and by hazardous and noxious substances (HNS). Portugal is not a party to the 1996 Protocol to the London Dumping Convention, the Convention on the Control of Harmful Anti-fouling Systems on Ships, or the Convention for the Control and Management of Ships' Ballast Water and Sediments. It exceeds the target (under the Paris Memorandum of Understanding on Port State Control) of inspecting 25% of ships calling at its ports, but penalties for non-compliance are not usually imposed.

Since 2000, the size of the Portuguese fishing fleet has been reduced by 20% in terms of number of vessels, 12% in terms of gross tonnage, and 6% in terms of power. However, until 2003 significant public funding (including EU support) was devoted to building new ships. During the past ten years, it is likely that measures to limit fishing effort have been offset by productivity gains. Portuguese fishers continue to exploit some species that are beyond safe biological limits. Additional efforts need to be made to enforce compliance with the rules of the EU Common Fisheries Policy.

Portugal plays an active role in co-operative activities to prevent the transport of illegal waste. In recent years it has performed an increasing number of inspections in this regard with other European countries. It has also taken a major step towards fulfilling its 1999 commitment to become self-sufficient in waste treatment. Two hazardous waste treatment facilities began to operate in 2008. Progress in achieving the goal of reducing exports of hazardous waste has been mixed; shipments increased four-fold between 2001 and 2008, but fell by two-thirds from 2008 to 2009. Despite progress, Portugal needs to promote public participation in waste management in order to overcome “not in my backyard” type responses to waste treatment.

Since the previous review, Portugal has strengthened its legislative and regulatory framework to combat illegal trade in endangered species of wild fauna and flora. Legislation enacted in 2009 provides stiffer penalties, and there have been criminal prosecutions in cases of serious offences. Portugal co-operates with Brazil (as well as with Spain and other EU countries) on enforcement activities but its resources and skills are limited.

Co-operation with Spain on water has been strengthened in the framework of the Albufeira Convention, which went into effect in 2000. A Protocol to this Convention defining minimum quarterly and biannual flows from Spain to Portugal was signed in 2008. Under this Protocol, ecological flows will be maintained during the year taking into account seasonal variability. In 2009, the transboundary Gerês-Xurê Park was included in UNESCO's World Network of Biosphere Reserves. The two countries carry out joint projects to protect the Iberian lynx and the Imperial Eagle. They also co-operate in regard to the impacts of climate change on Iberian biodiversity. Significant efforts will still need to be made to develop joint management of shared river basins.

During its EU Presidency in 2007, Portugal contributed to laying the foundations of European policy on water scarcity and drought. It also promoted climate change and biodiversity on the EU agenda and in international fora.

Official development assistance (ODA) by Portugal reached USD 507 million in 2009, representing 0.23% of its gross national income (GNI). However, Portugal did not meet the EU target of 0.33% ODA/GNI in 2006, and the projection for 2010 (0.34%) is well below the minimum DAC-EU donor target of 0.51%. Achieving the objective of 0.7% in 2015 will be extremely challenging. The share of assistance for environment and water and sanitation in total ODA (about 1%) reflects the low priority given to these areas in Portuguese development co-operation compared to that in other DAC countries. However, imputed multilateral contributions with respect to water through EU institutions have increased notably. Several environmental projects have been implemented with the Portuguese-speaking African countries (PALOPS), including training programmes on inspections and impact assessment as well as activities concerned with reducing deforestation and mitigation of climate change. In 2010, in the framework of the Copenhagen Accord, Portugal pledged EUR 36 million of fast-start financing over 2010-12.

### Recommendations

- Speed up *implementation of the National Ocean Strategy*, particularly actions on the protection and restoration of marine ecosystems; finalise and implement maritime spatial planning, in coherence with coastal zone management.
- Pursue efforts to *ratify and implement international agreements on the prevention of marine pollution*, including the 1996 Protocol to the London Dumping Convention as well as the Anti-fouling Systems and Ballast Water Conventions; improve capacity to respond to incidents involving pollution by oil and hazardous and noxious substances (HNS).
- Further *mainstream environment in Portugal's official development assistance*; honour the 2010 pledge made in the framework of the Copenhagen Accord to provide fast-start financing to developing countries.

## 1. Marine environment

### 1.1. Objectives and institutional framework

Portugal has a 1 187 km coastline.<sup>1</sup> Its Exclusive Economic Zone (EEZ) covers more than 18 times its terrestrial area.<sup>2</sup> In 2009, it submitted a proposal to the UN for the extension of its continental shelf. If this proposal is approved, the area under Portuguese jurisdiction will increase to about 2.1 million km<sup>2</sup>, presenting new opportunities to exploit marine resources. The concept of “integrated marine policy” (IMP) has gained momentum in the Portuguese policy agenda, as well as in international forums. In 2007, the EU adopted an IMP (the “Blue Paper”) with a view to enhancing sustainable development of sea-related activities. The environmental pillar of this IMP, the Marine Strategy Framework Directive, was adopted in 2008 with the aim of achieving good environmental status for Europe’s marine waters by 2020. It requires EU countries: i) to develop marine strategies to protect and preserve the marine environment and prevent marine pollution; ii) to adopt an ecosystem-based approach to the management of human activities; and iii) to ensure the integration of environmental concerns in the different policies that have an impact on the marine environment. The Directive also calls for improved co-ordination through Regional Seas Conventions.

Portugal was among the first European countries to establish an institutional framework for a maritime strategy. The Task Group for Maritime Affairs, created in 2005, developed a *National Ocean Strategy* approved by the Council of Ministers in 2006 (Ministry of National Defense, 2006). This strategy seeks to develop sea-related activities while protecting marine natural resources through an integrated maritime affairs policy. It includes three pillars: knowledge, spatial planning, and promotion and defense of national interests. In 2007, an Interministerial Commission for Maritime Affairs (ICMA)<sup>3</sup> was created as a first priority action to co-ordinate, monitor and assess the strategy. A stakeholder forum was launched in 2008. In the same year, a regulation provided for the development of maritime spatial planning, a key tool to set priorities among competing human activities and manage their impact on the marine environment. The Water Institute (INAG) is in charge of co-ordinating this work, as part of a multidisciplinary team of representatives of the ministries involved in the ICMA. As the INAG has jurisdiction over the Public Maritime Domain,<sup>4</sup> it is expected to ensure the coherence of spatial planning across the land-sea boundary. While the pace of implementation has varied with respect to the various measures defined by the ICMA, overall progress has been slow. Maritime spatial planning is still at an early stage, although it was projected to be completed by 2009. Expertise in maritime and coastal planning is scattered among various institutions, and synergies are difficult to create. Knowledge of the seabed has greatly improved in order to establish the outer limits of the Portuguese continental shelf, but better understanding the marine ecosystem requires considerable investment. Biodiversity concerns still need stronger integration in sectoral policies (*e.g.* fisheries, tourism) to ensure the conservation or recovery of the good environmental status of the marine environment. New sites have been added to the list of coastal and marine protected areas, but their effective management is hampered by Portugal’s lack of human and financial resources (Chapter 6).

### 1.2. Pollution from ships

Over the last decade, *maritime transport* of goods and passengers has increased along the Portuguese coastline, together with the risk of shipping related pollution. Pressures

include incidental, operational and illegal discharges of oil and hazardous substances, air pollution, waste discharges, releases of toxic substances in anti-fouling paints, and the introduction of non-indigenous organisms in ballast water. Portugal has an obligation to comply with the International Maritime Organization (IMO) environmental standards for shipping. As a party to the Convention for the Protection of the Marine Environment of the North-East Atlantic (OSPAR), it is also committed to prevent and eliminate marine pollution from land-based and offshore sources.

Responsibility for *maritime safety and environmental protection* lies with the Institute of Ports and Maritime Transport (IPTM), under the Ministry of Public Works, Transport and Communications, and the port authorities under the Ministry of Defense. The IPTM regulates and supervises port and maritime activities and is in charge of co-ordinating the related sectoral plan. Port authorities are responsible for providing reception facilities for waste (oily waste, garbage and sewage) generated by ships, as defined by the 1973/1978 MARPOL Convention for the Prevention of Pollution from Ships and the related European Directive (2000/59/EC). The environmental impacts of port activities in Portugal are not yet well-documented. Under the Strategic Guidelines for the Port and Maritime Sector (Ministry of Transport, 2006) port administrations were to have published sustainability reports as of 2008. In that year, Sines was the only port with ISO 14001 environmental management certification. Although Portugal is a party to the 1972 London Convention on the Prevention of Marine Pollution by Dumping of Wastes and Other Matter, it has not ratified the 1996 Protocol to the Convention, which is more restrictive. Since 2005, Portugal has reported the dumping of increased amounts of dredged material at sea due to port extensions. In 2007, 11 permits were issued to dispose of 2.6 million tonnes of dredged sediment. Quality standards are used to classify material for disposal, ranging from Class 1 (may be disposed of in the aquatic medium or in locations exposed to erosion, or used to feed beaches without restrictive norms) to Class 5 (should not be dredged).

In 2008, Portugal ratified the 1997 Protocol to the *International Convention for the Prevention of Pollution from Ships*, which limits SO<sub>x</sub> and NO<sub>x</sub> emissions from ships and prohibits deliberate emissions of ozone-depleting substances. NO<sub>x</sub> emissions from international shipping have increased significantly in the OSPAR maritime area, and levels are expected to continue to grow with shipping traffic (OSPAR, 2009a). Portugal has not signed the 2001 International Convention on the Control of Harmful Anti-fouling Systems on Ships, but Directive 2002/62/EC bans the application of organotin anti-fouling paints on EU boats as of 2003 and on any boats after 2008. The presence and effects of the anti-fouling agent TBT in the marine environment continue to cause concern on the Iberian coast (OSPAR, 2009b). A study conducted in the Ria de Aveiro estuary (northwest Portugal), which is exposed to pollution from ports, dockyards and marinas, suggests the EU ban may have led to decreased TBT pollution after 2003 although recent inputs and high pollution levels were still being recorded in 2005 (Sousa, et al., 2007). Shipping traffic increases the risk of introducing alien species in ballast water. However, Portugal has not signed the 2004 International Convention for the Control and Management of Ships' Ballast Water and Sediments (not yet in force).

In 2009, out of 2 669 individual ship calls to its ports, Portugal performed 836 inspections, exceeding its 25% inspection effort commitment under the Paris Memorandum of Understanding on Port State Control. During 62% of inspections, one or more deficiencies were found while 3% led to ship detention. A new inspection regime

targeting ships at risk will start in 2011. The European Commission recently formally requested Portugal to implement the Directive on port state control (95/21/EC), particularly in regard to imposition of penalties on ships that fail to meet EU safety standards. An inspection visit revealed that in practice Portugal does not impose penalties. Portugal adhered to the 1990 International Convention on Oil Pollution Preparedness, Response and Co-operation (OPRC) only in 2006. Under the national contingency plan (*Plano Mar Limpo*, 1993), the competent authority for marine pollution response is the Maritime Authority (Portuguese Navy, Ministry of Defense). Depending on the seriousness of spills, they are handled by port authorities, local or regional maritime authorities, or the Director General for spills with national impacts. No major event has occurred in recent years, but pollution incidents are still a concern. In 2008, 45 cases (mainly illegal discharges from ships) were registered, twice as many as in the previous year. One hundred alerts were relayed by the satellite-based monitoring system for marine oil spill detection and surveillance in European waters. Port authorities and the Navy have their own equipment for oil pollution response, but overall capacity is rather limited.

In 2006, Portugal ratified the 2000 Protocol on Preparedness, Response and Co-operation to Pollution Incidents by Hazardous and Noxious Substances (OPRC-HNS 2000). So far, it has not experienced an incident of this type. Portugal has not made any risk assessment aimed at marine transport of HNS, and it has no specific capacity to deal with these substances (EMSA, 2008). Portugal hosts the headquarters of (and co-operates with) the European Maritime Safety Agency (EMSA), established in 2002 to reduce the risk of maritime accidents and marine pollution from ships in European waters. The EMSA can provide at-sea oil recovery services from vessels based on the Atlantic coast, one of which operates from Sines. The 1990 Lisbon Co-operative Agreement for the Protection of the Coasts and Waters of the North-East Atlantic against Pollution provided the framework for co-operation between Portugal, Spain, France, Morocco and the EU in case of pollution accidents. This agreement did not enter into force due to a territorial dispute between Spain and Morocco over the borders in Western Sahara. An Additional Protocol settling the issue was recently approved by the parties, making it possible for the Lisbon Agreement to take effect.

In line with the recommendations of the previous review, Portugal has ratified international agreements to enable greater *compensation in the event of an oil spill accident*<sup>5</sup> (OECD, 2001). In 2002, following the sinking of the oil tanker *Prestige* off the coast of Galicia, no oil was reported to have come ashore in Portugal (although some clean-up operations at sea were carried out by Portuguese authorities). Under the 1992 Civil Liability and Fund Conventions, the Portuguese government claimed EUR 4.3 million in compensation in the Maritime Court in Lisbon. In 2006, the 1992 Fund made a payment of EUR 328 488, corresponding to 15%<sup>6</sup> of the final assessment (EUR 2.2 million). The government subsequently withdrew its claim (IOPCF, 2010). Portugal has not ratified the 1996 International Convention on Liability and Compensation for Damage in Connection with the Carriage of Hazardous and Noxious Substances by Sea (not yet in force).

### 1.3. Fisheries

Portugal is the *largest consumer of fish and seafood in the EU*, at 57 kg per person per year. Most of the domestic supply of fishery products is imported. The fishing industry represents only 0.3% of GDP and 0.6%<sup>7</sup> of employment, but remains important to

communities in less-favoured coastal areas that depend almost exclusively on fisheries and related activities.

In the framework of the EU Common Fisheries Policy (CFP), Portuguese policy seeks to provide *economically, environmentally and socially sustainable conditions for the harvesting of common biological resources*. The management system includes the establishment of annual total allowable catch (TAC) and quotas for some species and fishing areas, the application of technical conservation measures, and limits on fishing effort. A licensing system controls access to the industry, with acquisition, construction or modification of vessels requiring prior authorisation. To regulate this access for sardine fisheries (the leading species in terms of volume), several management measures were adopted including a weekend ban. For 2010, a decree order set a catch limit of 55 000 tonnes, of which 55% is allocated to members of producer organisations. For North Atlantic fisheries, a system of individual quotas that are internally transferable is in place for a group of 13 long-distance vessels, subject to previous authorisation from the administration.

Between 2000 and 2006, EU funding amounting to about EUR 190 million<sup>8</sup> was allocated to support *structural measures for fisheries and aquaculture* (EUR 270 million, including national public co-financing). The leverage effect on public and private investment largely exceeded the amounts anticipated for the end of the programmed period.<sup>9</sup> Public funding was mainly dedicated to developing aquaculture (23%) and building new ships (17%), while vessel scrapping accounted for 10%. Total eligible public expenditure under the Operational Programme for 2007-13 is EUR 325 million, with EU assistance of EUR 246 million.

In 2009, the *Portuguese fishing fleet* (the fourth largest fleet in the EU 27) was made up of 8 600 vessels with a total tonnage of 104 018 GT (the fifth largest tonnage). Some 1 300 vessels were registered in the Autonomous Regions of the Azores and Madeira. Most vessels are non-trawlers less than 12 metres in length, but those above 100 GT account for more than two-thirds of total tonnage. Since 2000, the overall fleet size has been reduced by 20% in terms of number, 12% in terms of GT and 6% in terms of power. As in other EU countries, measures to limit fishing efforts are likely to have been offset by productivity gains due to renewal and modernization of the fleet.

Total catches increased by 26% between 2000 and 2008, then dropped by 15% in 2009. Sardine, mackerel and horse mackerel are the *most important fish species* landed. In 2009, 21% of landings were from foreign waters, mainly the northwest Atlantic (redfish and Greenland halibut), the northeast Atlantic (cod off Norway and Svalbard, sardine and horse mackerel off Spain, redfish off Greenland) and the central Atlantic (blue shark). Several shared stocks exploited by Portugal continue to decline, for example Norwegian lobster and angler fish. A ten-year recovery plan<sup>10</sup> for southern hake and Norwegian lobster stocks was implemented in 2006, but so far has not been effective; fish mortality has not decreased and the TAC has been exceeded during every year of the plan (ICES advice 2010).

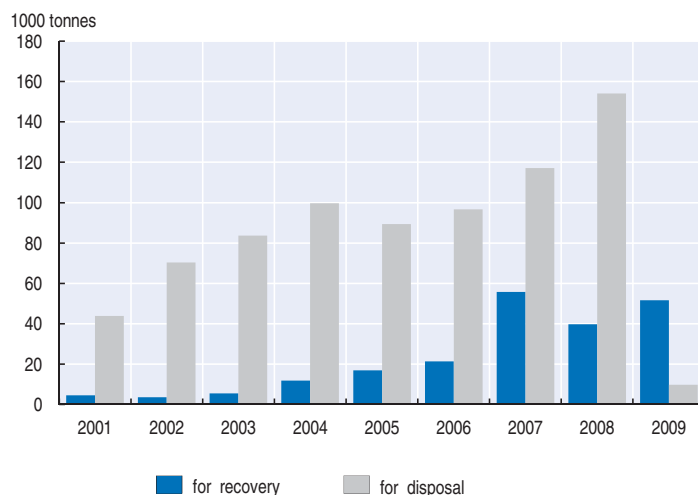
*Compliance with CFP rules* is a challenge for Portugal, as for other EU members. In 2006, it detected 1 352 serious infringements by fishers and other economic operators, 13% of the total number of such infringements in the EU (EC, 2008). Unauthorised fishing constituted 44% of all cases, followed by fishing without a license (19%) and use of prohibited fishing gear (14%). Of the overall number of infringements detected, 60% were sanctioned, in most cases through seizures or fines. Fishing licenses were rarely suspended. The rate of sanctions was lower than in other EU members, as were the average fines imposed. The

amount paid by the fisheries industry represented only 0.1% of fish landings. Since January 2010, new regulations have strengthened the EU's control and enforcement system.

## 2. Trade and environment

Portugal implements the EC Regulation on shipments of waste,<sup>11</sup> which applies the provisions of the Basel Convention concerning the control of *transboundary movements of hazardous waste* and the OECD Council Decision on the control of transboundary movements of waste destined for recovery operations [C(2001)107/Final]. Its exports of hazardous waste increased four-fold between 2001 and 2008, reaching nearly 200 000 tonnes in that year (Figure 4.1). Portugal was slow to develop its hazardous waste treatment capacity. Nearly ten years<sup>12</sup> after its commitment to self-sufficiency, two specialised facilities<sup>13</sup> started to operate in 2008. Although legal provisions encouraging hazardous waste treatment by co-incineration in cement kilns exist, this type of treatment has been limited due to public opposition. With the new facilities operating, the amount of hazardous waste shipped for disposal fell in 2009. Spain continued to be the primary destination of Portuguese waste exports, mainly for metals recovery and refining of used oil. In 2008, 31 000 tonnes of non-hazardous waste<sup>14</sup> (paper, metal, recovered plastics) was sent for recovery, mainly to Spain and China.

Figure 4.1. **Exports of hazardous waste, 2001-09**



Source: Portuguese Environment Agency.

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Portugal actively collaborates with other European countries to *prevent illegal waste transport*. Within the framework of the EU Network for the Implementation and Enforcement of Environmental Law (IMPEL) cluster on transfrontier shipment of waste (TFS), it has performed an increasing number of inspections, some jointly conducted with Spain. Of 1 281 transport controls (inspections of containers, trucks, trains and documents) between October 2008 and June 2009, 68 concerned transboundary shipments of waste, of which 35% turned out to be in violation of the EC Regulation on shipments of waste (EC, 2009).



In recent years, there have been about 300 seizures of illegal wildlife products (mainly mammals, reptiles and birds) per year. In 2009, legislation was enacted to improve implementation of the *Convention on International Trade in Endangered Species of Wild Fauna and Flora* (CITES) and compliance with the related EU regulations. Under this law, fines ranging from EUR 500 to 2.5 million may be imposed depending on the severity of the offence. The Institute for Nature Conservation and Biodiversity (ICNB) was given formal responsibility for co-ordinating CITES enforcement, as part of a group including representatives of Customs, the Food and Safety Authority, the Veterinary Service, the General Public Prosecution Office, the Nature Protection Service of the National Guard, and regional administrative authorities. Since 2007, serious CITES offences have been subject to penal sanctions. Two criminal prosecutions for illegal trade in birds were mentioned in the 2007-08 Portuguese report to the Convention. Portugal co-operates with Brazil, Spain, the Netherlands and the United Kingdom to uncover illegal activities and investigate offences. However, CITES enforcement is often impeded by limited resources and expertise, while in practice, fines are often not imposed.

### 3. Bilateral and regional co-operation

Co-operation with Spain on water has progressed within the framework of the Convention on Co-operation for the Protection and Sustainable Use of Waters of the Portugal-Spain River Basins (*the Albufeira Convention*), which was signed in 1998. The Convention regulates use, quality and minimum flows and implements European law in the five main cross-border river basins. Information exchange has improved and a number of co-operative projects have been implemented, particularly in the Guadiana Basin. However, neither country met the EU Water Framework Directive's deadline for developing river basin management plans by 2009. In 2008, a new Protocol to this Convention was signed in order to define minimum quarterly and biannual flows from Spain to Portugal and maintain ecological flows during the year according to seasonal variability. The institutional setting has been improved with the creation of a joint permanent technical secretariat. An annex added to the Protocol specifies the exchange procedures for implementing strategic environmental assessment of cross-border effects. Portugal and Spain recently recognised the need to improve transparency between the two countries and to increase public participation in the development of management plans. Joint management of shared basins remains a challenge.

Portugal and Spain co-operate on *nature conservation and biodiversity*, with financial support from the EU. Further to the 19th Luso-Spanish Summit in 2003, a Memorandum of Understanding was signed between the countries' Ministries of Environment for co-operation on the Iberian lynx (*Lynx pardinus*) and the Imperial Eagle (*Aquila adalberti*). The Iberian lynx is classified as a critically endangered species by both countries and protected under the Bern Convention, CITES, and the EU Habitats and Species Directives. While the most recent information concerning this animal in the wild in Portugal dated from 2001, a radio tracking survey has shown that one adult male crossed the border from Spain to Portugal three times in 2010. Following a bilateral agreement in 2007 on a captive breeding programme (*ex situ*), 16 Iberian lynxes have been sent to the newly opened centre in the Algarve region, co-funded by the Algarve water company as a compensation measure for construction of the Odelouca dam. Notable success has been achieved in nature conservation with the Gerês-Xurés Transfrontier Park, which in 2009 was included in UNESCO's World Network of Biosphere Reserves (Box 4.1). Portugal and Spain are also

working jointly on the creation of the transboundary Tajo-Tejo International Park. The two countries co-operate on the protection of the *montados* ecosystem<sup>15</sup> through an Observatory for monitoring cork oak and holm oak stands created in 2003. In 2008, a joint research project (“Iberia Change”) was launched to assess the potential impacts of climate change on Iberian biodiversity during the next 100 years. This project will help the two countries develop common strategies to mitigate these impacts.

Water, nature conservation, biodiversity conservation and climate change will continue to be priorities for co-operation between the two countries. Portugal is also looking at ways to share its experience in the areas of *water resources management*, *waste management* and *air pollution* with the Maghreb countries.

Water scarcity and drought, climate change, and biodiversity were the three environmental priorities of the Portugal’s EU Presidency in the second half of 2007. In November 2006, a common agenda on biodiversity was agreed with Germany and Slovenia to ensure the consistency of the three countries’ successive presidencies and prepare for the Conference of the Parties to the Convention on Biological Diversity (COP-9) in May 2008. Portugal has supported the development and adoption by the parties to the CBD of scientific criteria to identify priority areas for biodiversity conservation in marine areas beyond national jurisdictions. It has co-ordinated discussions at EU level regarding the Cartagena Protocol on Biosafety. Portugal has committed itself to, and laid the foundations for, European policy on water scarcity and drought. It was responsible for co-ordinating the EU position during the series of negotiations on climate change that culminated in the 2007 UN Climate Change Conference in Bali. The International Carbon Action Partnership (ICAP), a partnership of countries pursuing the development of carbon markets through implementation of cap and trade systems, was established in Lisbon in 2007.

#### Box 4.1. Co-operation with Spain on nature conservation

The Xurés-Gerês Transfrontier Park was created in 1997 through a co-operative agreement between Portugal’s Institute for Biodiversity and Nature Conservation (ICNB) and the Xunta de Galicia (the executive branch of the Autonomous Community of Galicia, Spain), as part of broader co-operation by the Northern Portugal-Galicia Working Community. This park, which includes the Peneda-Geres National Park (northern Portugal) and the Baixa Limia-Serra do Xurés Nature Park (Galicia), covers areas included in the *Natura 2000* network. The region in which it is located is subject to oceanic and Mediterranean climatic influences. It contains rich forest and peatland ecosystems and a large number of endemic species.

Many cross-border activities are taking place, including the monitoring of important animal populations. A number of projects benefit from EU funding. For example, under the European territorial co-operation programme for cross-border co-operation between Spain and Portugal (POCTEP 2007-13) the *Natura Xurés-Geres* project (EUR 2 million, of which EUR 1.5 million is provided by the EU) seeks to establish a joint management plan for the transfrontier park, with a strong emphasis on monitoring and restoring species and habitats.

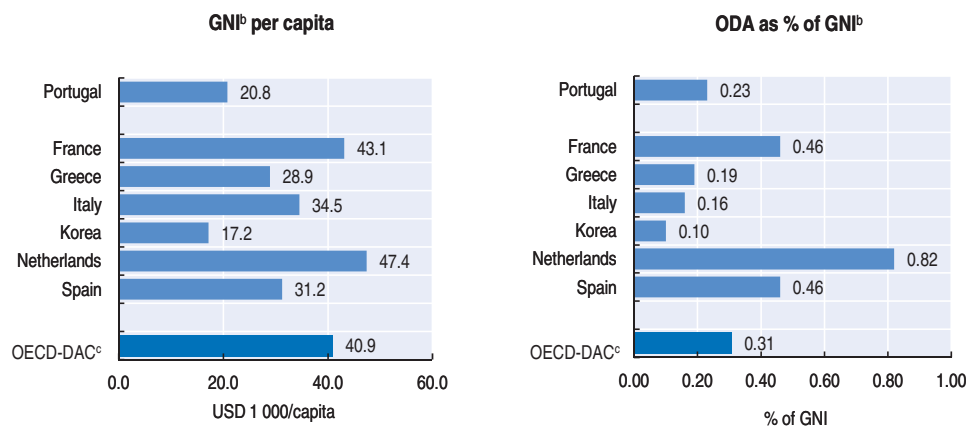
The park offers an excellent opportunity to promote tourism. Two airports (Porto and Vigo) provide easy access to tourists. A joint reservation and information centre is under development. The park was added to UNESCO’s World Network of Biosphere Reserves in 2009. The reserve encompasses 11 municipalities in the two countries and covers 259 496 ha, of which three-quarters is in Portugal.

Source: Ministry of Environment and Spatial Planning.

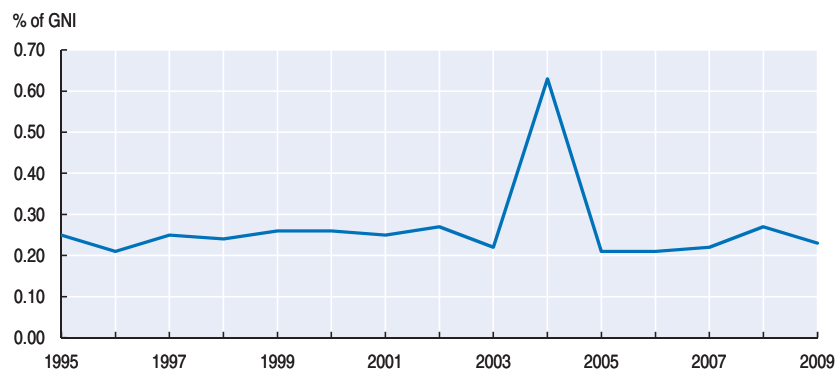
## 4. Official development assistance

Between 2000 and 2009, Portugal's net *official development assistance* (ODA) decreased slightly, reaching USD 507 million in 2009 or 0.23% of its gross national income (GNI). During the last decade, aid volume fell in 2003 and 2009, following efforts to control the budget deficit, and surged in 2004 due to rescheduling of Angola's debt (Figure 4.2). Portugal did not meet the EU target of 0.33% ODA/GNI in 2006. The projection for 2010 (0.34%) is well below the minimum DAC-EU donor target of 0.51%. Although the government has reaffirmed its commitment to reach 0.7% ODA/GNI in 2015, in view of its current fiscal situation, this objective appears very challenging.

Figure 4.2. **Official development assistance, 2009<sup>a</sup>**



ODA in Portugal as % of GNI,<sup>b,d</sup> 1995-2009



a) Preliminary data.

b) Gross national income in USD at current exchange rates.

c) Member countries of the OECD Development Assistance Committee.

d) 2004 data include the rescheduling of Angola's debt (USD 698 million or 0.5% of GNI).

Source: OECD (2010), *International Development Statistics Database*.

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Consistent with the Strategic Vision for Portuguese Co-operation approved by the Council of Ministers in 2005, Portugal has concentrated its ODA in *Portuguese-speaking countries*: the five PALOPS (Cape Verde, Mozambique, Angola, Guinea-Bissau, and São Tomé and Príncipe), all located in sub-Saharan Africa, and Timor-Leste in south-east

Asia. However, these countries' overall share has decreased in recent years, absorbing 53% of total bilateral ODA in 2007-08 compared to 84% in 2002-06. The main reason for this change is the line of credit granted by Portugal to Morocco in 2008. With Cape Verde attaining the status of a lower-middle-income country in 2008, the share of aid to least developed countries (LDCs) in bilateral ODA has been cut by half since 2000. Multilateral ODA has increased significantly during the last decade in both share and volume. Contributions to the EC budget, the European Development Fund and the International Development Association make up the bulk of Portugal's support to multilateral agencies, which accounted for nearly half of total ODA in 2009.

Although sustainable development<sup>16</sup> is defined as a priority sector in the 2005 Strategic Vision, *environment is not considered a priority for Portugal's development assistance*. It has remained at around 1% of bilateral ODA since the beginning of the decade. Such assistance is mainly provided in the form of technical co-operation. A number of training programmes on environmental inspections and impact assessment have been conducted in the PALOPS. Examples of projects related to climate change include quantification of carbon stocks and sinks in the forests of Guinea-Bissau and development of a Climate and Sea Information System for sustainable development in Cape Verde, Guinea-Bissau, and São Tomé and Príncipe. During the period from 2001-08, Portugal contributed USD 15 million to the Global Environment Facility (GEF) and USD 8 million to the Montreal Protocol (OECD 2006, OECD DAC statistics).

*Assistance for water supply and sanitation* (including waste management) is also below the DAC average, at just above 1% of bilateral ODA in 2004-05. It decreased recently as infrastructure projects in the PALOPS were completed. Nonetheless, imputed multilateral contributions to the sector have notably increased, mainly through EU institutions (OECD/WWC 2008). Portugal has joined the EU Water Facility Initiative. Through conferences of environment ministers of Portuguese-speaking countries (2001, 2006 and 2008), Portugal is the lead country along with Brazil for co-operation on water management and Mozambique for climate change matters. Activities have mostly consisted of training courses, financing meetings and information exchange.

Portugal is currently *revising its co-operation strategy*, with a view to strengthening activities concerned with environment, particularly those related to climate change and renewable energies. A National Strategy for Adaptation to Climate Change was approved by the Council of Ministries in April 2010. It includes a specific objective on international co-operation encompassing stronger support for adaptation measures in those countries most vulnerable to climate change, particularly among the PALOPS. In 2010, in the framework of the Copenhagen Accord, Portugal pledged EUR 36 million in fast-start financing to developing countries for adaptation and mitigation activities over 2010-12.

## Notes

1. Including the coastline of the Autonomous Regions of the Azores and Madeira.
2. A total of 1 727 408 km<sup>2</sup>, comprising the Portuguese mainland (327 667 km<sup>2</sup>) and the Autonomous Regions of the Azores and Madeira (953 633 km<sup>2</sup> and 446 108 km<sup>2</sup>, respectively).
3. Including the Ministries of Foreign Affairs; National Defense; Internal Affairs; Environment and Spatial Planning; Economy, Innovation and Development; Agriculture, Rural Development and Fisheries; Public Works, Transport and Communications; Education, Science and Technology; and Culture. Also included are the Presidency Minister and representatives of the governments of the Autonomous Regions of the Azores and Madeira.

4. Extending from 50 metres inland to the outer limit of territorial waters.
5. The 1992 Protocol to amend the International Convention on Civil Liabilities for Oil Pollution Damage; the 1992 Protocol to amend the International Convention on the Establishment of an International Fund for Compensation for Oil Pollution Damage; the 2003 Protocol establishing an International Oil Pollution Compensation Supplementary Fund.
6. The maximum amount available for compensation under the 1992 Civil Liability Convention and the 1992 Fund Convention in respect of the Prestige incident is EUR 171.5 million. The figures submitted in May 2003 by the governments of Spain, France and Portugal indicated that the total amount of damage could be as high as EUR 1 billion. Under the 1992 Conventions, the Fund must treat all claimants equally. The Executive Committee therefore decided in May 2003 that the 1992 Fund's payments should, for the time being, be limited to 15% of the loss or damage actually suffered by the individual claimants as assessed by the 1992 Fund's experts.
7. Including employment in fishing, fish processing and aquaculture.
8. Through the Financial Instrument for Fisheries Guidance (FIFG) and the European Regional Development Fund (ERDF).
9. The EC allows the use of 2000-06 funds until June 2009.
10. Regulation (EC) 2166/2005.
11. (EC) 1013/2006 replaces (EC) 259/93.
12. The Industrial Waste Strategic Plan (PESGRI) was approved in 1999.
13. Centres for Integrated Recovery and Disposal of Hazardous Waste (CIRVER).
14. Shipment of non-hazardous waste to non-OECD countries for recovery is governed by Regulation (EC) 1013/2006, which stipulates that the European Commission shall send a written request to each non-OECD country seeking confirmation in writing that the waste may be exported from the EC for recovery in that country, and an indication of which control procedure, if any, would be followed in the country of destination.
15. An ecosystem that includes cork oak and holm oak forests where pigs feed.
16. Including education, health, rural development, environmental protection, and sustainable management of natural resources.

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