

Reporting on financial and technology support to developing countries

Under article 16 of Regulation (EU) No 525/ 2013 of the European Parliament and of the Council (Monitoring Mechanism Regulation)



TECHNICAL REFERENCE:

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Author:

Portuguese Environment Agency
Climate Change Department

Eduardo Santos
José Paulino
Rui Papudo

With the cooperation of:

Camões, I.P. – Institute for Cooperation and Language

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ACRONYMS

APA	Portuguese Environment Agency
CC	Climate Change
CPLP	Community of Portuguese Speaking Countries
CRS	Creditor Reporting System
DC	Development Cooperation
DAC	Development Assistance Committee
EU	European Union
FA	Environmental Fund
FPC	Portuguese Carbon Fund
LDC	Least Developed Countries
MoU	Memoranda of Understanding
MMR	Monitoring Mechanism Regulation
MATE	Ministry of Environment and Energy Transition
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
PALOP	Portuguese Speaking Countries of Africa
PPA	Programmes, Projects and Actions
PtC	Portuguese Cooperation
ptODA	Portuguese Official Development Assistance
UNFCCC	United Nations Framework Convention on Climate Change

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INTRODUCTION

GENERAL INFORMATION

Following the entry into force of the Monitoring Mechanism Regulation (MMR)¹, Member States shall submit to the Commission, pursuant to Article 16 of the MMR, all relevant information on their financial and technology support provided to developing countries. These reporting provisions are essentially aligned with the requirements of the biennial report to the United Nations Framework for Convention to Climate Change (UNFCCC) for the year 2018. According to number 2 of Article 16 of the MMR, Portugal as an OECD Member State *"provides information on financial flows based on the so-called 'Rio markers' for climate change mitigation-related support and climate change adaptation-related support introduced by the OECD Development Assistance Committee and methodological information concerning the implementation of the climate change Rio markers methodology"*

From a geographical point of view, and as in previous years, the 2018's Portuguese Official Development Assistance (ptODA) focused mainly in the developing countries which are included in the lusophone universe, in particular the Portuguese Speaking African Countries (PALOP) and the Democratic Republic of East Timor, in accordance with geographical priorities considered on the Portuguese Strategic Concept for Development Co-operation 2014-2020..

The following report intends to provide an overview of the main features of the Portuguese ODA, including bilateral/ geographical/sectoral priorities and multilateral finance disbursements through institutions and/or programmes, projects and actions (PPA).

This report also includes an overview of the projects that were launched under the faststart initiative and that have been extended as well as the levels of finance that are being disbursed in this context, given that their implementation will still continue.

As referred above the statistic information included in this document is based on the DAC/OECD, CRS directives and on the "Rio Markers" for climate change mitigation and adaptation methodology.

COOPERATION – POLICIES, PRIORITIES AND PROGRAMMES IN PORTUGAL

In 2018, Portugal continued to prioritize cooperation activities towards its partner countries, namely the PALOP and East Timor.

Portugal has a decentralized model of co-operation, which means a permanent intergovernmental and institutionally collaboration, between Camões – Institute for Cooperation and Language, I.P. (in the Ministry of Foreign Affairs) in the capacity of co-operation for development coordinator entity and the Ministry of Environment and Energy Transition (MATE) responsible for the thematic area

The strategic framework and guidelines for development cooperation Programmes, Projects and Actions (PPA) are aligned with the needs and priorities of partner countries. At an institutional level we have established Memoranda of Understanding (MoU) discussed and agreed with partner countries. It should be stressed that it is the partner country that promotes the PPA and presents it to Portuguese Cooperation (PtC) for financing. The partner country is responsible for the selection process of the entity that will execute the PPA, and it happens that in some areas the private sector is better placed to execute them. Therefore the PtC has kept an open door to the private sector engagement working hand in hand with public institutions and/or local communities of the beneficiary/ partner country.

¹ Regulation (EU) No 525/2013 of the European Parliament and of the Council of 21 May 2013 on a mechanism for monitoring and reporting greenhouse gas emissions and for reporting other information at national and Union level relevant to climate change and repealing Decision No 280/2004/EC entered into force on the 8th of July 2013 upon its publication in the Official Journal (OJ L 165, 18.6.2013, p. 13)

When initiatives or activities include several lusophone countries, the Portuguese Speaking Countries Community (CPLP) Climate Change Network is usually consulted about its interest and relevance. Most of these countries are Least Developed Countries (LDC) and/or Small Island Developing States (SIDS).

RIO MARKERS IMPLEMENTATION METHODOLOGY

As referred in the introduction Portugal, as an Organisation for Economic Co-operation and Development (OECD) country and OECD/DAC member, tracks development financing according to the Creditor Reporting System (CRS) directives. In this regard, the national CRS data reporting is verified by OECD statistical staff, every year.

The OECD/DAC plays a central role on the production of statistics on aid to developing countries from bilateral and multilateral donor agencies every year. The data are published in the OECD website in both formats: aggregated by partner/donor country and disaggregated by activity. Therefore all information regarding Portuguese provision of financial support to non-Annex I Parties can be found in the OECD website. The data are publicly available in the CRS database.

Since 1998 the Development Assistance Committee (DAC) has been monitoring aid targeting the objectives of the Rio Conventions through the CRS using the so-called "Rio markers". The Rio markers on Climate Change (CC) Mitigation was established by the DAC in close collaboration with the Secretariat of the UNFCCC. It tracks aid flows that support the implementation of the Convention.

In December 2009, the DAC institut a new marker to also track development finance in support of CC Adaptation. This complements the climate change mitigation marker, and thus allows the presentation of a more comprehensive picture of climate-change-related aid.

These climate markers allow for an assessment of donors' policy objectives in relation to each aid activity. A Principal Objective (Mitigation or Adaptation) score is given when promoting the objectives of the UNFCCC is stated as the main reason for undertaking the activity. Activities marked "significant" have other objectives, but have been formulated or adjusted to meet also climate concerns.

We would like to highlight the participation of the Secretariat of UNFCCC on the discussion undertook by the OECD regarding the establishment and application of "Rio markers" definitions and criteria for eligibility and that the Secretariat of the UNFCCC continues to participate on the ongoing work regarding its improvement.

Regarding transparency procedures all the statistics information reported could be consulted also on the following web link <http://coop.instituto-camoes.pt/bdcoopfrontend>.

PORTUGUESE OFFICIAL DEVELOPMENT ASSISTANCE

GENERAL INFORMATION

Portugal's public climate finance (please see table 2) for programs and projects in partner countries is instituted through Official Development Assistance (ODA). In Portugal, ODA for environment has had limited expression regarding total values by virtue of the strategic priorities that essentially lie in areas such as Education, Health, Security and Justice.

Portugal institutionalized the Portuguese Carbon Fund (FPC) as a new source of funding for CC development cooperation in 2010. The FPC is a domestic fund established in 2006 with the main objective of supporting actions at national level to meet the Portuguese commitments under Kyoto Protocol.

Following the publication of Decree-Law 42-A/ 2016 of 12th of August which constitutes the Portuguese Environmental Fund (FA), this financial instrument replaces – among others – the FPC. Currently, and according the Order N.º 538-B/ 2017 of 5th of January of the Minister of the Environment, the national public body in charge of managing the Environmental Fund is the Secretariat-General of the currently designated Ministry of the Environment and Energy Transition (MATE).

The majority of Portuguese Cooperation climate related PPA includes capacity building components. Nevertheless the CRS does not allow data tracking by component.

In this context it should be noted that under the PtC the following amounts on climate change cooperation have been disbursed in 2018 by country (as in table 1 below).

Table 1
Total amount in 2018 by country
(Bilateral Cooperation – only Principal Objective) Commitments

Bilateral cooperation	
Angola	79 727,00€
Cabo Verde	662 344,00€
Cuba	156 762,00 €
Mozambique	722 775,00 €
LDC's unspecified	20 435,00€
TOTAL	1 642 043,00 €

Source: Camões, I.P./DPC (2019).

In December 2018, bilateral financial flows under Principal Objective amounted to 1 642 043,00€.

Regarding the Portuguese public financial support through the multilateral channels, this is described through the table 2.

Table 2²
Provision of public financial support: contribution through multilateral channels in 2018

Donor funding	Total amount				Status	Funding source	Financial instrument	Type of support	Sector
	Core/general		Climate-specific						
	Euro (€)	USD (\$) ³	€	\$					
Multilateral climate change funds	-	-	-	-	-	-	-	-	-
1. Global Environment Facility	-	-	-	-	-	-	-	-	-
2. Least Developed Countries Fund			-	-	-	-	-	-	-
3. Special Climate Change Fund			-	-	-	-	-	-	-
4. Adaptation Fund			-	-	-	-	-	-	-
5. Green Climate Fund			-	-	-	-	-	-	-
6. UNFCCC Trust Fund for Supplementary Activities			-	-	-	-	-	-	-
7. Other multilateral climate change funds			-	-	-	-	-	-	-
Multilateral financial institutions, including regional development banks	33 823 654,00	39 919 336,72							
1. World Bank	11 100 000,00	13 100 436,68	-	-	Disbursed	ODA	Grant	Not applicable	Not applicable
2. International Finance Corporation	-	-	-	-	-	-	-	-	-
3. African Development Bank	10 427 000,00	12 306 148,94	-	-	Disbursed	ODA	Grant	Not applicable	Not applicable
4. Asian Development Bank	9 903 212,00	11 687 964,12	-	-	Disbursed	ODA	Grant; Capital subscription on deposit basis	Not applicable	Not applicable
5. European Bank for Reconstruction and Development	-	-	-	-	-	-	-	-	-
6. Inter-American Development Bank	520 909,00	614 786,97	-	-	Disbursed	ODA	Capital subscription on deposit basis	Not applicable	Not applicable
7. Other (AIIB - Asian Infrastructure Investment Bank - 85% eligible as ODA)	1 872 533,00	2 210 000,00	-	-	Disbursed	ODA	Grant	Not applicable	Not applicable
Specialized United Nations bodies	109 484,00	129 215,15	-	-	-	-	-	-	-
1. United Nations Development Programme	44 158,00	52 116,13	-	-	-	-	-	-	-
2. United Nations Environment Programme	10 000,00	11 802,19	-	-	-	-	-	-	-
3. Other (UNFCCC core contribution - 61% eligible as ODA)	55 326,00	65 296,83	-	-	-	-	-	-	-
Total contributions through multilateral channels	33 933 138,00	40 048 551,87	-	-					

² Table 7[a] of the excel file.

³ Amounts in USD (OECD Exchange Rate 2018: 1 USD = 0.8473 €).

MITIGATION

The bilateral projects that had Mitigation as a Principal Objective represent 38,5% of the total CC – mitigation related ODA in 2018.

Table 3
Climate change related ODA - Mitigation⁴

YEAR		SIGNIFICANT OBJECTIVE	PRINCIPAL OBJECTIVE	BILATERAL ODA TOTAL
2018	€	835 962,00	522 394,00	1 358 356,00
	%	61,5	38,5	100

Source: Camões, I.P./GPPE (2019)

ADAPTATION

In general, Portugal has been paying particular attention to Adaptation to CC, specially its mainstreaming into Development Cooperation (DC), thus seeking to follow international guidelines. Thus the data in table 4 represents the application of Rio Marker's Adaptation to Portuguese ODA.

Table 4
Climate change related ODA - Adaptation

YEAR		SIGNIFICANT OBJECTIVE	PRINCIPAL OBJECTIVE	BILATERAL ODA TOTAL
2018	€	2 303 124,00	1 119 649,00	3 422 773,00
	%	67,3	33,7	100

Source: Camões, I.P./GPPE (2019)

STRENGTHENING INSTITUTIONAL CAPACITY

When it comes to Development Cooperation, Portugal has paid special attention to capacity building (please see table 5) at institutional level when prioritizing the PALOP and East Timor in the bilateral context or in the CPLP. This is true both for PPA that are exclusively dedicated to capacity building or when capacity building is a component included in the PPA.

The PPA supported by the PtC usually have a strong technical assistance component with a particular focus on the development of national capacities. Portugal tries to pay special attention to the development commitments assumed in Paris, Accra and Busan, especially:

- leadership and control by beneficiaries so they can strategically earmark their resources;
- enhance existing capabilities as a starting point, avoiding the creation of parallel structures and systematically using the national systems for aid implementation;
- technical driven cooperation for the demand of partners.

TECHNOLOGY TRANSFER AND INSTITUCIONAL CAPACITY

General Information

Concerning technology transfer (please see table 5) and considering the definition formally accepted in the UNFCCC, particularly item c, paragraphs 1 and 5 of Article 4, in several cases a PPA being implemented by the PtC under the context of ODA involves technology transfer, in terms of practices and appropriate processes to each area of the PPA as well as the necessary knowledge to implement these technologies.

⁴ Committed. Only Principal Objective.

Notwithstanding, it becomes difficult to specify a case due to the policy of statistical report of the OECD/DAC that currently does not foresee a marker for the transfer of technology that allows the qualification of the PPA in this perspective or to specifically identify the technology or technologies transferred in each case. However that in the context of the approval process, one of the criteria relates specifically to the issue of technology transfer.

Portuguese cooperative action in the context of tackling CC has increased significantly since the establishment (in 2005) of the Network of CC Offices of CPLP countries, which seeks the development and implementation of actions in the area of training and cooperation with our partner countries, namely PALOP's.

In this context, the MATE started the promotion of some activities and projects which focused on the transfer of know-how, processes and technology to these countries, in different sectors and aligned with the strategic vision for PtC.

The water and sanitation plus the waste sector have been a recurring commitment of the PtC in the last years. Two worthy examples to highlight this are the projects conducted in Mozambique as well as in Cape Verde, which can be found in table 5.

Table 5⁵

Provision of public financial support: contribution through bilateral, regional and other channels in 2018 (Adaptation and Mitigation)

Recipient country/ region/project/programme	Total amount		Status: disbursed, committed	Funding source ⁶	Financial instrument ⁷	Type of support ⁸	Sector ⁹	Additional information ^c
	Climate-specific ²							
	Euro (€)	USD ³						
Total contributions through bilateral, regional and other channels	1 642 043,00	1 937 971,20						
There isn't a PLANet B! Win-Win strategies and small actions for big impacts on climate change (LDC's unspecified).	20 435,00	24 117,79	Disbursed	ODA	Grant	Adaptation	Other (99820-Promotion of development awareness).	Contribute to the development of the knowledge and critical understanding of EU citizens about the global interdependence and sense of co-responsibility of European society in climate change.
Our Future is Today – Strengthening the food and environmental resilience of vulnerable households in the Matutuine district (Moçambique).	62 764,00	74 075,30	Disbursed	ODA	Grant	Adaptation	Other (74020-Multi-hazard response preparedness)	Increase the food and environmental resilience of the most vulnerable families in the district of Matutuine. Partner: VIDA NGDO.
Emanguluko – Promoting Resilience in Communities Affected by Drought in the Huíla Province (Angola).	79 727,00	94 095,36	Disbursed	ODA	Grant	Adaptation	Other (74020-Multi-hazard response preparedness).	Contribute to increasing resilience to climate change and disaster risk reduction in Southern Angola.
Agricultural Recovery of the Population most affected by Hurricane Irma in Cuba (Cuba).	134 262,00	158 458,63	Disbursed	ODA	Grant	Adaptation	Agriculture (74020-Multi-hazard response preparedness)	To recover the productive capacity of food in family and cooperative systems affected by Hurricane Irma on the northern coast of the province of Villa Clara, with a sustainable approach and risk reduction in the face of new climatic effects.
Community Action Plan for Adaptation in Mozambique – PACA (ex-IPPALAM) – Moçambique.	160 011,00	188 848,11	Disbursed	ODA	Grant	Adaptation	Cross-cutting (43040-Rural development)	Funded to date by the Ministry of the Environment (through the Portuguese Carbon Fund, currently Environmental Fund), this project aims to increase resilience to the impacts of climate change in 9 Mozambican locations, through the implementation of adaptation measures.
Training and capacity building project of the Cabo Verde National Water and Sanitation Agency (Cabo Verde).	162 450,00	191 726,66	Disbursed	ODA	Grant	Adaptation	Water and Sanitation (14010-Water sector policy and administrative management)	Institutional support, strengthening of the regulatory framework and technical capacity building of the National Water and Sanitation Agency (ANAS). Training and qualification in Risk Management in water supply.
Measures to strengthen water availability and increase the resilience of water supply systems under climate change (Moçambique).	500 000,00	590 109,76	Disbursed	ODA	Grant	Adaptation	Water and sanitation (14010-Water sector policy and administrative management)	Advise the Fund for Investment and Assets of water supply.
Planalto Norte – Water and Energy as Bases for the Sustainable Development of Communities in Santo Antão Island (Cabo Verde).	18 267,00	21 559,07	Disbursed	ODA	Grant	Mitigation	Energy (23630-Electrical power transmission and distribution)	Improve the living conditions of the population by providing clean energy to communities; Promote capacity building of the local community (community associations) and access to information; Promote dissemination of results. Project implemented by the NGO.
Bioenergy – Local energy production from biomass (Cuba)	22 500,00	26 554,94	Disbursed	ODA	Grant	Mitigation	Energy (23270-Biofuel-fired power plants)	Contribute to the energy sustainability of rural areas by boosting fuel production from biomass.
Roadmap of waste in Cape Verde (Cape Verde).	481 627,00	568 425,59	Disbursed	ODA	Grant	Mitigation	Other (14050-Waste management/disposal)	Financed to date by the Ministry of the Environment (through the Portuguese Carbon Fund, currently Environmental Fund), this project aims to map the technologies, locations, methods of collection and to define training actions and the necessary legislative framework in the waste sector for future implementation of projects regarding the reduction of Emissions of Greenhouse Gases (GHGs). The project's promoter is the National Water and Sanitation Agency (ANAS) of Cape Verde and the executor is the consortium led by the Portuguese company Ecovisão, which also includes the public company Águas de Portugal and the Portuguese NGO TESE.

⁵ Table 7(b) of the excel file.

⁶ ODA, OOF, Other.

⁷ Grant, concessional loan, non-concessional loan, equity, other.

⁸ Mitigation, adaptation, crosscutting, other.

⁹ Also included the DAC/CRS classification.

PORTUGUESE ENVIRONMENTAL FUND (FA)

General Information

In 2010, the Portuguese Carbon Fund (FPC) opened a funding window for the provision of financial flows for the implementation of the fast start commitment of Portugal. Given the increasing interest and impact of the Environment and CC related issues within the PtC efforts, an inter-ministerial task force was established following the Copenhagen Conference, composed by the representatives of the Portuguese Ministry of Foreign Affairs and the Ministry of Environment.

Following the publication of Decree-Law 42-A/ 2016 of 12th of August which constitutes the Environmental Fund (FA), this financial instrument replace - among others - the FPC. The main purpose is to support environmental policies for the pursuit of sustainable development objectives, contributing to the achievement of national and international objectives and commitments, in particular those related to CC, water resources, waste and nature conservation, and biodiversity, financing entities, activities or projects that fulfill the following objectives:

1. Mitigation of CC through actions that contribute to the reduction of GHG's emissions and achieve of targets, particularly in the field of renewables and energy efficiency in the residential sectors and productive in the case of small and medium-sized enterprises, and in the field of transport;
2. Adaptation to CC, specially with actions in the coastal zone and other water resources areas;
3. Cooperation in the field of CC, in particular for the fulfillment of international commitments;
4. Carbon sequestration;
5. Use of the carbon market to meet international goals;
6. Promoting the participation of entities in the carbon market;
7. Efficient use of water and protection of water resources;
8. Sustainability of water services;i) Prevention and redress of environmental damages;
9. Compliance with national and community objectives and targets for urban waste management;
10. Transition to a circular economy;
11. Protection and conservation of nature and biodiversity;
12. Environmental awareness and training.

Currently and according national legislation, all the PPA financed by Environment Fund that should account as ODA must have previous favorable appraisal and approval by Camões, I.P. as co-operation for development coordinatour entity.

The financial flows provided by this Fund are additional to previous sources. The financial contribution of the FPC counts as ODA but is an independent and new source that relies entirely on the Fund's independent and autonomous revenues.

Currently, and according the Order N.º 538-B/ 2017 of 5th of January of the Minister of the Environment, the national public body in charge of managing FA is the Secretariat-General of the Ministry of the Environment and Energy Transition.

Examples of Support Through the Environmental Fund

Programme or project title	Recipient country/ region	Targeted area	Description of programme or project
Community Action Plan for Adaptation in Mozambique – PACA (ex-IPPALAM) – Moçambique	Moçambique	Adaptation	Funded to date by the Ministry of the Environment (through the Portuguese Carbon Fund, currently Environmental Fund), this project aims to increase resilience to the impacts of climate change in 9 Mozambican locations, through the implementation of adaptation measures.
Roadmap of waste in Cape Verde	Cape Verde	Mitigation	Funded to date by the Ministry of the Environment (through the Portuguese Carbon Fund, currently Environmental Fund), this project aims to map the technologies, locations, methods of collection and to define training actions and the necessary legislative framework in the waste sector for future implementation of projects regarding the reduction of Emissions of Greenhouse Gases (GHGs). The project's promoter is the National Water and Sanitation Agency (ANAS) of Cape Verde and the executor is the consortium led by the Portuguese company Ecovisão, which also includes the public company Águas de Portugal and the Portuguese NGO TESE.

New and Additional Financial Resources

The FPC (current FA) was established with the aim to finance activities/ projects carried out to respond to the challenges of CC and to meet Kyoto Protocol/ UNFCCC objectives, at both domestic and international levels.

Bearing in mind that financing ODA projects is not a core objective of FPC, Portugal considers that the financing provided by FA to activities that aim to promote the economic development and welfare of developing countries is new or additional to the conventional sources of ODA flows (please see table 6).

TABLE 6

NEW AND ADDITIONAL FINANCIAL RESOURCES (2018)						
Source of Flows	Climate Change Mitigation*		Climate Change Adaptation*		Climate Change Cross-cutting*	
	Amount Committed	%	Amount Committed	%	Amount Committed	%
Total Flows Disbursed	522 349,00€	100	1 119 649,00€	100	-	-
Of which, Disbursements from the Portuguese Environmental Fund	481 627,00€	92,3	822 461,00€	73,5	-	-

*Only Principal Objective was considered.

Source: Camões, I.P./ GPPE (2019)

PRIVATE FINANCIAL FLOWS

No information available.

ANNEX

Table 7¹⁰
Provision of public financial support: Summary information (2018)

Allocation channels	European euro (€)					USD (\$)³				
	Core/ general	Climate-specific				Core/ general	Climate-specific			
		Mitigation	Adaptation	Cross-cutting	Other		Mitigation	Adaptation	Cross-cutting	Other
Total contributions through multilateral channels:										
Multilateral climate change funds	33 933 138,00	-	-	-	-	40 048 551,87	-	-	-	-
Other multilateral climate change funds	-	-	-	-	-	-	-	-	-	-
Multilateral financial institutions, including regional development banks	33 823 654,00	-	-	-	-	39 919 336,72	-	-	-	-
Specialized United Nations bodies	109 484,00	-	-	-	-	129 215,15	-	-	-	-
Total contributions through bilateral, regional and other channels		522 394,00	619 649,00	-	-		616 539,60	731 321,85	-	-
Total climate specific by funding type (total for mitigation, adaptation, crosscutting, other)		-	-	-	-		-	-	-	-
Total		1 142 043,00					1 347 861,44			

¹⁰ Table 7 of the excel file.